



GREENWICH

Revitalization Plan

Final | February 2022 - Village and Town of Greenwich, Washington County, NY



Department
of State

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INTRODUCTION

The Greenwich Revitalization Plan identifies a vision for an approximately 388-acre area of the Village and Town of Greenwich (the “study area”). The study area extends between brownfield and underutilized key gateways in Greenwich’s Main Street/Route 29 commercial core to the Village’s currently inaccessible waterfront. The Village and Town of Greenwich identified the study area as an area for redevelopment and revitalization planning and, in conjunction with the New York State Department of State (NYS DOS), developed the Greenwich Revitalization Plan through the New York State Brownfield Opportunity Area (BOA) program.

The Master Plan envisions improved waterfront access, connectivity, infill development, and revitalization to support community goals and long-term economic development and growth. The strategies and recommendations in this Plan represent the culmination of ongoing planning efforts and will be utilized by the Village, Town, and local leadership to guide public and private investment within the study area. This Plan also provides an implementation framework to pursue funding and make the ideas formulated in the Master Plan a reality.

GREENWICH

Executive Summary



STUDY AREA

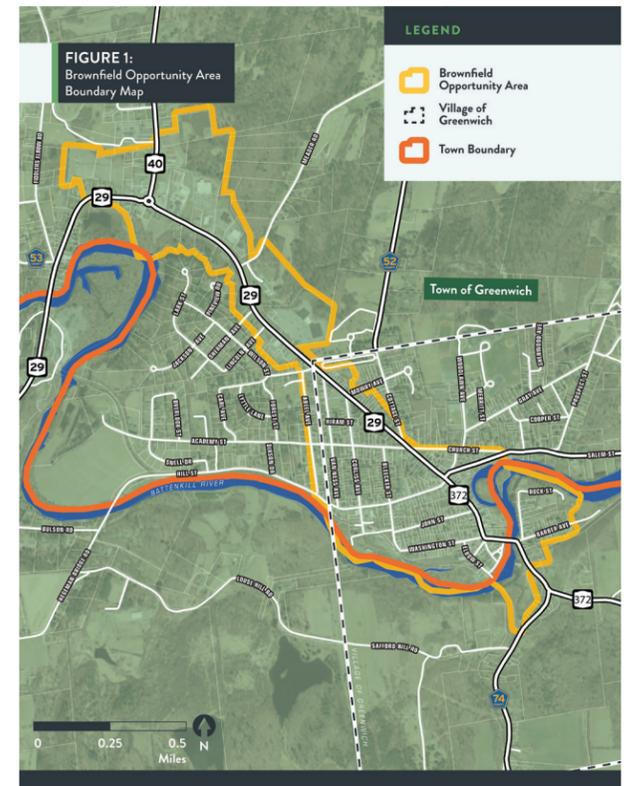
The study area is located in Washington County, NY, a long narrow county located in the northeastern section of New York State and stretching from the Hudson River Valley and Taconic Mountains at its southern end to the Lake Champlain Valley and Adirondack Mountains at its northern end.

The Town and Village of Greenwich are located in the southwest part of Washington County. The Town abuts the Hudson River, the County's western border with neighboring Saratoga County. The Battenkill River forms the Town's southern border. The Village of Greenwich is centered around the Battenkill, with the northern portion of the Village located in the Town of Greenwich and the southern portion of the Village located in the neighboring Town of Easton.

The study area encompasses approximately 388 acres in the Village and Town of Greenwich. As shown in **Figure 1**, the study area begins in the northwest around the intersection of Routes 29 and 40, a key gateway into the commercial Main Street/Route 29 corridor that connects the Village and Town. At this gateway, the northern and westernmost bounds of the study area were defined by their common zoning and characteristics: large, underutilized properties that are zoned for mixed-use and are ripe for development. Heading southwest, the study area includes all properties with frontage on Route 29/Main Street. The centering of the BOA study area along Main Street allows for recommendations for new infill development and site activation – a key study goal – to have the biggest impact on the greater communities.

With improved waterfront access identified as another key goal of the BOA the study area, the study area opens up at the Village boundary to extend south and east to the Battenkill waterfront. The Battenkill frontage included in the study area was specifically defined to include the waterfront former and current industrial properties that once sourced power from the river: The Dunbarton Mill site forms the southwestern border, the Village wastewater treatment plant forms the southeastern border, and the former Eddy Plow Works and hydro-electric facility form the southern border. These larger, underutilized Village waterfront properties offer the greatest opportunity for transformative change.

Beyond the waterfront and Main Street, the southern portion of the study area includes the largely residential streets between Abeel Avenue and Main Street, as well as the largely residential Rock Street section of the Village. These areas will experience the greatest spillover effects of any changes to Main Street and the waterfront. From end to end, the study area includes the primary gateways from points west (Route 29), north (Route 40), and east (Route 29/Salem Street and Route 372/Eddy Street). By extending to these gateways, the plan was able to explore opportunities to capture the interest of those passing through Greenwich en route to the tourist destinations of Saratoga Springs to the west and Vermont to the east. In total, the study area includes 110 potential brownfield sites, representing a combined 107 acres. There are over 103 acres of vacant, abandoned, or underutilized sites in the study area, including multiple large parcels and much of the Village waterfront.



VISION & GOALS

conditions, challenges, assets, and opportunities for the study area. This information, combined with input from the advisory committee, stakeholder outreach, and a community visioning event and survey helped shape the vision and goals for the Revitalization Plan.

VISION STATEMENT

The community envisions the study area to be a vibrant and walkable locale that highlights Greenwich's natural resources and agricultural assets, and preserves its historic charm and small-town community character, while promoting sustainable economic investment and infill development. The community envisions increased awareness, connectivity, and accessibility to the Battenkill waterfront. The community envisions an array of amenities and recreational assets for its residents and visitors, as well as appropriate parking and infrastructure to support long-term business and economic growth. The community envisions the study area as a place where existing residents and businesses can thrive, and new residents and businesses are welcomed.

GOALS

To achieve this vision, a series of broad-based goals were identified, which informed the development of this Plan's recommendations.

- | | |
|--|--|
| 1 GOAL 1: PRESERVE COMMUNITY CHARACTER | 6 GOAL 6: BEAUTIFY NEIGHBORHOOD GATEWAYS |
| 2 GOAL 2: PROMOTE INFILL DEVELOPMENT ON KEY SITES | 7 GOAL 7: INCREASE AND DIVERSIFY RECREATIONAL OFFERINGS |
| 3 GOAL 3: INCREASE CONNECTIVITY & ACCESSIBILITY TO THE WATERFRONT | 8 GOAL 8: ENSURE ADEQUATE PARKING, INFRASTRUCTURE, AND SERVICES |
| 4 GOAL 4: INCREASE WALKABILITY | 9 GOAL 9: EXPAND THE LOCAL TAX BASE |
| 5 GOAL 5: ENCOURAGE A GREATER DIVERSITY OF HOUSING | 10 GOAL 10: INCREASE LOCAL TOURISM |

Community Participation

The BOA program provides communities an opportunity to formulate policies and recommendations that address specific community issues, as well as the tools to address future challenges. Community engagement and buy-in is key to ensuring successful implementation of the Revitalization Plan. Each phase of the project built upon input gathered through collaboration between the public, business and property owners, and interested partners. Active engagement and citizen input resulted in a plan that is representative of the people and community it serves.

COMMUNITY PARTICIPATION PLAN

A Community Participation Plan was developed to ensure the public and interested stakeholders had a range of opportunities to provide input and feedback during the planning process. The plan outlines a variety of forums and outreach mechanisms to engage the public and community stakeholders and served as a guide.

PROJECT ADVISORY COMMITTEE

At the on-set of the planning process, the Village and Town of Greenwich collaborated to form a Project Advisory Committee that was representative of the community and interests of the study area. The committee included representatives from the Village and Town Boards, Town Planning Board, local non-profits, property owners, and residents. The Project Advisory Committee met on a bi-monthly basis for working sessions and to discuss project updates.

SUBCOMMITTEES

Three subcommittees were formed with specific geographic focus areas within the larger study area.

DUNBARTON SUBCOMMITTEE

WATERFRONT SUBCOMMITTEE

ROUNDAABOUT/GATEWAY SUBCOMMITTEE

VISIONING SURVEY

The Greenwich Visioning Survey was launched at "Whipple City Days," an annual street fair put on by the Greenwich Chamber of Commerce every June. Whipple City Days is well attended by residents and provides an opportunity to engage with a diverse cross section of the community. The survey was available in hard copy format at Whipple City Days and at the Greenwich Free Library for four weeks. The survey was also posted on the Village and Town's Facebook pages and available online for the four-week period. In total, there were 125 survey responses, split relatively equally between Village and Town residents.

Analysis of the Study Area

PUBLIC EVENTS

To maximize reach and public participation, public events were generally organized around well-attended community events, as described below.

WHIPPLE CITY DAYS

A project introduction and visioning booth was set up at the annual Whipple City Days Parade, an annual street fair put on by the Greenwich Chamber of Commerce. Representatives from the Advisory Committee and consultant team were at the booth to present general information on the project, including a map of the study area and an overview of the BOA program. The public was encouraged to complete the visioning survey (paper version or electronically, using a posted QR code) and also marked up a study area map with their revitalization priorities. Precedent imagery of potential uses for the former Dunbarton Mill site were also presented for public feedback and prioritization. Priorities for the study area that were identified during the event included: affordable and senior housing; cultural and community spaces; a rail trail; more commercial activity; childcare and activities for children; and focusing development in the study area to minimizing sprawl in the surrounding agricultural areas.



