

**Planning Board Report to Town Meeting
Village District
Zoning Bylaw and Zoning Map Amendments
April 24, 2025**

ARTICLE 18: To see if the Town will vote to amend the Zoning Bylaw Chapter 255 and the Zoning Map in regard to creation of a Village District by amending: Section 255-11 Establishment of Districts by inserting a new Village District (VD) Zoning District (Mixed-Use); Chapter 255 Attachment 1, Use Regulations Schedule by inserting the Village District (VD) and indicate the uses which are permitted/prohibited; Chapter 255 Attachment 2 Dimensional Regulations Schedule for Building and Structures by inserting a dimensional table for principal and accessory uses in the Village District (VD); Chapter 255 Article VII Supplemental District Regulations by inserting a new Section 255-52 Village District; and amend the Zoning Map, as incorporated into the Zoning Bylaw by Section 255-12, by changing the zoning on a 7.810+/- acre parcel (as depicted on an ANR Plan endorsed by the Planning Board and recorded in the Hampshire County Registry of Deeds on January 24, 2025 at Plan Book 257, Page 77) from Business A-1, Residence A-2, and Residence A-1 to the Village District zoning district, as further articulated in the Planning Board’s Report to Town Meeting, or take any other action relative there to.

PUBLIC HEARING: The Planning Board conducted a public hearing on these proposed amendments on April 22, 2025 (see Attachment D for the public hearing minutes).

REPORT:

A petition has been filed by the Center Redevelopment Corporation to amend the South Hadley Zoning Bylaw to create a new ‘Village District’ zoning district and amend the Zoning Map to change the zoning of the subject property from Business A-1, Residence A-2, and Residence A-1 to a new “Village District” zoning district for property located along Hadley and College Streets, Map 47 Parcel 64 & 65; and Map 49 Parcels 63, 64, 68, 85 & 86. The parcel subject to this petition is a 7.810+/- acre parcel known as the Village Commons, owned by the Center Redevelopment Corporation. At the Planning Board’s January 13, 2025 meeting, the Board endorsed an ANR plan to combine the eight parcels that encompass the Village Commons development into one parcel (recorded Hampshire County Registry of Deeds Plan Book 257 Page 77, 1/24/25). The proposed zoning bylaw and map amendments would apply to the one newly combined parcel. (Note, the ANR plan is not yet reflected in the South Hadley Assessor’s maps. Updates to digital mapping occur annually and have not been completed for these parcels.)

The petitioner has not submitted any specific development plans related to the proposed zoning bylaw and map amendments but rather has stated that they have identified issues and limitations on future mixed-use development of the property due to the existing assortment of zoning districts which imposes significant challenges for a coordinated approach for future development. The proposed amendments are as follows:

- 255-11 Establishment of districts – New Village District Zoning District (Mixed-Use)
- Chapter 255, Attachment 1 Use Regulations Schedule – Indicate uses that are permitted/prohibited
- Chapter 255, Attachment 2 Dimensional Regulations Schedule – Insert dimensional standards for the lot, and principal and accessory structures
- Chapter 255, Article VII Supplemental District Regulations – Insert new 255-52 Village District regulations
- Zoning Map – Change the zoning on the subject parcel from Business A-1, Residence A-2, and Residence A-1 to the proposed “Village District”

A. Zoning Bylaw Amendment – Village District Zoning District (Mixed-Use)

The purpose of the proposed Village District is “to encourage mixed-use development characterized by a mix of office, retail, entertainment, and residential uses consistent with the traditional scale, density, design, and mix of uses that characterize South Hadley’s historic village centers in a manner that is pedestrian-friendly through high quality site planning, architecture, and landscape design.” Proposed allowable uses are residential, some commercial, and open space, as indicated in the table below. All other uses would be prohibited.

Table 1 Proposed Village District Allowed Uses

Residential Uses – only permitted as part of mixed-use development	
Two-family dwellings (new)	Site Plan Review
Three-family dwellings	Site Plan Review
Multifamily dwellings for more than three families	Site Plan Review
Open Space Uses	
Agricultural, horticultural, or floricultural uses exempt under MGL Chapter 40A, Section 3 (5 acres or more)	Yes
Add footnote for Use category	This restriction regarding “Agricultural, horticultural, or floricultural uses” is not to be interpreted as a prohibition on temporary, special events which may include agricultural related activities such as, but not limited to, farmers markets or outdoor concerts. Such other temporary events may be permitted in accordance with the approved Mixed-Use plan and applicable Bylaws, statutes, and regulations.
Public and Institutional Uses – only permitted as part of a mixed-use development	
Town buildings	Site Plan Review
Public and private nonprofit educational institutions	Site Plan Review
Structures used for religious purposes	Site Plan Review
Federal and state government buildings	Site Plan Review
Public playgrounds and parks	Site Plan Review
Clubs, lodges, social and community center buildings	Site Plan Review
Hospitals, sanitariums, and charitable services	Site Plan Review
Business Uses - only permitted as part of a mixed-use development	
Retail sales	Site Plan Review
Personal, business and professional services	Site Plan Review
Open-air parking for 25 vehicles or fewer	Site Plan Review
Public parking areas and garages (unrestricted capacity)	Site Plan Review
Offices	Site Plan Review
Motels-Hotels	Site Plan Review
Restaurants	Site Plan Review
Other Uses - only permitted as part of a mixed-use development	
Accessory uses to permitted principal uses, as provided in Article VII Other earth removal, extraction, and/or fill activities	Site Plan Review

Dimensional Standards

The proposed dimensional standards have been developed based on the unique site conditions of the Village Commons parcel. They also reflect a combination of dimensional standards that currently exist in the Business A, Business B, and Business C Districts.

Table 2 Proposed Village District (VD) Dimensional Standards

Zoning District - Requirement	Minimum Lot Area (square feet)	Minimum Lot Frontage (feet)	Maximum Building Coverage (%)	Maximum Impervious Coverage (%)	Minimum Yard Setback (feet)			Maximum Height	
					Front	Side	Rear	Stories	Feet
Village Commons Zoning District									
Basic requirements:									
- Principal uses	87,120/a	50	75/a/b	85%/a/b	0/a	6/a	5/a	4/5/a	65/a
- Accessory uses/a	None	None	25/a/b	95%/a/b	0/a	6/a	5/a	4/5/a	65/a

Footnote a – In accordance with the provisions of 255-52 (proposed Village District Zoning Bylaw).