HALLOWEEN PARADE

A second event was organized around the Greenwich Chamber of Commerce's annual Halloween Parade. Representatives from the Advisory Committee and consultant team set up a series of project update posters presenting the preliminary recommendations of the three subcommittees. In addition to providing feedback on the preliminary recommendations, interactions with the public at this event helped inform strategic site prioritization.

DRAFT PLAN OPEN HOUSE

Two public open houses were held at the Greenwich Free Library in January 2022, where representatives from the consultant team and the Advisory Committee were available to answer questions about the draft recommendations and gather feedback. The event was advertised in the local paper and on social media and was well-attended. Presentation boards summarizing the draft recommendations remained available for the public to review after the open houses, throughout the month of January.

DRAFT PLAN PRESENTATION

The draft plan was presented at a joint public Village Board and Town Board meeting in January 2022. Input from this presentation was incorporated into the final plan.

PROPERTY OWNER & STAKEHOLDER INTERVIEWS

Working with the Advisory Committee, the consultant team identified stakeholders in the community and region. These included public and private sector individuals, including land owners, business owners, public agencies, and developers. One-on-one phone interviews and email exchanges were conducted with property owners and stakeholders throughout the planning process.

ADDITIONAL OUTREACH

Regular updates on the project's progress were posted on the Village and Town websites, the Village and Town Facebook pages, and in the local paper. These included articles and presentations, documents, and surveys. All project updates include an opportunity for public feedback through comments and via phone or email to the project consultant. Hard copies of all project documents were also available at the Greenwich Free Library throughout the planning process. Copies of the Draft Plan, Executive Summary, and recommendation summary boards were on display at the library throughout the public comment period, with hard copy public comment forms available to the public.



SOCIOECONOMIC CONTEXT

- The Village's population has grown substantially over the past decade, unlike the Town, Washington County, and neighboring communities.
- The study area, Village, and Town of Greenwich are younger than the surrounding area, with a growing percentage of their populations comprised of people under 34.
- Most households are owner-occupied. The need for renter-occupied units to meet the needs of the increasingly younger population in the study area should be considered.
- The Town and Village are both higher income than the greater County, with household income increasing at a higher rate in the Village over the last decade.
- The population of Greenwich is primarily white, with very little diversity. As population continues to rise within the Village, ensuring racial equity and inclusion is critical.

LAND USE & ZONING

- The Village has a walkable, historic Main Street comprised of mixed-use buildings with ground floor retail and residential apartments above. The existing zoning is inconsistent with this historic pattern: mixed uses are only permitted by Special Use Permit, while more auto oriented uses are permitted along the corridor as-of-right.
- The Town portion of the study area is predominantly commercial. Multifamily uses are permitted along NYS Route 29, but no multifamily housing exists along the corridor. Potential impediments to this use should be explored.

- The Village's Industrial zoning district is along the Battenkill. Much of the Industrial zoned land is vacant, indicating that the zoning is potentially inhibiting waterfront development.
- The Village has no Planning Board and does not require site plan review, limiting the potential for public input and opening up the potential for out-of-context development.

BROWNFIELD, ABANDONED, AND VACANT SITES

- 110 potential brownfield sites, totaling a combined 107 acres, were identified in the study area, 50 of which would require a Phase 1 ESA, and most likely a Phase 2 ESA, prior to their redevelopment.
- The former Dunbarton Mill site is a key abandoned, brownfield site that was the subject of a Phase II ESA in 2016. Additional assessment and remediation work is needed at the site to move forward with redevelopment.
- There are over 103 acres of vacant, abandoned, or underutilized sites in the study area, including multiple large parcels and much of the Village waterfront.

LAND OWNERSHIP PATTERN

- Opportunities to revitalize vacant and underutilized properties in the study area should be explored, as specific projects may be more easily implemented and directed on lands owned by public entities.
- With most of the study area parcels privately owned, it is critical to engage and work with property owners throughout the planning process.

■ PARKS AND OPEN SPACE

- There are no parks or open space resources in the Town portion of the study area. With a stated interest in encouraging multifamily residential development in this area, the adequacy of open space access should be considered.
- There are no actively programmed parks in the study area. The need for active recreation, including playgrounds and dog parks, should be evaluated.
- The Village's two waterfront open spaces are not well connected to downtown and are not well utilized.

■ HISTORIC OR ARCHAEOLOGICALLY SIGNIFICANT AREAS

- The Village of Greenwich Historic District provides opportunities for funding sources, tax credits, and other incentives to support revitalization efforts.
- Revitalization options for listed and eligible historic resources should carefully considered their impacts.
- The archaeological sensitivity of the study area indicates that additional site-specific assessments will likely be needed for all recommendations involving ground disturbance.

■ TRANSPORTATION SYSTEMS

- Main Street is a well-traveled roadway that, along with the main gateways at each end of the study area, should be prioritized for enhancement, as it is the section of the Town and Village that is most visible to visitors and residents, alike.
- Study area roadways are generally pedestrian-oriented; however, there are some gaps in the sidewalk network and large curb cuts that create potentially dangerous conditions.
- On-street parking is generally sufficient in the aggregate, but its efficiency could be improved.
- There are several large, underutilized private parking lots in the study area. Potential opportunities for shared parking or making better use of this land should be explored.
- An underutilized rail line runs through the study area and along the Dunbarton site. Potential opportunities for this rail line to serve as a bicycle and pedestrian connector and connect to the Dunbarton site should be explored.

■ INFRASTRUCTURE

- The Village's public water system is being upgraded and could support additional development in the study area and expansion into the Town.
- The Village's combined sewer system is limited in geography. Potential opportunities to expand the system to encourage investment in key properties should be considered, as well as new development on underutilized properties that are already served by the system.
- The Town portion of the study area is almost entirely served by natural gas, but natural gas infrastructure is limited in the Village. Opportunities for expansion should continue to be explored with National Grid.
- There are two hydroelectric facilities in the Village, neither of which are currently operational, that are seeking Federal approval of a 20-year re-licensure. It is an opportune time for the Village to provide comments on these two facilities to ensure their consistency with the Revitalization Plan's vision and goals.

■ NATURAL RESOURCES AND ENVIRONMENTAL FEATURES

- The Battenkill is a nationally renowned river that was fundamental to the historic development and growth of the Village and Town. Both physical and visual access to the river is minimal throughout the study area. Opportunities to improve this connection should be explored.
- The presence of three dams in the study area make navigating this section of the Battenkill in this area challenging.
- With unconfined aquifers, floodplains, and wetlands present in the study area, recommendations for the study area should minimize impacts to wetlands and groundwater and consider potential flood risk within the floodplain.
- Soils that are well suitable for a range of development types are mapped throughout most of the study area.
- Waterfront properties that have shallower slopes (e.g., below 15%) offer the greatest potential for waterfront access and revitalization.

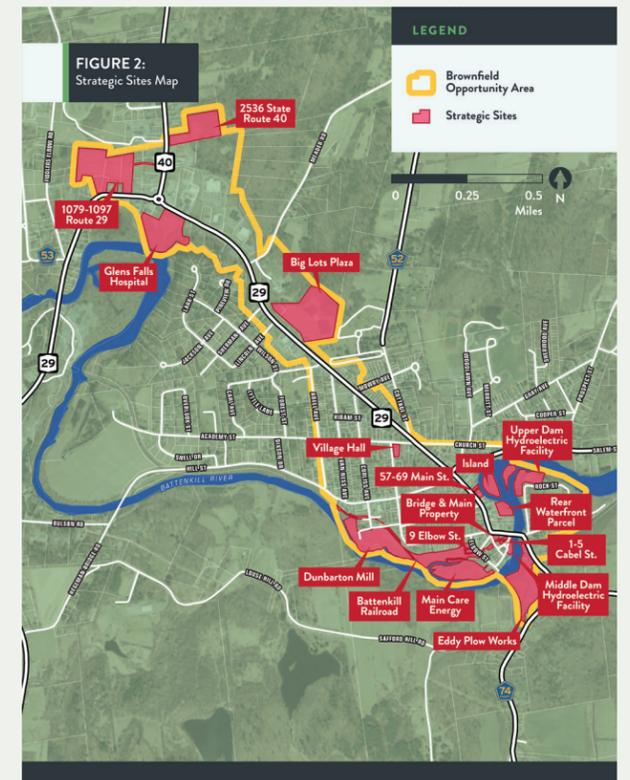
■ ECONOMIC & MARKET ANALYSIS

- With demand for housing in the surrounding area growing and expected to continue to do so, there is an opportunity in the study area to capture this increased demand.
- It is estimated that 60 additional housing units will be needed in the Village and 409 additional housing units will be needed in the Town by 2040.
- New housing demand should focus on diversification of the current housing stock, with a projected increased demand for rental housing, townhomes, and smaller lot single family housing.

- Demand for additional office space in the study area is limited.
- If Greenwich could recapture just five percent of the County's retail leakage, it is estimated that approximately 45,400 square feet of new retail space would be warranted.
- Greenwich could capture 1-5% of the Capital Region's projected demand for food and beverage service space, which amounts to about 2,550 – 12,750 square feet over the next decade.
- There is potentially unmet demand for a hotel in the area, which should continue to be monitored and explored for viability in the future.

■ STRATEGIC SITES

The Advisory Committee reviewed the inventory of brownfield, abandoned, vacant, and underutilized sites and prioritized "Strategic Sites." In total, 17 strategic sites were identified, which offer economic, environmental, and community benefits to help realize the vision of this plan. In all instances, the consultant team and/or Advisory Committee conducted outreach to the property owners prior to including the sites as strategic sites in the Plan. A map of the strategic sites is provided in **Figure 2**.