Footnote b – Total building coverage of principal and accessory uses shall not exceed the principal use coverage.

Village District Summary

- Maximum height not to exceed 5 stories, plus a drive under parking area and rooftop mechanicals;
- Buildings w/in 150’of Route 116 shall not exceed 4 stories;
- Max density – Minimum of 3,000 square feet of land area per dwelling unit plus 300 square feet per bedroom;
- No residential dwellings on first floor of buildings fronting Route 116;
- Parking must conform to 255-86 Off-street Parking standards; shared parking with commercial spaces may be allowable;
- Planning Board may adopt Mandatory Design Standards for the Village District
- Planning Board may adopt suggestive design guidelines.
- Design Principles for Village District mixed-use developments:
 - Promote family-friendly walkable village center that predominantly serves local residents and visitors while accommodating all street users;
 - Pedestrian access and safety by encouraging design strategies to reduce conflicts between drivers and pedestrians;
 - Reduce negative impacts on the natural environment from stormwater overflow and lighting glare or overspill;
 - Support a consistent level of design for a complementary mix of uses within the Village District;
 - The public realm should be characterized by street trees, street furniture, sidewalks with ample width for diverse users, and attractive furnishings and infrastructure;
 - Architectural design shall be compatible with the character and scale of buildings in the Town’s traditional village centers. Variation in detail, form and siting shall be used to provide visual interest and avoid monotony. Proposed buildings shall relate harmoniously to each other with adequate light, air, circulation and separation between buildings. The Planning Board may take into consideration whether exterior building facades and materials are

consistent with South Hadley's character. The Planning Board may consider whether the roofline is peaked or is otherwise consistent with the Town's character.

Relationship to Master Plan

The Master Plan identifies the area centered around the Village Commons as a commercial node or center of activity. The priorities for this subarea area:

- Increase economic development opportunities for small-scale businesses in the area centered on the Village Commons and Mount Holyoke College at Route 47 and Route 116.
- Increase the variety of housing choices between the neighborhood core and periphery. Housing options should meet a wide range of needs for affordability, household sizes, life-stages, and the ability to age in place within the community.
- Enhance and expand open spaces on the periphery of the neighborhood, such as a small park, a community garden, a playground, a dog park, or recreational/sports facilities.

Zoning in the Area

The subject parcel currently consists of three zoning districts: Residence A-1, Residence A-2 and Business A. The subject parcel is bordered by several zoning districts as follows:

North, across the street on Hadley Street	Residence A-2, Business A and Business A-1
East, across the street on College and Woodbridge Streets	Residence A-1 and Residence A-2
South	Residence A-1 and Residence A-2
West	Residence A-1 and Residence A-2

The petitioner has chosen to create a new zoning district (Village District) rather than try to convert the entire parcel to one of the existing districts. There are numerous uses allowed in the Business A and Business A-1 zoning districts that the petitioner is not interested in allowing including gas stations and other automotive uses and wholesale sales and warehousing.



— PROPERTYLINE	— Travel Way	— Right of Ways	■ Residence A-2
— P WATER	— Water Lines	■ Business A	■ Residence B
— ROAD	■ Buildings	■ Business A-1	
— HOOK		■ Residence A-1	

Image 1 Village Commons Mixed-Use Buildings at Upper Parking Lot



Image 2 Upper and Lower Parking Lots



Image 3 View from Lower Parking Lot to Upper Parking Lot and Mixed-Use Buildings



B. Zoning Map Amendment

The Zoning Map amendment would be to change the zoning on the subject parcel from Business A-1, Residence A-2, and Residence A-1 to the proposed “Village District”.

PUBLIC HEARING DISCUSSION:

After a presentation by the Center Redevelopment Corporation CEO and the corporation’s representatives, Planning Board members asked for further clarification on the proposed dimensional and density standards. The petitioner stated that they had been working with a design team and based on that professional analysis and understanding of market conditions for both construction as well as rental housing and retail, the proposed standards would allow them to build a development with around 9 to 13 housing units per acre depending on the number of bedrooms in the units. Member Hutchison asked if they had considered seeking allowance for greater housing density and expressed concerns that given construction costs associated with State Building Code standards, they might need more units, upwards of 20 units per acre, for a financially viable project.

The Board discussed a process for the Board to develop the proposed Design Standards and Guidelines with the applicant and there was no desire to establish a moratorium on development until such was adopted. Questions about the specific location and design of future developments were posed by the board and members of the public, however the applicant stated they would not be developing detailed plans until a zoning framework was adopted that they could definitely design for. Images of the site were shared on a screen to show the extent of the lower parking lot and potential areas for new buildings, including along Route 47/Hadley Street and the southwest corner of the parking lot at the rear of the site.

Comments and questions from the public included the proposed maximum height of buildings, parking and traffic impacts on Route 47/Hadley Street and Route 116/College Street, and long-term management of the property. The petitioner discussed the significant grade change on the site, dropping approximately 60’ from College Street on the eastern boundary to the rear of the site at the western edge of the lower parking lot. The site is very unique both due to this grade change and the existing buildings on the Village Commons campus are currently three and four-story buildings. The property is managed by an onsite company – Center Redevelopment Corporation – and would continue to be so for future development.

Several members of the public spoke in favor of the proposed new zoning and expansion of the Village Commons.

RECOMMENDATION:

The Planning Board, during the public hearing held at their meeting on April 22, 2025, voted to recommend to Town Meeting adoption of the proposed Zoning Bylaw and Zoning Map amendments, by a vote of five (5) out of five (5) members in favor (D. Mulvaney, N. Therien, B. Hutchison, R. Watchilla, R. Szklarz).

ATTACHMENTS:

- Attachment - Zoning Amendment Petition Request
- Attachment A - Proposed Village District with Existing Zoning
- Attachment B - Description of boundaries of Proposed Village District Zoning District & ANR Plan
- Attachment C – Proposed Zoning Bylaw and Zoning Map Amendment: Proposed Village District Zoning Bylaw, Rev 2025-04-22
- Attachment D - Public Hearing Minutes, April 22, 2025

Attachment: Zoning Amendment Petition Request



March 12, 2025

Ms. Andrea Miles, Chair
South Hadley Selectboard and
Ms. Lisa Wong, Town Administrator
116 Main Street, Room M18
South Hadley, MA 01075

Dear Ms. Miles and Ms. Wong,

The Village Commons has been a partner with and an asset for the Town of South Hadley for thirty-eight (38) years. We enjoy and value the working relationship with our partners. As our Village ages and market trends evolve, it's only natural that we will all experience headwinds and growth together. In preparation for the future and in hopes of maintaining exceptional mixed-use occupancy rates, relationships and opportunities, the entities must plan for those market trends and sustainability.

As we have always, the Center Redevelopment Corporation ("the Corporation") is planning for the future. To this end, we have engaged with architects, engineers, and planning consultants to assist as it prepares for the next 3 decades. Earlier this year the Corporation consolidated its multiple parcels into a single parcel as a first step in putting this planning into action.

We have identified some issues with the current myriads of zoning districts and their associated different limitations and opportunities – often times at conflict with one another in the context of a mixed-use development such as The Village Commons. Accordingly, the Corporation has prepared an approach to zoning which will provide a coordinated framework for The Village Commons as we move forward, which can also be used for similar developments of different scales where appropriate.

Therefore, pursuant to Massachusetts General Laws Chapter 40A, Section 5 and § 255-6 of the South Hadley Zoning Bylaw, the Corporation requests that the Town consider amending the South Hadley Zoning Bylaw and Zoning Map as detailed in the attached Zoning Bylaw and Map Amendment. This request relates to the below described parcel currently zoned Business A-1, Residence A-2, and Residence A-1 zoning districts. Massachusetts General Laws Chapter 40A, Section allows "an individual owning land to be affected by" enactment of a proposed zoning bylaw amendment to initiate proposals for adoption of an amendment to the Zoning Bylaw.

The Corporation affirms that it owns the subject property described below and that I, Jeffrey Labrecque as Chief Executive Officer am empowered to represent the Corporation in this matter.

The subject property is a 7.810+/- acre parcel (see Attachment A) generally referenced as “The Village Commons” and depicted on the attached ANR Plan endorsed by the Planning Board at their January 13, 2025 meeting (and recorded in the Hampshire County Registry of Deeds on January 24, 2025 at Page 77 in Book 257) and more particularly described as follows:

- Bounded on the east by Hadley Street (Route 47)
- On the south by “College Street” for approximately 389 feet;
- On the south and west by parcels owned by Mount Holyoke College and depicted on Parcels 85 and 86 on Assessors Map 49 and Parcel 65 as depicted on Assessors Map 47; and,
- On the north by Parcel 64 as depicted on Assessors Map 47 and Parcels 63, 64, and 68 as depicted on Assessors Map 49.

A further description is provided in Attachment B.

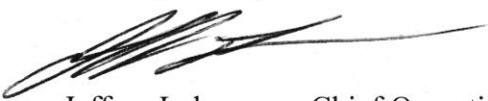
This request is to amend the Zoning Bylaw (in § 255-11, Article VII, Attachment 1, and Attachment 2) to create a new zoning district – “Village District” and amend the Zoning Map to change the zoning of the subject property from Business A-1, Residence A-2, and Residence A-1 to the new “Village District” zoning district. The details of the proposed amendment are provided in Attachment C.

I respectfully request that this petition be incorporated into the May 2025 Annual Town Meeting Warrant and be processed accordingly.

I understand and acknowledge that § 255-6 of the South Hadley Zoning Bylaw provides that I, as the petitioner, am responsible for payment of the cost of notice of the public hearing. Accordingly, please have the newspaper in which the notice is published forward the bill to me.

I look forward to participating in the public hearing process upon your referral of this request to the Planning Board. If you or the Planning Department have any questions, please feel free to reach out to me at 413-532-3600 or via email jlabrecque@thevillagecommons.com

Thank you for your consideration.

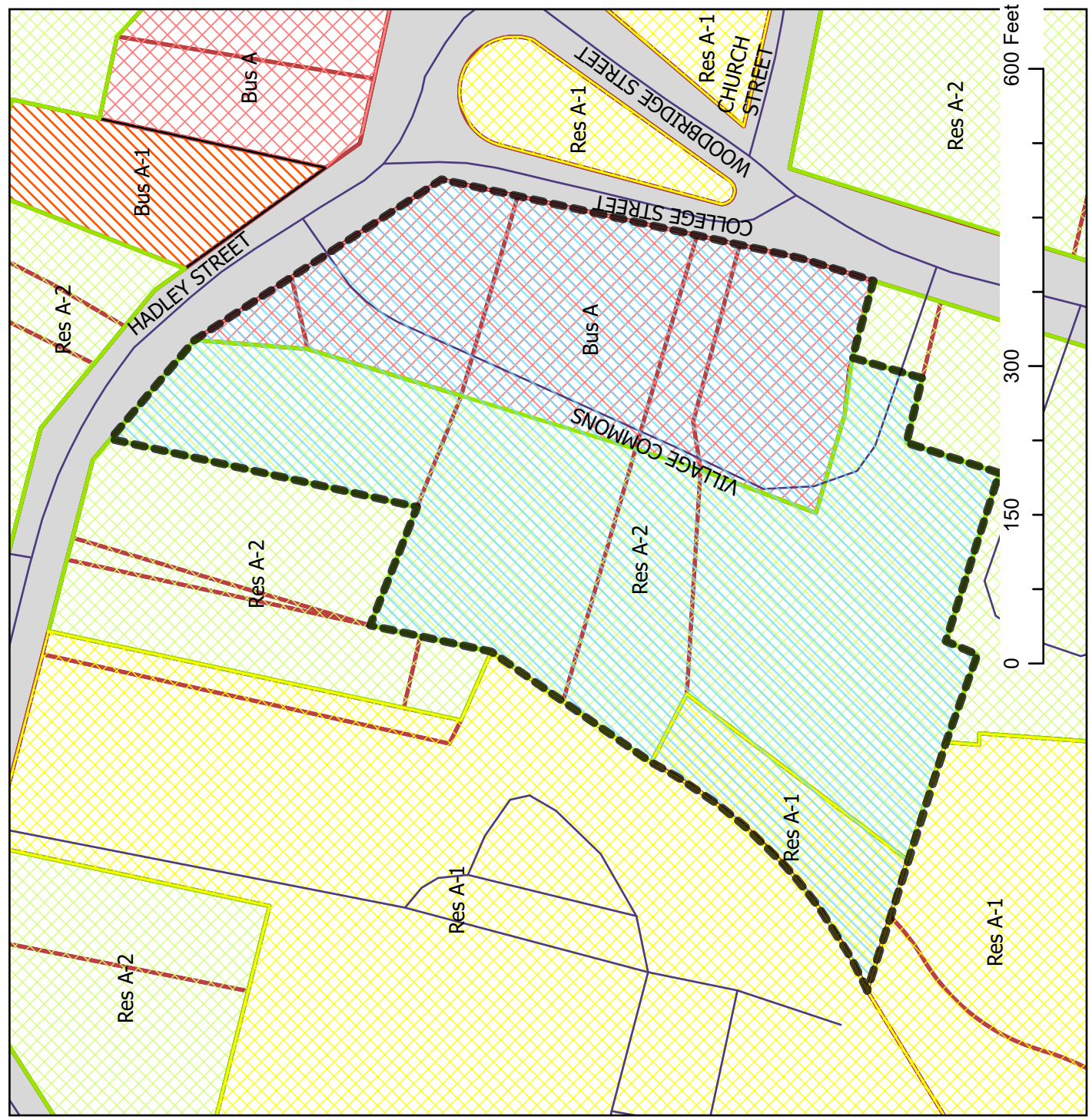
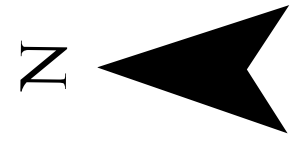