Revitalization Strategy and Master Plan

The Master Plan includes recommended development and capital projects specifically designed to achieve the Plan's vision and goals. The balance of this section describes these projects, as well as supporting programs and policies. This section is organized according to the following major categories:



Reimagining Vacant & Underutilized Sites



Highlighting the Waterfront



Enhancing Connections



REIMAGINING VACANT & UNDERUTILIZED SITES

Infill development is the development or redevelopment of land that has been bypassed, remained vacant, and or is underutilized as a result of the continuing development process. Infill development can occur anywhere that a parcel of land is underutilized compared to the surrounding land use activities. Developing on vacant or underutilized sites can address the needs of the community, providing needed housing, retail and community services, and filling gaps in the landscape.

Closely related to infill development is the concept of adaptive reuse. While infill development focuses on the development of underutilized land or parcels, adaptive reuse more often addresses the issues of existing building design and building use. Implementation of both infill development and adaptive reuse can strengthen community function through the efficient use of existing infrastructure and buildings.

The Master Plan recommends mixed-use infill redevelopment and adaptive reuse on key sites along Main Street/Route 29 and the redevelopment of the former Dunbarton Mill site, combined with a series of programmatic and policy changes to ensure development that is in keeping with the existing community character. It should be noted that the recommendation for these key sites reflect a vision for their activation and do not reflect actual proposed projects. In all instances, the consultant team and/or Advisory Committee communicated with the private property owners prior to developing a vision for their sites.

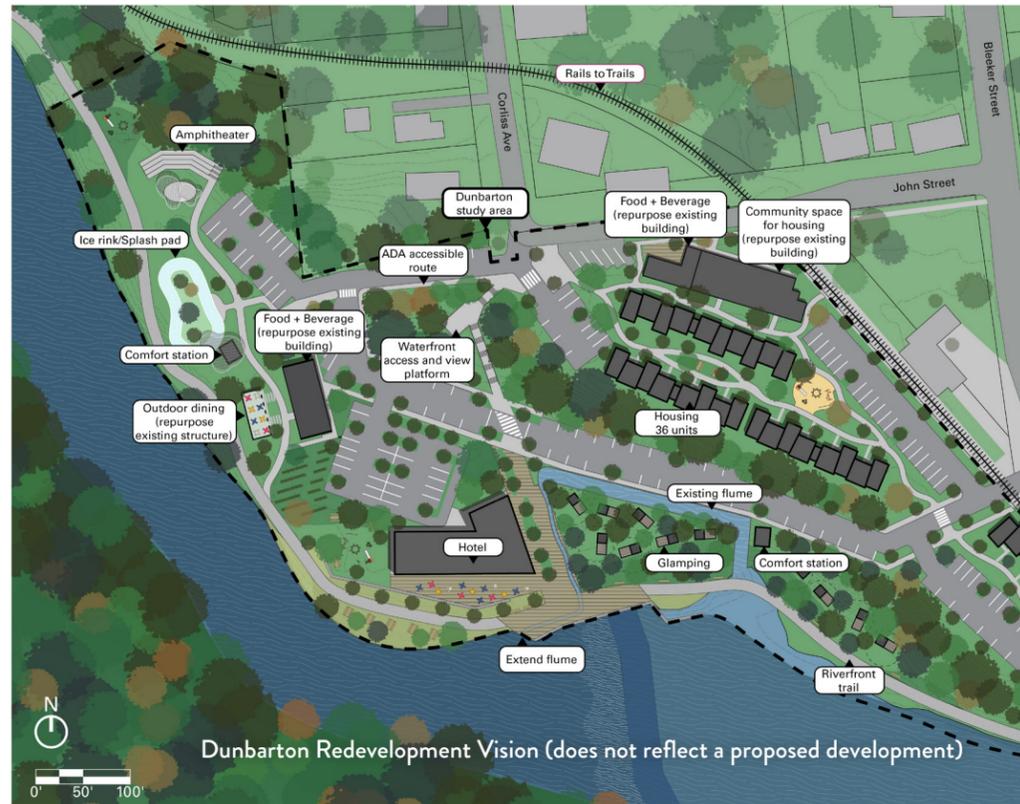


- Recommendations
- 3. 1079-1097 Route 29 Infill Development
 - 4. Big Lots Plaza Infill Development
 - 5. Glens Falls Hospital Infill Development
 - 11. 2536 State Route 40 Development
 - 19. Support Reoccupancy of Vacant Commercial Buildings
 - 28. Filling Sidewalk Gaps
 - 29. Intersection Improvements
 - 30. Reducing Speed Limit
 - 33. Study area gateway improvements



- Recommendations
- 1. 57-69 Main Street Infill Development
 - 2. Bridge & Main Infill Development
 - 6. Dunbarton Mill Development
 - 7. Village Hall Rehabilitation & Activation
 - 8. Mill Hollow Rehabilitation & Activation
 - 9. Elbow Activation
 - 10. Eddy Plow Activation
 - 20. Enhance & Expand Rock Street Park
 - 21. Develop a Dog Park
 - 22. Mill Hollow Park
 - 23. Mill Hollow Boat Launch
 - 24. Waterfront Greenway
 - 25. Island Connections
 - 31. Implement Main Street Streetscape Plan Improvements
 - 32. Recreational Rail Use

- CO-HOUSING**
 - 36 units
 - 900 SF per unit
 - 5,000 SF Community space
 - 50 parking spots
- HOTEL**
 - 30 units
 - 400 SF per unit
 - 15 parking spots
- FOOD & BEVERAGE**
 - 5,000 SF total
 - 25 parking spots
- RECREATIONAL**
 - 20,000 - 30,000 SF
 - Public parking
- AMPHITHEATER**
 - 100-150 capacity
 - Public parking
- Public Parking**
 - 50 parking spots



MAIN STREET/ROUTE 29 INFILL SITES

Main Street/Route 29 is the central spine and most heavily travelled roadway in the study area. Infill development and revitalization along this segment would result in the most visibly impactful change to locals and those passing through. Five key sites along Main Street/Route 29 were identified for infill development or revitalization.

RECOMMENDATION 1: 57 – 69 MAIN STREET

New development (or a mix of new development, combined with adaptive reuse) with a mix of ground floor commercial and upper floor residential would fill a gap in the streetscape, bring activity to the street through both additional residents and businesses and architectural elements like high transparency storefronts.

RECOMMENDATION 2: BRIDGE & MAIN PROPERTY

The existing barn on the property could be reactivated with a commercial or community use that is complementary to the brewery. The remainder of the site is envisioned for public surface parking, with screening to ensure a visually appealing entry into the Village's Main Street corridor.

RECOMMENDATION 3: 1079 – 1097 ROUTE 29

The Master Plan envisions the site improved with a mixed-use development of residential and retail uses, with an internal loop road connecting Route 29 & 40.

RECOMMENDATION 4: BIG LOTS PLAZA

The property owner is actively advertising a one-acre land lease at the southeast corner of the property, which offers the opportunity for additional development closer to the street line. Opportunities for additional infill development on the northern portion of the site should also be considered by the property owner. In conjunction with any infill development on the site, plantings and designated sidewalks in some interior locations are also envisioned to break up the expansive pavement.

RECOMMENDATION 5: GLENS FALLS HOSPITAL

The Advisory Committee imagines infill development in keeping with the greater vision for the corridor. The development potential of the site was reviewed by the project team and it was determined that the site could accommodate an approximately 6,500-SF building, while ensuring unobstructed views of the existing site building and providing sufficient additional parking.

RECOMMENDATION 6: DUNBARTON MILL

Two preliminary concept test-fits were developed to determine the site's development potential. The two programs were evaluated by the Dunbarton Subcommittee, Advisory Committee, developers, and the public. Feedback from this outreach, combined with additional market research, helped inform the final concept plan.

The preferred concept reflects a vision of potential uses and programmed spaces on the site and is intended to inform future zoning updates and a future site RFP. While the exact mix of uses while be determined in the future, in consideration of market demands, the future site development would support the identified site guiding principles, provide public waterfront access, and support a mix of uses.

The final concept plan envisions the site re-activated with a mix of uses. The upper level housing vision includes 36 co-housing units with complementary community space and a neighborhood scale café or market in a repurposed existing building. The lower level vision of the site includes a small-scale boutique hotel and waterfront glamping, separated by an open pedestrian access and visual corridor to the Lower Dam. The existing flax storage building, one of the few potentially salvageable structures on the site, is envisioned for adaptive reuse as a destination restaurant, brewery, or similar use, with opportunities to incorporate a green roof and other sustainable design elements. The adjacent remnants of the former lumber storage building are envisioned converted to an outdoor dining area. The northwest portion of the site, which is constrained by limited access and steep slopes, is envisioned to be developed with a public amphitheater, offering hillside seating to watch performances with the Battenkill serving as a backdrop. Also key to the site's redevelopment vision is the riverfront trail and expanded recreation opportunities along the waterfront.

ADDITIONAL SITE REVITALIZATION RECOMMENDATIONS

In addition to the recommendations identified above, there are several additional strategic, underutilized sites that the Master Plans envisions revitalized to activate the properties. The vision for these sites is described below.

- Recommendation 7: Village Hall:** With the Building Conditions Report of Village Hall nearing completion, the Village should reconvene the Village Hall Task Force to move forward with plans for the building's rehabilitation and activation.
- Recommendation 8: Mill Hollow:** There are several vacant properties that line the central green that the Master Plan envisions rehabilitated and reoccupied with rental housing and potential other complementary uses.
- Recommendation 9: 9 Elbow Property:** The building could be revitalized to activate the space and highlight the rail. Potential uses could include artist or makerspace
- Recommendation 10: Eddy Plow:** The Eddy Plow Works building is envisioned to be reactivated with a mix of uses, with the adjacent 17 Eddy Street improved with accessory parking and potential other opportunities for public recreation.
- Recommendation 11: 2536 State Route 40:** The Master Plan envisions the site's Route 40 frontage improved with up to 14,000 SF of commercial use, with the rear of the property improved with 106 residential units.