Jeffrey Labrecque, Chief Operating Officer
Center Redevelopment Corporation

Attachment A Proposed Village District with Existing Zoning

Legend

- Proposed Village District
- Res A-1
 - Bus A
 - Res A-2
 - Bus A-1
 - Res B



Attachment B

Description of Boundaries of Proposed Village District Zoning District

- Beginning at a point at the intersection of Hadley Street (aka Route 47) and “College Street” run westerly along said “College Street” approximately 389 +/- feet;
- Thence, north 79.93 feet;
- Thence, west 101.05 feet;
- Thence, north 63.40 feet;
- Thence, west 102.95 feet;
- Thence, north 174.95 feet;
- Thence, west 40.78 feet;
- Thence, north 208.94 feet;
- Thence, west 23.14 feet;
- Thence, north 75.38 feet to a point in the center of a stream which is also a point on the southerly line of Parcel #64 as depicted on Assessors Map #47;
- Thence, easterly along the southerly line of said Parcel #64 to a point at the southwest corner of Parcel #68 as depicted on Assessors Map #49 (approximately 340 +/- feet);
- Thence, continuing easterly along the southerly lines of Parcels #68 and #64 as depicted on Assessors Map #49 (approximately 199 +/- feet);
- Thence, south along the west line of Parcel #63 as depicted on Assessors Map #49 (approximately 119 +/- feet);
- Thence, easterly along the south line of said Parcel #63 to a point on the right of line of Hadley Street (Route 47) (approximately 308 +/- feet);
- Thence, continuing easterly along the right of way line of Hadley Street (Route 47) (approximately 427 +/- feet) to the Point of Beginning.

NOTE: In the event of any conflict with or deviation from the ANR Plan endorsed by the Planning Board at their January 13, 2025 meeting (and recorded in the Hampshire County Registry of Deeds on January 24, 2025 at Page 77 in Book 257) said ANR plan dimensions and courses are to be read as correct and shall apply.

Attachment C
Proposed Zoning Bylaw and Zoning Map Amendment REV 2025-04-22

To see if Town Meeting will vote to amend Chapter 255 Zoning Bylaw including the Zoning Map as follows:

1. In § 255-11 “Establishment of districts.” Insert a new district as follows:

Village District (“VD”) Zoning District (Mixed-Use). The purpose of this district is to encourage mixed-use development characterized by a mix of office, retail, entertainment, and residential uses consistent with the traditional scale, density, design, and mix of uses that characterize South Hadley’s historic village centers in a manner that is pedestrian-friendly through high-quality site planning, architecture, and landscape design.

2. In Attachment 1, Use Regulations Schedule by inserting the Village District (VD) and indicate the uses which are permitted/prohibited as follows:

- a) In the “Residential Uses” category, indicate that only the following uses are permitted:

- 1) Two-family dwellings (new)
- 2) Three-family dwellings
- 3) Multifamily dwellings for more than three families/g

- b) In the “Residential Uses” category, indicate that all other uses are prohibited.

- c) In the “Residential Uses” category, insert the following footnote:

Allowed residential uses are only permitted by Site Plan Review and as part of a Mixed-Use development or as a proposed addition to an existing "Mixed Use Development" as detailed in § 255-52.

- d) In the “Open Space Uses” category, indicate that only “Agricultural, horticultural, or floricultural uses” exempt under MGL Chapter 40A, Section 3 are permitted.

- e) In the “Open Space Uses” category, insert the following footnote:

This restriction regarding “Agricultural, horticultural, or floricultural uses” is not to be interpreted as a prohibition on temporary, special events which may include agricultural related activities such as, but not limited to, farmers markets or outdoor concerts. Such other temporary events may be permitted in

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accordance with the approved Mixed-Use plan and applicable Bylaws, statutes, and regulations.

- f) In the “Public and Institutional Uses” category indicate the following uses are permitted by Site Plan Review:
 - 1) Town buildings
 - 2) Public and private nonprofit educational institutions/d/f
 - 3) Structures used for religious purposes/e/f
 - 4) Federal and state government buildings
 - 5) Public playgrounds and parks
 - 6) Clubs, lodges, social and community center buildings
 - 7) Hospitals, sanitariums, and charitable services

- g) In the “Public and Institutional Uses” category, note that the allowed uses are only permitted by Site Plan Review.

- h) In the “Public and Institutional Uses” category, insert the following footnote:

Allowed uses are only permitted as part of a Mixed-Use development as detailed in § 255-52 unless they are exempt under MGL Chapter 40A, Section 3.

- i) In the “Business Uses” category, insert the use “Indoor Theater” and “Financial Institution including or separate ATM”

- j) In the “Business Uses” category indicate the following uses are permitted by Site Plan Review:
 - 1) Retail sales
 - 2) Personal, business, and professional services
 - 3) Open-air parking for 25 vehicles or fewer/d
 - 4) Public parking areas and garages (unrestricted capacity)
 - 5) Offices
 - 6) Motels – hotels
 - 7) Restaurants

- k) In the “Business Uses” category, indicate that all other uses are prohibited.