PROGRAMS & POLICIES

RECOMMENDATION 12:

Establish a Village Planning Board

RECOMMENDATION 13:

Encourage High Quality, Context Sensitive Urban Design for New Construction and Development

RECOMMENDATION 14:

Prioritize Extending Water and Sewer Infrastructure to Key Sites

RECOMMENDATION 15:

Consider Zoning Updates to Allow Additional Residential Development in the Town

RECOMMENDATION 16:

Promote and Encourage a Greater Variety of Housing

RECOMMENDATION 17:

Promote Greenwich as a Destination

RECOMMENDATION 18:

Support Ongoing Revitalization Initiatives

RECOMMENDATION 19:

Support Reoccupancy of Vacant Commercial Buildings



Incorporating hardscape elements at Rock Street Park could help address wet soil conditions and create new opportunities for waterfront access and connectivity to the waterfront greenway (Recommendation 24).

MILL HOLLOW WATERFRONT ACCESS

The Village's Mill Hollow neighborhood was identified as an underutilized area with great potential, given its waterfront location in close proximity to the Village's Main Street core. The Master Plan recommends new open space and waterfront access points in Mill Hollow to anchor the southeastern end of the Main Street corridor, drawing pedestrians south from the district core at Washington Square and Hill Street.

RECOMMENDATION 22: MILL HOLLOW PARK

The Master Plan envisions a Mill Hollow Park featuring passive recreation features such as a great lawn, picnic areas, and an overlook plaza, in addition to a canoe/kayak take-out.

RECOMMENDATION 23:

MILL HOLLOW BOAT LAUNCH

While there is a signed public access to the Battenkill at the southern terminus of Cross Street, the Master Plan envisions the launch improved consistent with the Battenkill Conservancy's vision for the site.



is envisioned as a multi-use path providing visual connection to the waterfront, in addition to physical access at select locations.

RECOMMENDATION 25: ISLAND CONNECTIONS

As a secondary trail connection, the Master Plan envisions a series of bridges connecting the Rock Street Recreation Hub to Main Street via the USPS parking lot, one of the few publicly owned parcels in the study area. The Island Connections recommendation reflects a long-term vision, with the creation of a Waterfront Greenway (Recommendation #24) a more near-term priority for the Village.

PROGRAMS & POLICIES

RECOMMENDATION 26:

Make the Battenkill a Key Local Identifier

RECOMMENDATION 27:

Adopt Waterfront Development Buffers in the Village



ENHANCING CONNECTIONS

Accessible and inviting connections are needed to connect residents, businesses, and visitors to one another and to the many assets and amenities the area has to offer. Connections must ensure the safety of pedestrians throughout the study area and be designed in a manner that is consistent with local character and encourages walking and biking. Beyond sidewalks and crossings, this set of recommendations also includes creating new mixed-use paths and improving wayfinding throughout the study area.

WATERFRONT CONNECTIVITY

One of the key priorities identified for the waterfront by the Waterfront Subcommittee was connectivity, including both connections along the waterfront and to the waterfront. Two levels of connectivity are envisioned in the Master Plan: a waterfront greenway that spans from the Dunbarton Mill Site to the Rock Street recreation hub; and a series of island bridges that would connect the Battenkill and Rock Street recreation hub to Main Street.

RECOMMENDATION 24: WATERFRONT GREENWAY

One of the key components of the trail network recommendations is the development of a waterfront greenway to connect the Dunbarton Mill site to the existing trail network at Rock Street Park. This waterfront greenway

IMPROVE PEDESTRIAN SAFETY IN THE TOWN GATEWAY

To support the envisioned mixed-use infill development in the Town gateway, current gaps in the sidewalk network should be addressed. Improving access for all modes of transportation, including pedestrians and bicyclists, has also been shown to increase the consumer base for local businesses who rely on street traffic. By creating a more comfortable, enjoyable public realm, people are more likely to spend more time on the street and travel further distances to arrive at a particular location.

Priority segments identified by the Committee for improvement are described below.



HIGHLIGHTING THE WATERFRONT

Throughout the planning process, the community has expressed a desire to improve access to the Battenkill.

The Master Plan recommends a multi-faceted approach to highlighting the Battenkill waterfront, including enhancing and building off the one waterfront park in the study area (Rock Street Park), incorporating new types of waterfront open spaces to enhance underutilized areas, and showcasing the waterfront a vital part of local identity.

As the Village moves forward with any of these recommendations, consideration must be given to not only their up-front development costs, but also long-term maintenance.

ROCK STREET RECREATION HUB

Rock Street Park is an underused existing waterfront park surrounded by several Village owned and underutilized properties. There are opportunities to establish Rock Street as a recreational hub, including improving and expanding Rock Street Park and developing a dog park.

RECOMMENDATION 20: ENHANCE & EXPAND ROCK STREET PARK

The Master Plan envisions Rock Street Park enhanced and expanded to provide more usable, year-round space, waterfront access, and connectivity.

RECOMMENDATION 21: DEVELOP A DOG PARK

The Master Plan recommends a dog park on a portion of a Village-owned parcel on Rock Street, across from the recommended expanded Rock Street Park.

**RECOMMENDATION 28:
FILLING SIDEWALK GAPS**

The following two current gaps in the Town gateway sidewalk network should be prioritized and addressed:

- **South side of Route 29 between Wilson Street & Lincoln Avenue.**
- **Route 40 between Route 29 & Strategic Sites**

In addition to these two key sidewalk gaps on public rights-of-way, the Town should encourage the installation of sidewalks along internal roadway to improve pedestrian safety and access.

**RECOMMENDATION 29:
TOWN INTERSECTION IMPROVEMENTS**

As a component of the pedestrian improvements, intersection improvements are also recommended in the Town portion of the study area at the existing signalized Big Lots Plaza entry and Route 40 Hannaford entry to increase pedestrian safety and create a more comfortable experience for users when crossing these roadways.

RECOMMENDATION 30: REDUCING SPEED LIMIT

With the goal of increasing pedestrian connectivity and safety, it is recommended that the speed limit be reduced to 30 MPH between Sherman Avenue and the Village border.

RECOMMENDATION 31: IMPLEMENT IMPROVEMENTS FROM THE MAIN STREET STREETScape PLAN

The 2019 Main Street Streetscape Plan included the development of a streetscape improvement concept plan for Main Street between Academy/Church Street and Bridge Street. The concept plan includes a range of streetscape typologies to reflect the diversity of conditions along the roadway, recommendations for street furniture and streetscape elements, and access management and control measures. At the Washington Square intersection, the core of the Village’s Main Street corridor, the Plan includes additional recommendations, such as enhanced pedestrian crossing signals to improve safety.

**RECOMMENDATION 32:
RECREATIONAL RAIL USE**

The Master Plan envisions the western portion of the Battenkill Rail being opened up to new recreational opportunities in a manner that showcases and celebrates the history of the rail and allows for the eastern segment’s continued operation. 2022 marks 40 years of continuous operation of the Battenkill Railroad and is a notable feat for a small rail operator that should be celebrated. Increased use by the Battenkill Rail and opportunities for improved connections to the east should continue to be supported.

The introduction of recreational use could take a variety of forms, including railbikes, a rail-with-trails, or a rail trail.

RECOMMENDATION 33: STUDY AREA GATEWAY IMPROVEMENTS

The Route 29/Route 40 intersection was identified as a key gateway to the study area. While improved with the installation of a roundabout and associated decorative plantings and paving, additional enhancements are recommended along property lines, particularly at the Suburban Propane site.

**RECOMMENDATION 34:
WAYFINDING SIGNAGE PROGRAM**

A conceptual signage program envisions a combination of directional, orientation, directory, bulletin, and historical signs. The conceptual signage program was developed to provide visual continuity and reflect the study area’s history.



**SECTION
1**

Project Background





THE GREENWICH BROWNFIELD OPPORTUNITY AREA NOMINATION STUDY (referred to as the Greenwich Revitalization Plan) is sponsored by the Village of Greenwich and Town of Greenwich, with funding provided by the New York State Department of State (NYS DOS) Brownfield Opportunity Area (BOA) program.

1.1 THE BROWNFIELD OPPORTUNITY AREA PROGRAM

The Brownfield Opportunity Area (BOA) program was developed in 2003 as the planning component of the NYS Superfund/Brownfield Law (GML Article 18-C, Section 970-r), providing municipalities and community-based organizations with financial and technical assistance to complete area-wide revitalization strategies for neighborhoods impacted by the presence of brownfields and environmental hazards.

Goals of the program include:

- Assess the full range of community redevelopment opportunities posed by a concentration of brownfields.
- Build a shared community vision for the reuse of strategic sites and actions to achieve community revitalization.
- Coordinate and collaborate with local, state, and federal agencies, community groups, and private-sector partners to identify and implement solutions and leverage investments.

The BOA program is a multi-step process that begins with a BOA “Nomination Study,” which charts the roadmap to return brownfield sites to productive use. The goal is identify the opportunities and challenges posted by brownfield sites, present a clear and attainable community vision, and pinpoint key redevelopment opportunities.

When a BOA Nomination Study is complete, a community may request BOA designation by the Secretary of State. This official designation allows developers who are participating in the voluntary Brownfield Cleanup Program to receive a tax credit “bump-up” to redevelop the sites in

a manner that is consistent with the community’s vision and Secretary-approved plan. Designated BOAs also receive priority and preference for some state grant programs.

BOA designation demonstrates community support for the goals outlined in the plan. This removes risk and uncertainty ordinarily associated with investment in a transitional or marginal market by assuring potential developers that their investment is part of an overall plan for the revitalization of the area.

WHAT IS A BROWNFIELD?

Brownfield sites are typically former industrial or commercial properties where activities may have resulted in environmental impairment. NYS DOS and the NYS Department of Environmental Conservation (NYS DEC) recognize the detrimental impacts these sites have on their surrounding neighborhoods, and that brownfield impacts are not limited to individual sites or adjoining property. The presence (and potential presence) of contaminated sites can impact the viability of entire neighborhoods by negatively affecting quality-of-life and discouraging potential investment. These impacts can lead to disinvestment and blight radiating outward far beyond the impacted sites or immediate area.

1.2 PURPOSE OF THIS PLAN

The purpose of the Nomination Study is to identify a long-term plan for the revitalization of the neighborhood, including redevelopment and neighborhood-based projects. The Greenwich Revitalization Plan meets the requirements established by NYSDOS, but is also specifically tailored to the needs and priorities of the Village and Town of Greenwich.

These include:

- **Increasing waterfront access:** The study area is located along the Battenkill waterfront, but access to this natural and recreational resource is limited by the presence of underutilized current and former industrial properties along the water. Key among these waterfront properties is a nine-acre former mill (the “Dunbarton Mill”) that the Village seeks to acquire. The Village initiated acquiring the property through eminent domain in 2016. Also present along the waterfront are two hydroelectric facilities that are in the process of seeking re-licensure, offering an opportunity to improve public access on these key sites.
- **Improving connectivity:** the study area spans the Village and Town boundary, connecting the historic downtown of the Village to the Town’s more auto-centric commercial center. There are opportunities to improve connections across this commercial spine of the Village and Town, in addition to exploring potential alternate connections, including waterfront connectivity and reimagining the underutilized rail line corridor that traverses the study area.
- **Reimagining vacant and underutilized sites:** the BOA program provides an opportunity to create a community supported vision for vacant and underutilized sites in the study area. Shaped by the market changes brought on by the COVID-19 pandemic, these sites can both fill voids and meet shifting needs for housing and other uses.

¹ Census OnTheMap (2019 ACS).

1.3 PROJECT LOCATION AND BOUNDARY

The study area is located in Washington County, NY, a long narrow county located in the northeastern section of New York State and stretching from the Hudson River Valley and Taconic Mountains at its southern end to the Lake Champlain Valley and Adirondack Mountains at its northern end (see **Figure 1**). The County is known for its rich valley farmland and agricultural economy. The County’s economy is also driven in part by its location in the Glens Falls MSA, the Capital Region Economic Development Council (CREDC), and along the Vermont border: over 70% of County residents work outside the County¹. The COVID-19 pandemic has accelerated interest in Washington County’s outdoor agritourism offerings, given its proximity to the major tourism destinations of Saratoga Springs (less than 20 miles west of Greenwich) and Lake George (less than 30 miles north of Greenwich). However, tourism remains a small part of the County’s economy, which does not have a single hotel.

The Town and Village of Greenwich are located in the southwest part of Washington County. The Town abuts the Hudson River, the County’s western border with neighboring Saratoga County. The Battenkill River forms the Town’s southern border. The Village of Greenwich is centered around the Battenkill, with the northern portion of the Village located in the Town of Greenwich and the southern portion of the Village located in the neighboring Town of Easton.

Greenwich is a beautiful, rural town with a rich history and strong agricultural base. The historic growth of the Town was also built on its location along the Battenkill River, with mills and hamlets developed along the Town’s waterfront. The Village serves as the commercial and residential center of the Town of Greenwich and is a quaint Village centered around a commercial Main Street, with historic homes on side streets. The Greenwich Central School District, which serves the Town and Villages of Greenwich, as well as portions of neighboring towns, is located in the Village. Commercial development has expanded beyond the Village into the Town along Route 29 and the hamlet of Middle Falls.

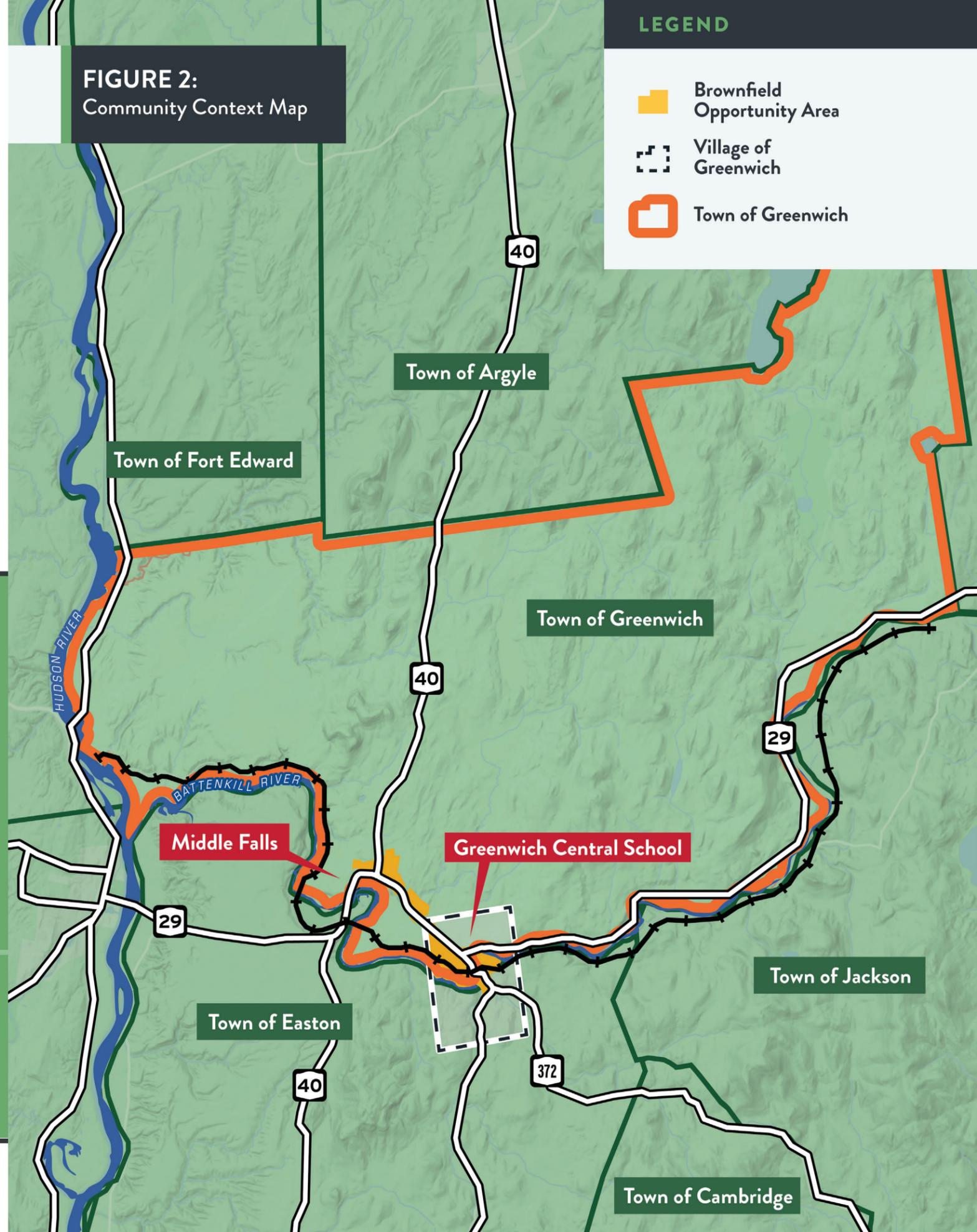
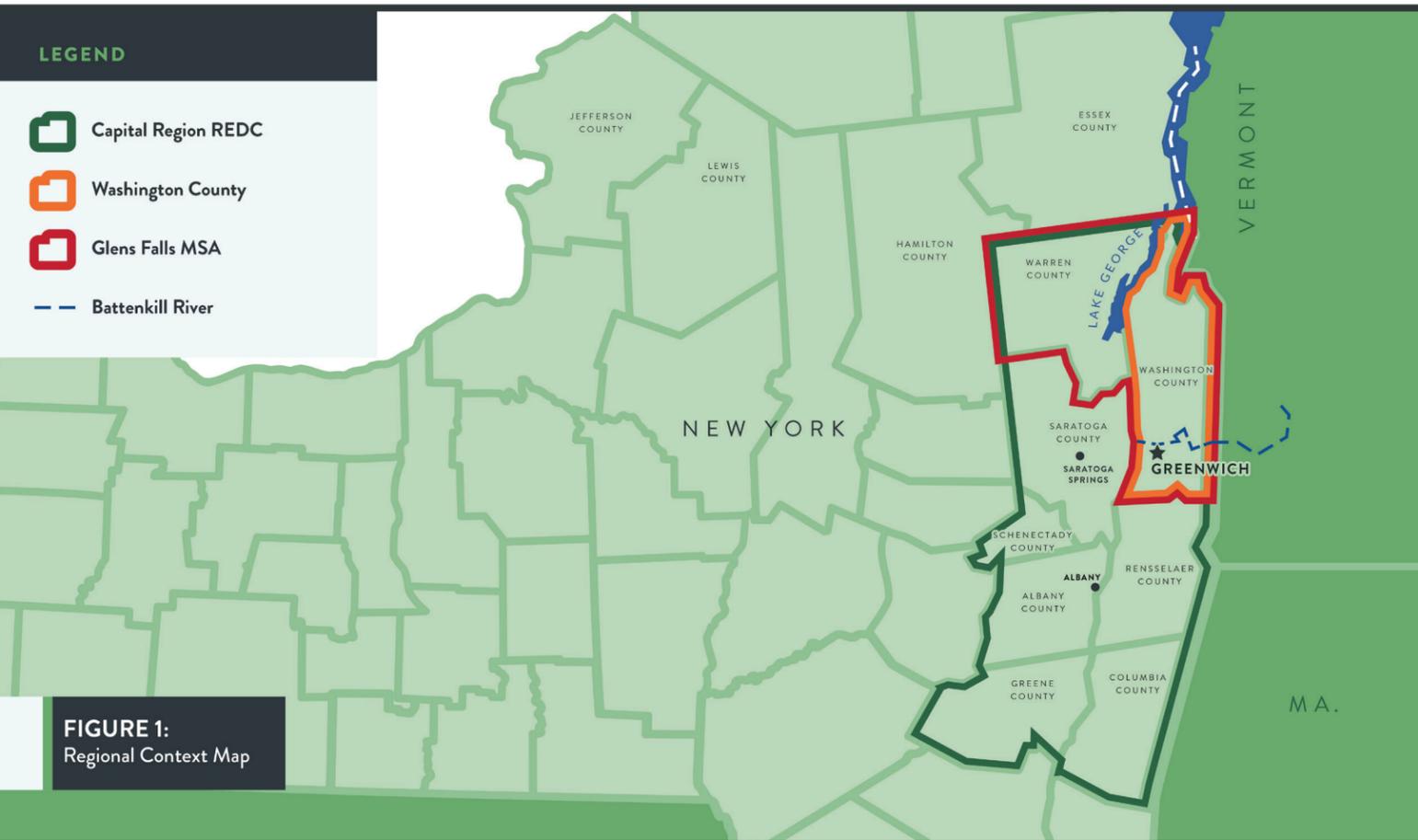
The study area encompasses approximately 388 acres in the Village and Town of Greenwich (refer to **Figure 2**). As shown in **Figure 3**, the study area begins in the northwest around the intersection of Routes 29 and 40, a key gateway into the commercial Main Street/Route 29 corridor that connects the Village and Town. At this gateway, the