- l) In the “Business Uses” category, insert the following footnote:

Attachment C

Allowed uses are only permitted by Site Plan Review and as part of a Mixed-Use development as detailed in § 255-52.

- m) In the “Industrial Uses” category indicate that all listed uses are prohibited.
- n) In the “Other Uses” category, indicate that only the following uses are permitted By Site Plan Review:

Accessory uses to permitted principal uses, as provided in Article VII Other earth removal, extraction, and/or fill activities/b

- o) In the “Other Uses” category, indicate that all other uses are prohibited.
- p) In the “Other Uses” category, insert the following footnote:

Allowed uses are only permitted if consistent with the Mixed-Use Development’s approved Site Plan as detailed in § 255-52.

- 3. In Attachment 2, Dimensional Regulations Schedule for Buildings and Structures by inserting the following table for Village District (VC) specifying the following Basic requirements for Principal Uses and Accessory Uses including the associated footnotes

Zoning District - Requirement	Minimum Lot Area (square feet)	Minimum Lot Frontage (feet)	Maximum Building Coverage (%)	Maximum Impervious Coverage (%)	Minimum Yard Setback (feet)			Maximum Height	
					Front	Side	Rear	Stories	Feet
Village Commons Zoning District									
Basic requirements:									
- Principal uses	87,120/a	50	75/a/b	85%/a/b	0/a	6/a	5/a	4/5/a	65/a
- Accessory uses/a	None	None	25/a/b	95%/a/b	0/a	6/a	5/a	4/5/a	65/a

NOTES:

- a. In accordance with the provisions of § 255-52.
- b. Total building coverage of principal and accessory uses shall not exceed the principal use coverage.

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4. In Article VII Supplemental District Regulations”, insert a new §255-52 “Village District” to read as follows:

A. Purpose

The purpose of this district is to encourage mixed-use development characterized by a mix of office, retail, entertainment, and residential uses consistent with the traditional scale, density, design, and mix of uses that characterize South Hadley's historic village centers in a manner that is pedestrian-friendly through high-quality site planning, architecture, and landscape design.

B. Uses permitted. Uses permitted Village Common District are as listed in Attachment 1, Use Regulations Schedule.

C. Dimensional requirements. Dimensional requirements are as listed in Attachment 2, Dimensional Regulations Schedule for Buildings and Structures as supplemented and clarified upon in this § 255-52.

(1) Building Heights

- (a) The Maximum building height as provided in Attachment 2 is not to exceed 5 stories as provided below. The variable maximum height provided in Attachment 2 is permitted to reflect the variation in ground elevation and elevation of Route 116 relative to the Village District.
- (b) The variable story height limitation is to be interpreted and administered as follows:

[1] Portions of buildings occupied by dwelling units or business uses shall not exceed 5 stories. However,

[a] One story providing drive under parking and/or enclosure of building support equipment may also be provided.

[b] To enhance the aesthetic appearance of the building and/or to better enable use of the roof for solar energy collecting/generating operation, use of an enclosed “story” exclusively or primarily for housing of mechanical equipment or other facilities necessary for the building’s operation shall not be counted as one of the permitted “stories”.

[2] No building or portion thereof lying within 150 feet of Route 116 shall exceed 4 stories, except as provided in 255-52C(1)(b)[3] below.

[3] Where a building is located on grades which diminish as the site gets further away from Route 116, the building height may vary with the portion further away and not visible from Route 116 being allowed to be one story higher than the portion of the building nearest Route 116 up to the maximum height (in feet) as provided in Attachment 2.

[4] To accommodate screening of rooftop uses and equipment, measurement of building height shall not include such screening elements.

Attachment C

- D. Site Plan Review. Development in the Village District is subject to Site Plan Review as provided in Article XII of this Zoning Bylaw and as further modified herein.
- (1) Design Review is to be incorporated into the Site Plan Review process, so the integration of the uses and design are collectively reviewed. Design Review is the process of reviewing the architectural and site plans to determine if the project is consistent with the provisions of § 255-52 J. Design Standards and any Mandatory Design Standards and Advisory Design Guidelines adopted pursuant to said § 255-52 J.
 - (2) Once Site Plan is approved and the buildings are constructed to completion and occupancy permits have been issued, further site plan review for location of individual uses within an approved building space is not required; provided the development maintains compliance with the approved site plan and this §255-52.
 - (a) Exception. Conversion of Business Use space to a Residential Use space will require Site Plan Review.
 - (b) The Planning Board may, in their Site Plan Review Rules and Regulations provide that any “post-approval” Site Plan Reviews will be processed as “Minor Site Plan Review”.
- E. Residential Development
- (1) Dwelling units are permitted only as an integral part of a mixed-use development. The dwelling units may be provided either in a mixed-use building or a separate “residential only” building in accordance with this § 255-52.
 - (2) Density. The maximum number of dwelling units permitted shall be determined as follows:
 - (a) A minimum of 3,000 square feet of land area for each dwelling unit located thereon plus 300 square feet of land area per bedroom in each dwelling unit.
 - (b) Given the integrated design and nature of the multi-use development, calculation of the allowed number of dwelling units shall consider the entire mixed-use development site.
 - (3) Placement of dwellings. No dwelling units are to be located on first floor of any building fronting on Route 116.
 - (a) Waiver Permitted. The Planning Board may grant a waiver from this provision if the finished grade declines from the front of the building to the rear of the building by an amount of no less than eight (8) feet. In such an event, the Planning Board may permit dwelling units on the ground floor of this building provided it is located to the rear of the building and the entrance is not visible from Route 116.

Attachment C

- (4) No entrance to a building or dwelling shall be greater than 100 feet from an access street or drive, or greater than 200 feet from an off-street parking area which shall be located on the same lot or tract of land.

F. Minimum Development Site

- (1) The minimum parcel size for development in the Village District must be sufficient for a mixed-used building. Therefore, the minimum parcel size in the Village District is 87,120 square feet.
- (2) This minimum parcel size does not apply to a “lease pad” which may be used for placement of equipment or “minor” facilities (such as, an ATM, walk up kiosk, etc.).