northern and westernmost bounds of the study area were defined by their common zoning and characteristics: large, underutilized properties that are zoned for mixed-use and are ripe for development. Heading southwest, the study area includes all properties with frontage on Route 29/ Main Street. The centering of the BOA study area along Main Street allows for recommendations for new infill development and site activation – a key study goal – to have the biggest impact on the greater communities.

With improved waterfront access identified as another key goal of the BOA the study area, the study area opens up at the Village boundary to extend south and east to the Battenkill waterfront. The Battenkill frontage included in the study area was specifically defined to include the waterfront former and current industrial properties that once sourced power from the river: The Dunbarton Mill site forms the southwestern border, the Village wastewater treatment plant forms the southeastern border, and the former Eddy Plow Works and hydro-electric facility form the southern border.

These larger, underutilized Village waterfront properties offer the greatest opportunity for transformative change.

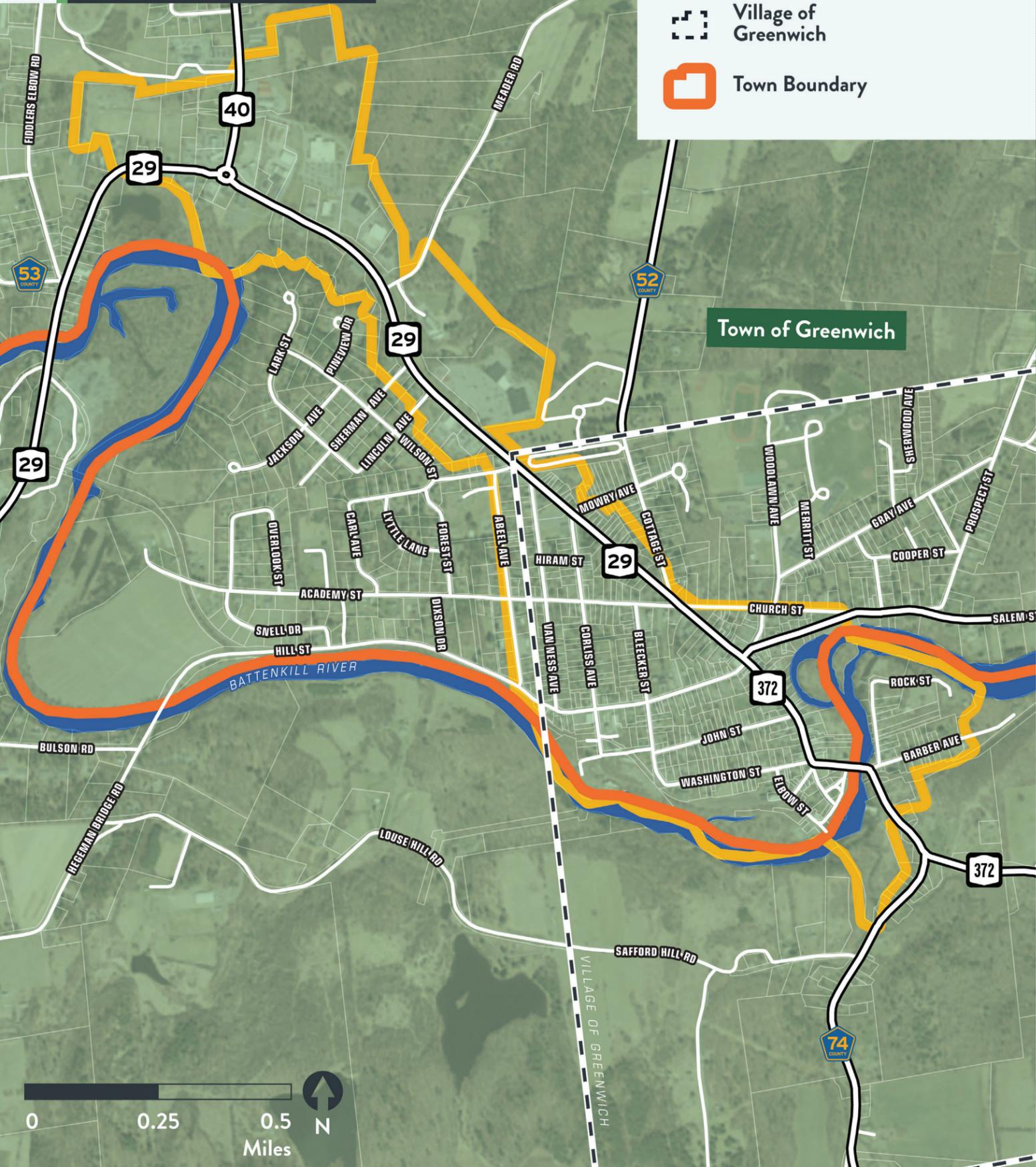
Beyond the waterfront and Main Street, the southern portion of the study area includes the largely residential streets between Abeel Avenue and Main Street, as well as the largely residential Rock Street section of the Village. These areas will experience the greatest spillover affects of any changes to Main Street and the waterfront. From end to end, the study area includes the primary gateways from points west (Route 29), north (Route 40), and east (Route 29/Salem Street and Route 372/Eddy Street). By extending to these gateways, the plan was able to explore opportunities to capture the interest of those passing through Greenwich en route to the tourist destinations of Saratoga Springs to the west and Vermont to the east. In total, the study area includes 110 potential brownfield sites, representing a combined 107 acres. There are over 103 acres of vacant, abandoned, or underutilized sites in the study area, including multiple large parcels and much of the Village waterfront.



LEGEND

-  Brownfield Opportunity Area
-  Village of Greenwich
-  Town Boundary

FIGURE 3:
Brownfield Opportunity Area
Boundary Map



1.4 RELATED PLANNING STUDIES & EFFORTS

This Revitalization Plan builds on the work and vision of several recent local, regional, and state planning initiatives, including the Town of Greenwich Comprehensive Plan, the Village of Greenwich’s Vision Plan and Community Action Plan, the Main Street Streetscape Plan, the Washington County Housing and Tourism Plans, and the Statewide Trails Plan. Key elements of these documents are summarized below.

**TOWN OF GREENWICH
COMPREHENSIVE PLAN**

The 2004 Town of Greenwich Comprehensive Plan is a blueprint to help guide the future of the Town and includes an explicit set of goals that define a broader vision for the next decade. Strategic community goals in the plan include:

- Encouraging sidewalk connections to connect the Village to the Town’s commercial areas;
- Extending water service to the Routes 29/40 commercial areas;
- Protecting the Town’s natural areas along the Battenkill River;
- Encouraging a range of housing options to meet the economically and demographically diverse population of the Town;
- Retaining a rental housing stock that is well maintained;
- Refining commercial design guidelines; and
- Developing a pedestrian/bicycle path along the Battenkill River and/or developing additional access points to the Battenkill.

The Comprehensive Plan informed the development of the Town’s current zoning ordinance.