G. Mixed Use Development

- (1) The Village District is intended to accommodate the incorporation of buildings with an internal mix of businesses and residences as well as free standing buildings which are exclusive to business or residential uses on a single parcel. However, the intent of the Village District is to have development in which varied uses are integrated together and are mutually supportive. Applicants for Site Plan Review/Design Standards Review must demonstrate how the mixture of uses supports the Village District purpose.
 - (a) Buildings with no residential occupancy must be developed and operated in common with other mixed-used and residential-only buildings in accordance with an approved site plan and management plan.
 - (b) A schedule for development of the mixed uses is to be provided as part of the Site Plan Review submission and incorporated into the Planning Board decision.
 - (c) Infrastructure is to be provided which interconnects all of the buildings and uses areas on the development site.
 - (d) There is not a mandated ratio of residential to business square footage in the Village District; however, the Planning Board may incorporate advisory guidelines regarding such ratios into their Rules and Regulations based on robust objective research and public involvement.

H. Parking

- (1) All developments must conform to the requirements for off-street parking and loading areas as specified in § 255-86 of this Zoning Bylaw.
- (2) Shared Parking. Consistent with the nature of New England village centers, the purposes of this § 255-52, and § 255-86, parking provisions for mixed-use developments in the Village District are encouraged to incorporate shared-parking arrangements between uses and entities. Strict application of the “provisional standards” for each use is not appropriate. Applicants for mixed-use developments shall sufficiently demonstrate that the quantity and layout of the parking plan for the proposed development is appropriate.

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- (3) Parking needs for the residential dwelling units may be partially satisfied by the parking provided for the commercial building space if the Planning Board determines that the shared parking will be sufficient to meet the needs of the residential and commercial uses.

I. Signs

- (1) Except as provided herein, all signs are to conform to the signage requirements as specified in § 255-85 of this Zoning Bylaw.
 - (a) Exception. As part of the Site Plan Review/Design Standards Review for a mixed-use development, applicants may submit, and the Planning Board may approve a comprehensive signage plan which ensures that signage is context sensitive to the proposed development. Applicants must demonstrate to the Planning Board's satisfaction that the variations from 255-85 are supported by the proposed designs and are in keeping with the purpose of the Village District.

J. Design Standards

- (1) Overview and Authorization
 - (a) The Village District is intended to be developed in an architectural and integrated style compatible with the Village Commons as it exists in 2025. This site has variable grades associated with decreasing elevations as the site departs the Route 116 roadway westerly. Recognizing the intent of the District and the existing conditions, consideration of design during the plan review process is essential.
 - (b) The Planning Board may adopt and amend, by simple majority vote, Mandatory Design Standards which shall be applicable to all Projects.
 - (c) Mandatory Design Standards must be objective and not subjective, clear but sufficiently flexible to address the needs of the project, the community, and the neighborhood consistent with the Purpose of the Village District, and may only address:
 - [1] Scale and proportions of buildings;
 - [2] Alignment, width, and grade of accessways, drives, and sidewalks;
 - [3] Type and location of publicly maintained infrastructure;
 - [4] Location of building and garage entrances, off-street parking;
 - [5] Protection of significant natural site features;
 - [6] Location and design of on-site open spaces and landscaping,
 - [7] Exterior signs; and
 - [8] Screening and Buffering in relation to adjacent properties and roadways.
 - (d) Design Standards must address the topics in the context of the purpose of the Village District.
 - (e) Advisory Design Guidelines. The Planning Board may adopt suggestive design guidelines which amplify, clarify aspects of this § 255-52J and

Attachment C

address issues which the Planning Board determines are essential to achieving the purpose of the district but are not adequately addressed within § 255-52.

(2) Design Principles

- (a) Promote family-friendly walkable village center that predominantly serves local residents and visitors while accommodating all street users;
 - (b) Pedestrian access and safety by encouraging design strategies to reduce conflicts between drivers and pedestrians;
 - (c) Reduce negative impacts on the natural environment from stormwater overflow and lighting glare or overspill;
 - (d) Support a consistent level of design for a complementary mix of uses within the Village District;
 - (e) The public realm should be characterized by street trees, street furniture, sidewalks with ample width for diverse users, and attractive furnishings and infrastructure;
 - (f) Architectural design shall be compatible with the character and scale of buildings in the Town's traditional village centers. Variation in detail, form and siting shall be used to provide visual interest and avoid monotony. Proposed buildings shall relate harmoniously to each other with adequate light, air, circulation and separation between buildings. The Planning Board may take into consideration whether exterior building facades and materials are consistent with South Hadley's character. The Planning Board may consider whether the roofline is peaked or is otherwise consistent with the Town's character.
5. On the "Zoning Map" incorporated into the Zoning Bylaw by § 255-12, change the zoning on the following parcel from Business A-1, Residence A-2, and Residence A-1 to the "Village District" zoning district:

A 7.810+/- acre parcel (see Attachment A) generally referenced as "The Village Commons" and depicted on the attached ANR Plan endorsed by the Planning Board at their January 13, 2025 meeting (and recorded in the Hampshire County Registry of Deeds on January 24, 2025 at Page 77 in Book 257) and more particularly described as follows:

- Bounded on the east by Hadley Street (Route 47)
- On the south by "College Street" for approximately 389 feet;
- On the south and west by parcels owned by Mount Holyoke College and depicted on Parcels 85 and 86 on Assessors

Attachment C

Map 49 and Parcel 65 as depicted on Assessors Map 47;
and,

- On the north by Parcel 64 as depicted on Assessors Map 47 and Parcels 63, 64, and 68 as depicted on Assessors Map 49.

ATTACHMENT D

SOUTH HADLEY PLANNING BOARD HYBRID PUBLIC HEARING:

Petition filed by the Center Redevelopment Corporation to amend the South Hadley Zoning Bylaw to create a new 'Village District' zoning district and amend the Zoning Map to change the zoning of the subject property from Business A-1, Residence A-2, and Residence A-1 to the new "Village District" zoning district for property located along Hadley and College Streets; Map 47 Parcel 73, and Map 49 Parcel 60, 61, 62, 69, 83, 84, 90

MEETING MINUTES OF APRIL 22, 2025

Present: Diane Mulvaney (in-person), Chair; Nate Therien (in-person) ; Vice-Chair; Brad Hutchison (in-person), Clerk; Rob Watchilla (virtual), Member; Bob Sklarz (in-person), Member; John Parentu (in-person), Associate Member; Anne Capra (in-person), Director of Planning and Conservation; Colleen Canning (in-person), Planning/Conservation Coordinator

In-person location: South Hadley Senior Center, 45 Dayton Street, South Hadley MA

Virtual location: Zoom Webinar

4 attendees were present virtually as indicated in the Zoom attendance report (attached) and 9 attendees were present in-person.