**Town of Greenwich
Comprehensive Plan**
Washington County, New York

Adopted by the Town Board:
December 14, 2004

Prepared by:



Prepared for:

The Town of Greenwich
2 Academy Street
Greenwich, New York 12834



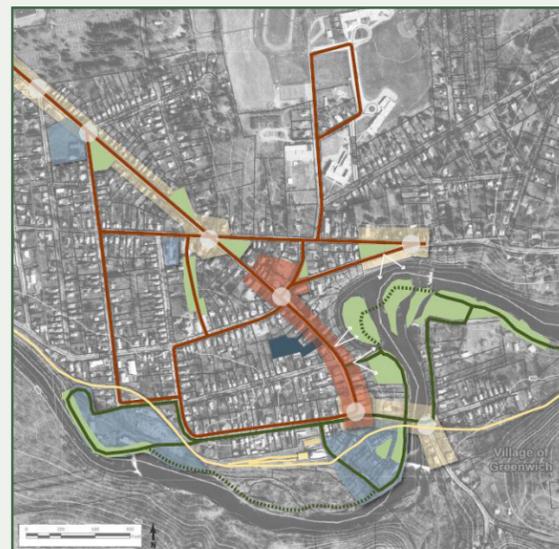
VILLAGE OF GREENWICH VISION PLAN

The 2009 Village of Greenwich Vision Plan was the product of a community visioning process undertaken by the Village of Greenwich and SUNY ESF's Center for Community Design Research (CCDR). Goals and action strategies identified in the Plan include:

- Reinforcing the village as a walkable community and strengthening pedestrian-oriented connections;
- Establishing strong physical and visual connections between the Village and the Battenkill;
- Establishing a sustainable diversified village economy and bring appropriate new uses to strategic development sites;
- Caring, maintaining, and improving public and private properties; and
- Respecting and marketing the historic and traditional characteristics that define Greenwich.

The Plan also includes several specific elements applicable to the BOA study area, including:

- Streetscape enhancements along Main Street and between the residential neighborhoods and existing and new destinations;
- A municipal parking lot on Main Street;
- Additional waterfront parks;

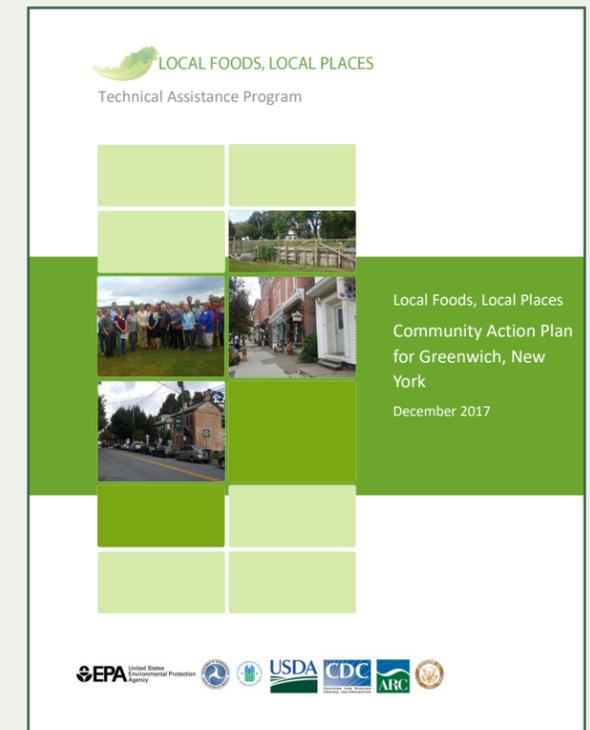


- A waterfront trail that provides access to the river islands and connects the Dunbarton Mill site and Mill Hollow along the river;
- Strengthened visual connections from Main Street to the Battenkill; and
- Redeveloping the Dunbarton Mill site, Mill Hollow, and the former IGA site **The former IGA has since been repurposed into a YMCA Branch.

Overall, the Village Vision Plan is a reflection of the community's thoughts and provides tremendous insight into the potential of the Village.

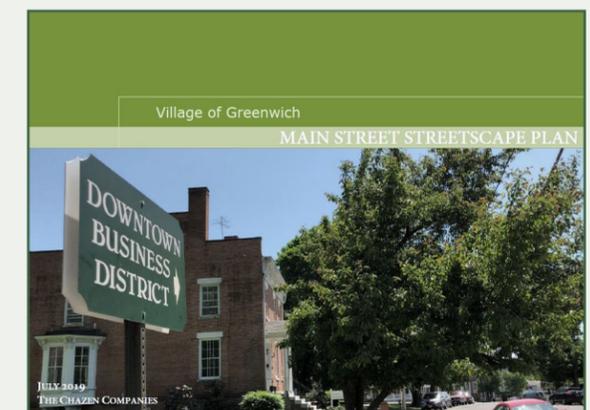
COMMUNITY ACTION PLAN FOR GREENWICH, NEW YORK

In 2017, the Village of Greenwich received funding through the Local Foods, Local Places Technical Assistance Program to prepare a Community Action Plan, with the goals of establishing a sustainable and diversified Village economy, strengthening the Main Street business district as a center of commercial activity, and bringing appropriate new uses to strategic redevelopment sites. Additional plan goals included expanding existing community partnerships, creating an environment that encourages food entrepreneurs, and strengthening their existing efforts to develop the local food economy. The Plan's vision for Greenwich includes, notably, riverfront access from downtown, streets alive with people of all ages, an economically thriving downtown, and vacant spaces filled with art and light.



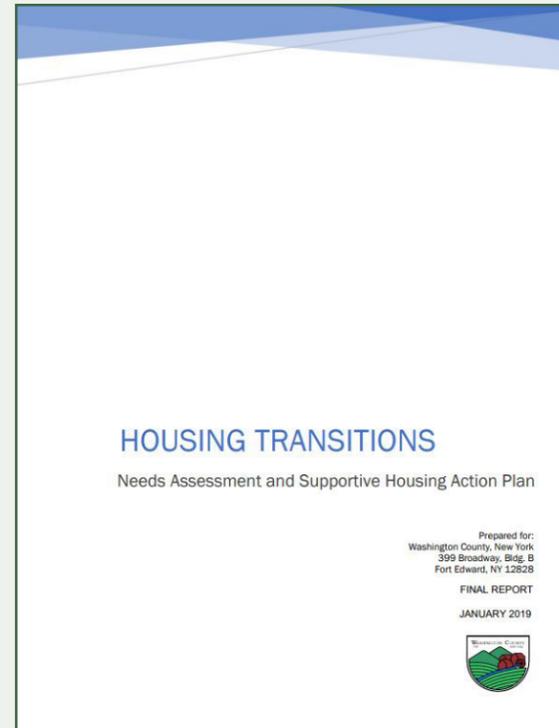
MAIN STREET STREETScape PLAN

The 2019 Main Street Streetscape Plan was a year-long planning project undertaken by the Village of Greenwich with funding provided by the Adirondack/Glens Falls Transportation Council (A/GFTC). The plan was born out of Village concerns about the adequacy of parking, the inconsistency of streetscape features, a lack of wayfinding signage, and limitations on waterfront access. Key recommendations in the plan included formalizing and enhancing pedestrian amenities and connections between nearby destinations, maximizing available vehicular parking through parking management strategies, providing for waterfront access opportunities to connect the downtown to the Battenkill waterfront, and anticipating and coordinating future land use changes on the adjacent transportation network.



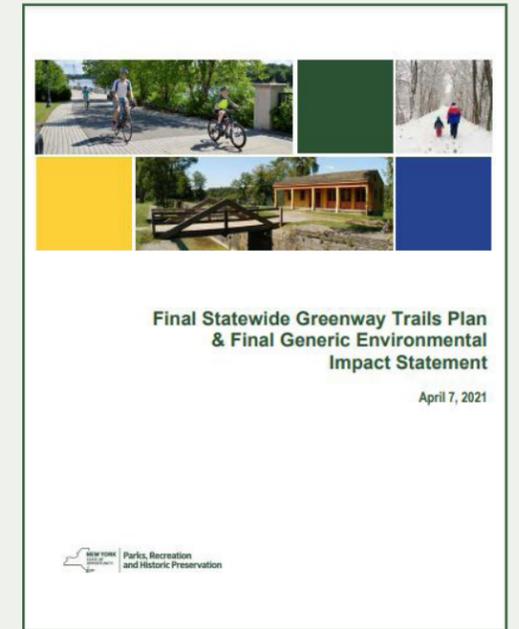
WASHINGTON COUNTY HOUSING ASSESSMENT AND SUPPORTIVE HOUSING ACTION PLAN

Washington County's 2019 Housing Transitions: Needs Assessment and Supportive Housing Plan assesses the housing needs and gaps faced by the homeless population through the County and provides recommendations for viable homeless and transitional housing options for Washington County to pursue. The Plan suggests a clear need within Washington County for quality, affordable housing, especially for homeless or at-risk populations, and the Plan's key recommendations broadly speak towards encouraging and making property available for supportive housing and fostering collaboration between local service providers/non-profits and experienced affordable housing developers.