Prior to opening the public hearing, Chair Mulvaney and Clerk Hutchison both shared that disclosures with the Town Clerk had been filed regarding review of this zoning petition as both their employers had professional relationships with the petitioner and/or the petitioner's attorney. However, neither of their professional roles were directly involved with the petitioner and both were capable of reviewing the petition and making an impartial recommendation.

Chair Mulvaney called the public hearing to order at 7:20 PM and Clerk Hutchison read the public hearing notice out loud as follows:

The South Hadley Planning Board will hold a public hearing on Tuesday April 22, 2025 at 6:30 p.m. to consider a petition by the Center Redevelopment Corporation to amend the Town of South Hadley Zoning Bylaw in § 255-11, Article VII, Attachment 1, and Attachment 2 to create a new zoning district – "Village District" and amend the Zoning Map to change the zoning of the subject property from Business A-1, Residence A-2, and Residence A-1 to the new "Village District" zoning district.

The subject property is a 7.810+/- acre parcel generally referenced as "The Village Commons", depicted on the ANR Plan endorsed by the Planning Board at their January 13, 2025 meeting (and recorded in the Hampshire County Registry of Deeds on January 24, 2025 at Page 77 in Book 257), and more particularly described with boundaries as follows:

- *On the east by Hadley Street (Route 47)*
- *On the south by "College Street" for approximately 389 feet;*
- *On the south and west by parcels owned by Mount Holyoke College and depicted on Parcels 85 and 86 on Assessors Map 49 and Parcel 65 as depicted on Assessors Map 47; and,*
- *On the north by Parcel 64 as depicted on Assessors Map 47 and Parcels 63, 64, and 68 as depicted on Assessors Map 49.*

The public hearing will be held in the multipurpose room of the South Hadley Senior Center, 45 Dayton Street South Hadley MA 01075.

The materials relative to the petition are available on the Town's website at the following link: <https://www.southhadley.org/1477/Zoning-Amendment-Requests> Alternatively, hard copies of the documents may be viewed at South Hadley Planning and Conservation Department office. Any person interested in, or wishing to be heard, should appear/join the hearing at the time and in the manner designated.

*Brad Hutchison, Clerk
South Hadley Planning Board*

*Publication: Friday, March 21, 2025
Friday, March 28, 2025*

The petitioner, the Center Redevelopment Corporation, was represented by the corporation's President and Chief Executive Officer, Jeff Labrecque, as well as their permitting attorney, Tom Reidy Esq. of Bacon Wilson P.C., and planning consultant, Richard Harris of 22 Hillcrest Park.

Jeff Lebreque explained that a petition had been filed to create a new zoning district, the 'Village District', and to change the zoning map to allow the current Village Commons property to adopt the new zoning designation. He explained that the Village Commons was initially developed in the 1980s, with subsequent expansions in later decades. The site's current various zoning districts; Business A-1, Residence A-2, and Residence A-1; and the site's complicated zoning permitting history created challenges with managing the Village Commons diverse business uses and planning for the future. The petition sought to implement corrective zoning measures to reflect the current use of the property and to streamline permitting processes. As the Board was aware, an Approval Not Required (ANR) plan had recently been endorsed which consolidated the site's various property parcels into one. These were all efforts to benefit the Village Common's current and future operations.

Tom Reidy added that none of the site's three present zoning districts captured the needs of the Village Commons. Creating a new zoning distinct, that appropriately captured the uses on site, would limit challenges that potential new tenants could face and allow for appropriate future planning.

Director Capra shared photographs of the site which demonstrated the grade change between the upper and lower parking lot areas. With the site's unique features and topography, different development options could be possible with adoption of the new zoning district.

Member Watchilla asked for more information on proposed dimensional and density standards. He noted that the Village Commons property was about 8 acres but the petition identified a site minimum of 2 acres. He considered if additional parcels could be eligible to adopt the proposed zoning in the future. Richard Harris responded that it would be possible for additional parcels to adopt the zoning through future Town Meeting action. This was an additional reason why the petition identified the creation of a new zoning district, rather than creation of an overlay district only including the Village Commons. The allowable density would be between nine and 13 units per acre, depending upon the number of bedrooms per dwelling unit. He added that the density was selected based upon underlying density allowed in the zoning bylaw. Clerk Hutchison asked if the petitioner envisioned downsides to including maximum allowable density. Richard Harris replied that, if no maximum density was provided, the onus to determine appropriate density

would be placed on the Board during application review. He added that development cost was expected to be feasible with the allowable density.

Member Sklarz asked what future development could look like under the new proposed zoning district. Richard Harris replied that, as no regulatory framework was in place, there were no parameters for which to develop a proposal at this time. Any concepts would only be hypothetical.

Vice-Chair Therien identified that previous zoning petitions included moratoriums on development to enable the Planning Board to develop design standards. Richard Harris stated that the petition did not include a moratorium but that did not preclude the Board from developing design guidelines. He added that design guidelines may not necessarily be beneficial given development standards provided in the petition and already existing site development.

Chair Mulvaney opened the hearing to public comment.

Martha Terry, 25 Brainard Street, addressed the Board. She expressed concern for potential new building heights and asked for more information about the heights of the current buildings. Jeff Lebrecque explained that, due to grade changes, the impression of height changed depending upon the vantage point. For example, a building would appear to be around 40 feet from College Street but around 60 feet from the rear upper parking lot. When considering the grade change from the upper to lower parking lot, the impression of building height was even less drastic. Martha Terry asked where potential future development could be sited. Jeff Lebrecque responded that hypothetical development plans at the southern corner of the site had been considered over previous decades, as well as along Hadley Street. However, no formal development plans were in place and he was mindful of concerns for building height and architectural harmony.

Dan Luis, Westbrook Road, addressed the Board. He supported new development at the Village Commons. He asked for more information on the current density and range of uses existing at the Village Commons. He also asked if future development would change the flow of traffic on site. Jeff Lebrecque responded that the Village Commons had around 70 tenants, around 19 of which were residential. New development was not anticipated to change the flow of traffic on site.

Joanna Brown, 25 Charon Terrance, addressed the Board. She understood that no particular development was being proposed at this time. However, she asked what hypothetical development the petitioner envisioned. Jeff Lebrecque responded that the Village Commons had considered different development options over the past decades but none came to fruition. In the early 2000s, development of 40 units at the southern corner of the site was considered, with the potential for underground parking, but the plan only remained a consideration. Any potential future development would depend upon density, height, and other related factors. He could hypothetically envision 20-30 units along Hadley Street but reiterated no formal plans had been made. Joanna Brown shared that the South Hadley was in need of deed restricted Affordable Housing and advocated for the petitioner to consider such when planning future development.

Ellen Hays, 19 Hadley Street, addressed the Board. She shared her experiences dealing with high levels of traffic at the intersection of Hadley and College Street. She was concerned that more dwelling units would lead to increased traffic and less available parking. She inquired how the potential new development would be managed. Jeff Lebreque responded that the Village Commons was managed by the Center Redevelopment Corporation and any new development on site would also be managed by the same entity.

Linda Young, Precinct E, addressed the Board. She supported the proposal and saw the importance of development at the Village Commons. She advocated for transparency in the development process with Planning Board review of new development.

Member Wachilla considered if the design standards for the newly proposed Village District could be considered alongside the Board's current process for development of design standards for the Route 202/33 corridor. Director Capra responded that it could be considered but the Village Commons had a unique character that differed from the Route 202/33 corridor. Member Watchilla understood the challenge but recommended that, if design guidelines were considered, it would be beneficial for all design guidelines in a central document, rather than in various locations throughout the bylaw.

Vice-Chair Therien considered how future development within the Village Commons would balance the need for commercial and residential development. Jeff Lebreque appreciated the consideration and shared how successful the Village Commons had been at retaining occupancy. He also shared that many long-term residential tenants were aging and existing units were not equipped with elevators. Understanding the needs of tenants, as well as the Town's need for housing, he was aware of housing importance.

Clerk Hutchison supported the proposal but thought the proposed density was low, with around 13 units allowable per acre being previously referenced. Richard Harris responded that the density proposed mirrored density already present in the zoning bylaw. If the Board were to consider zoning amendments in the future to increase allowable density, then amendments could also be considered for the 'Village District' zoning.

Director Capra identified that a revised 'Attachment C' had been submitted earlier in the day, April 22. The revisions included some language changes to offer greater clarity and removal of other language as to not create conflict with the current zoning bylaw.

Member Watchilla appreciated the revisions provided by the petitioner and supported the Board reviewing density standards within the current zoning bylaw and further considering how design guidelines across town could be consolidated or streamlined.

Motion: Vice-Chair Therien to recommend that the Town Meeting adopt amendments to the South Hadley Zoning Map and Zoning Bylaw as identified in the petition filed by the Center Redevelopment Corporation to amend the South Hadley Zoning Bylaw to create a new 'Village District' zoning district and amend the Zoning Map to change the zoning of the subject property from Business A-1, Residence A-2, and Residence A-1 to a new "Village District" zoning district for property located along Hadley and College Streets; Map 47 Parcel 73, and Map 49

Parcel 60 ,61, 62, 69, 83, 84, 90. Member Watchilla seconded the motion. Five (5) out of five (5) members voted in favor of the motion through roll call vote.

Motion: Clerk Hutchison moved to adjourn the meeting. Member Sklarz seconded the motion. Five (5) out of five (5) members voted in favor of the motion through roll call vote.

The regular meeting reconvened at 8:33 PM.

Respectfully Submitted,
Colleen Canning, Planning/Conservation Coordinator

Appendix

Document	Document Location
Zoom Attendance List	Attached
In person Attendance List	Attached
Zoning Map & Bylaw Amendment Petition – Village Commons, Hadley & College Streets	Planning Files
Zoning Map & Bylaw Amendment Petition – Village Commons, Hadley & College Streets – Attachment C Revision (2025.04.22)	Planning Files

Attendee Report

Report generated time	4/24/2025 13:55			
Topic	Webinar ID	Actual Duration (minutes)	Unique Viewers	Total Users
Planning Board Special Hybrid Meeting	854 8574 4438	147	4	17

Host Details

Attended	User Name (Original Name)	Join Time	Leave Time	Time in Session (minutes)
Yes	Colleen Canning# Staff (Town of South Hadley 2)	4/22/2025 18:11	4/22/2025 20:37	147

Panelist Details

Attended	User Name (Original Name)	Join Time	Leave Time	Time in Session (minutes)
Yes	Member Robert Szklarz	4/22/2025 18:19	4/22/2025 20:37	139
Yes	lindalyoung	4/22/2025 20:11	4/22/2025 20:13	2
Yes	Senior Center (Chris Tucker)	4/22/2025 18:28	4/22/2025 20:37	130
Yes	Member Rob Watchilla	4/22/2025 18:36	4/22/2025 18:38	3
Yes	Member Rob Watchilla	4/22/2025 18:39	4/22/2025 20:18	99
Yes	Member Rob Watchilla	4/22/2025 20:18	4/22/2025 20:37	20
Yes	Director Anne Capra	4/22/2025 18:20	4/22/2025 20:37	138
Yes	Daniel Pease	4/22/2025 18:42	4/22/2025 18:49	7
Yes	Daniel Pease	4/22/2025 18:53	4/22/2025 18:54	2
Yes	Chair Diane Mulvaney	4/22/2025 18:11	4/22/2025 20:37	147

Attendee Details

Attended	User Name (Original Name)	Join Time	Leave Time	Time in Session (minutes)
Yes	lindalyoung	4/22/2025 18:24	4/22/2025 20:11	108
Yes	lindalyoung	4/22/2025 20:13	4/22/2025 20:37	25
Yes	Susan Newton	4/22/2025 18:29	4/22/2025 18:51	22
Yes	Susan Newton	4/22/2025 19:03	4/22/2025 20:37	95
Yes	Mark Adams	4/22/2025 18:28	4/22/2025 19:21	54
Yes	Marie Rohan	4/22/2025 18:41	4/22/2025 18:43	2

Planning Board Meeting Attendance Sheet

Meeting Date: 9/22/25

Name	Address/ Affiliation
Richard Harris	22 Hillcrest Park, SH Consultant for Applicants
BARRY MSPHEE	3 WOODBRIDGE ST.
Tom REIDY	BARON WILSON P.C. ATTY FOR APPLICANT
Marc Desjardins	310 Ashford Road
Danny Plyis	37 Westbury Rd
Charles Kalkton	143 Old Lyman Rd
Walter Hamilton	77 Hadley St
Ann Stockton	325 Abby St
Joanne Brown	25 Chara Ter