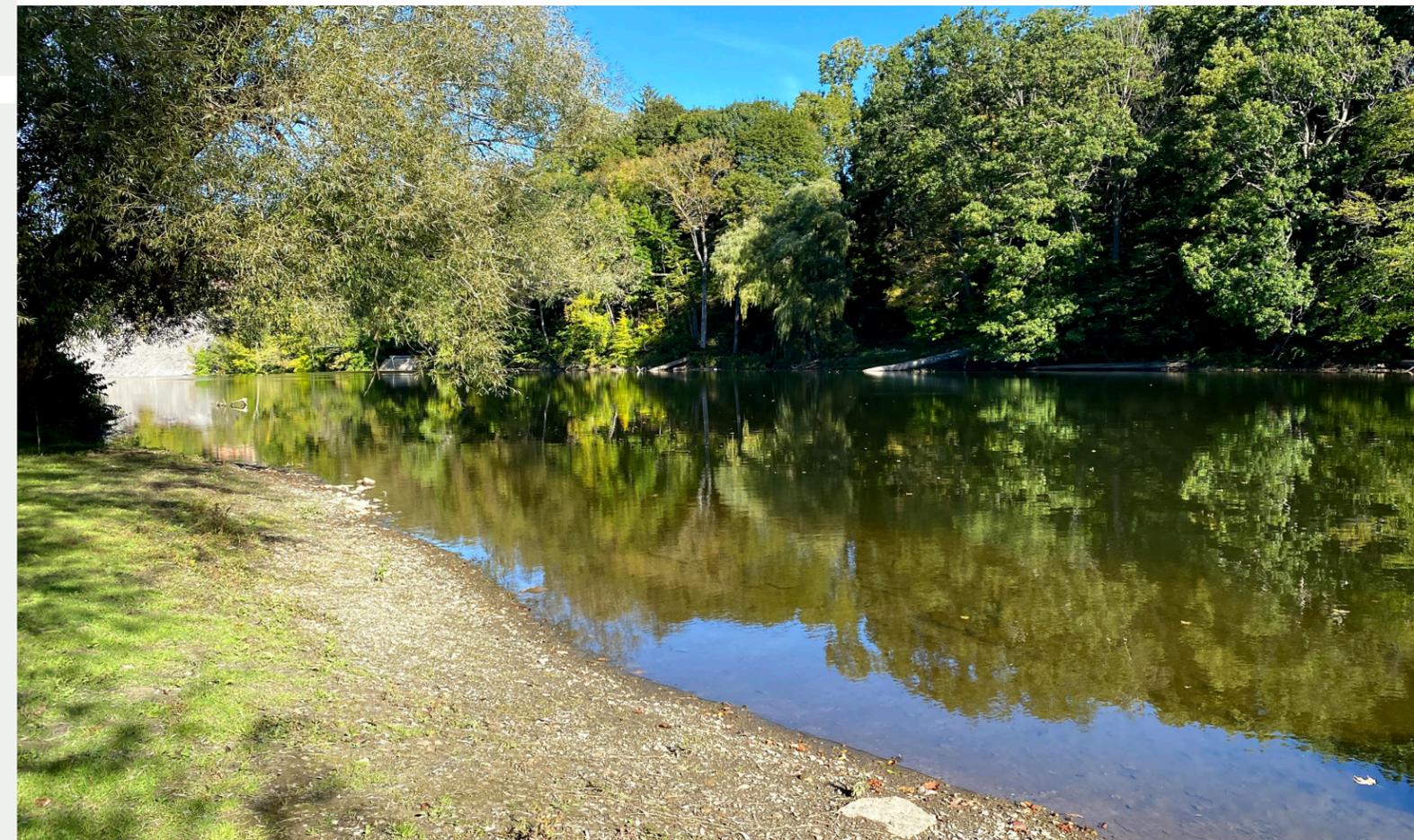
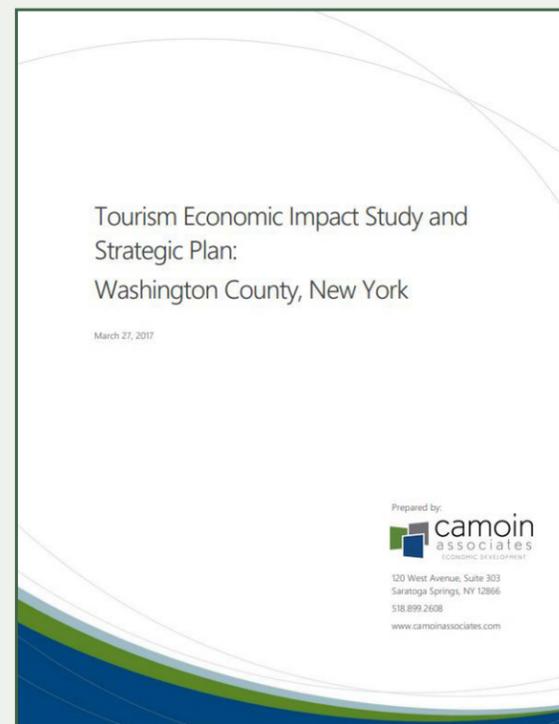
STATEWIDE GREENWAY TRAILS PLAN

The 2021 Statewide Greenway Trails Plan focuses on developing a more cohesive and comprehensive greenway trails system that offers new trail corridors, promotes healthy and active recreational and tourism opportunities, connects communities with natural landscapes, and identifies appropriate funding resources. This Plan identifies trail types, shared-use trails, and provides the public with an opportunity to review greenway trail inventory across the state. The Plan identifies the Battenkill Rail as a "Potential Greenway Trail Corridor" running from the Champlain Canalway Trail to the west, through the Town and Village of Greenwich, and to proposed and existing Slate Valley Trail to the east. The Battenkill Rail runs through the BOA study area.



WASHINGTON COUNTY TOURISM ECONOMIC IMPACT STUDY & STRATEGIC PLAN

The 2017 Tourism Economic Impact Study and Strategic Plan aims to understand the economic impacts that the tourism industry has on the County in terms of sales, jobs, and earnings. Key actions from this report include, retaining an individual as a tourism liaison between the County, chambers, and local businesses; dedicating funds towards tourism marketing endeavors; improving wayfinding signage in communities; and investigating lodging/hotel needs within the County. Public outreach feedback suggests that there are currently many positive aspects of the County that are attracting visitors and second homeowners, but in order to expand the tourism economy, deliberate actions need to be taken to increase visitation. The report states that though there is great value to visitors coming into the region for daytrips, the county could benefit from offering a wider variety of amenities and lodging options (i.e., hotel, motel, etc.) of an appropriate scale.





1.5 VISION & GOALS

As part of the planning process, a thorough inventory and analysis was conducted to better understand existing conditions, challenges, assets, and opportunities for the study area. This information, combined with input from the advisory committee, stakeholder outreach, and a community visioning event and survey helped shape the vision and goals for the Revitalization Plan.

VISION STATEMENT

The community envisions the study area to be a vibrant and walkable locale that highlights Greenwich’s natural resources and agricultural assets, and preserves its historic charm and small-town community character, while promoting sustainable economic investment and infill development. The community envisions increased awareness, connectivity, and accessibility to the Battenkill waterfront. The community envisions an array of amenities and recreational assets for its residents and visitors, as well as appropriate parking and infrastructure to support long-term business and economic growth. The community envisions the study area as a place where existing residents and businesses can thrive, and new residents and businesses are welcomed.

GOALS

To achieve this vision, a series of broad-based goals were identified, which informed the development of this Plan’s recommendations.

1

GOAL 1: PRESERVE COMMUNITY CHARACTER

Often repeated by both the Advisory Committee and the public throughout the planning process was the importance of preserving community character by “maintaining the rural feel,” “keeping the small town charm,” and “not losing focus on the fundamental identity of Greenwich.” Plan recommendations must incorporate measures to maintain the character of the study area, but also of the larger Village and Town.

Visioning Survey Results



2

GOAL 2: PROMOTE INFILL DEVELOPMENT ON KEY SITES

In a small community like Greenwich, it is important to focus on sites that will have the greatest impact if revitalized. Encouraging development on key sites in the study area will also help preserve the Town’s rural, agricultural land by discouraging sprawl.

3

GOAL 3: INCREASE CONNECTIVITY & ACCESSIBILITY TO THE WATERFRONT

While foundational to the development of the Village and Town, awareness of and access to the Battenkill is limited. There is Interest in a variety of forms of access, from visual access with walking and picnicking, to swimming, boat access, fishing, camping, and piers. Increasing connectivity to the waterfront would be an asset to the local population and a potential tourism driver.

■ 68% rate Greenwich’s waterfront access as “poor” or “very poor”

4

GOAL 4: INCREASE WALKABILITY

The Village’s historic development lends itself to walking, with short blocks and sidewalks and other pedestrian amenities throughout. Extending this walkability into the Town portion of the study area would help to increase connectivity and support economic development and business growth. Pedestrian enhancements can also help address existing or perceived strains on parking.

5

GOAL 5: ENCOURAGE A GREATER DIVERSITY OF HOUSING

The housing stock in the Town and Village of Greenwich is largely owner-occupied single-family housing. With growing demand and shifting demographics and preferences, the Plan must strive for a greater diversity of housing options, including rental housing, senior housing, townhomes, condominiums, and affordable housing. Also important is the quality of housing stock.

75% feel that the lack of variety or quality of housing prevents people from moving to and investing in Greenwich “somewhat” or “to a great extent”

6

GOAL 6: BEAUTIFY NEIGHBORHOOD GATEWAYS

The study area is strategically located at the convergence of several State and County routes (Route 29, 40, and 372), which connect the Village and Town to the greater region. Gateway treatments are important to alert drivers and pedestrians that they are entering an area with a defined character and positive identity.

7

GOAL 7: INCREASE AND DIVERSIFY RECREATIONAL OFFERINGS

Parks are vitally important to establishing and maintaining the quality of life in a community, ensuring the health of families and youth, and contributing to the economic and environmental well-being of a community and a region. The Plan must ensure that there is enough parkland and a diversity of options to meet current and future recreational needs.

65% feel that the lack of parks and recreation availability, options, or quality prevents people from moving to/investing in Greenwich “somewhat” or “to a great extent”

8

GOAL 8: ENSURE ADEQUATE PARKING, INFRASTRUCTURE, AND SERVICES

Any new development must have adequate infrastructure and support services to support to minimize impacts. This includes parking and traffic impacts, water and sewer infrastructure, and social and community services like healthcare, childcare, and schools.

9

GOAL 9: EXPAND THE LOCAL TAX BASE

The Plan seeks to expand the local tax base and increase tax revenue by attracting new businesses and resident and building local employment. Expanding the local tax base will limit tax increases and support the investment needed to carry out the community’s vision.

59% feel that property tax burden prevents others from moving to or investing in Greenwich “to a great extent”

10

GOAL 10: INCREASE LOCAL TOURISM

The COVID-19 pandemic shifted the tourism landscape and renewed interest in domestic travel and outdoor recreation and tourism offerings. Greenwich can build off its strategic location between the tourism destinations of Saratoga Springs, Lake George, and Vermont to increase tourism locally, including both day-trips and overnight trips.



SECTION 2

Community Participation