



Town of Shrewsbury – Glavin Center PDA

Purpose of Analysis

Priority Development Areas (PDAs) are areas within a municipality that have been identified as capable of supporting additional development or as candidates for redevelopment. These are areas on which a town is focusing its energy and resources to promote thoughtful economic development that is closely tied to the community’s goals.

PDA assistance projects are intended as a “next step” following the completion of a prioritization project. Planning funds from the District Local Technical Assistance (DLTA) Program support the effort and up to 25 hours of technical assistance may be provided to each interested community. Specifically, the objective of this project is to provide participating communities with a packet of information for a PDA that can be used to guide them in identifying possible zoning changes, development of a Chapter 43D application¹ or other grant applications (MassWorks), promotion to developers, as a template for future analysis of additional PDAs, and other purposes as may be desired or needed by the town. CMRPC staff worked with each participating community to ensure that the technical assistance provided was tailored to the town’s specific needs.

The Irving A. Glavin Regional Center (GRC) for the Developmentally Disabled², previously a Massachusetts Department of Mental Health facility, was identified as a Priority Development Area (PDA 271-16) in the 2011 [495 Metrowest Development Compact Plan](#). From the PDAs identified in Shrewsbury, the Town selected the GRC, formerly owned by the Massachusetts Department of Mental Health and currently controlled by the Commonwealth’s Division of Capital Assets and Management and Maintenance (DCAMM).

The Town has asked CMRPC to focus on the area north of the Rural AA Zoning line, particularly the section in the Limited Commercial Business Zoning District. (The Green area in Figure 1 - Lake Street - Glavin Center Proposed Zoning Districts, February 28, 2011) The Town began studying the area about five years ago when the state deemed the property surplus and no longer needed for a state purpose. In 2011, the Town voted at Town Meeting to rezone the parcel into two new zoning districts, Limited Commercial Business and Rural-AA; and in 2014, voted to expand the Limited Commercial Business

¹ www.mass.gov/hed/business/licensing/43d

² Hereinafter referred to as the “Glavin Center” or “GRC”

Zoning District and reduce the Rural AA (Figure 2- Proposed rezoning voted at annual town meeting 2014) based upon the lease plan (Figure 3 - Lease Plan of Land, April 30, 2013.)

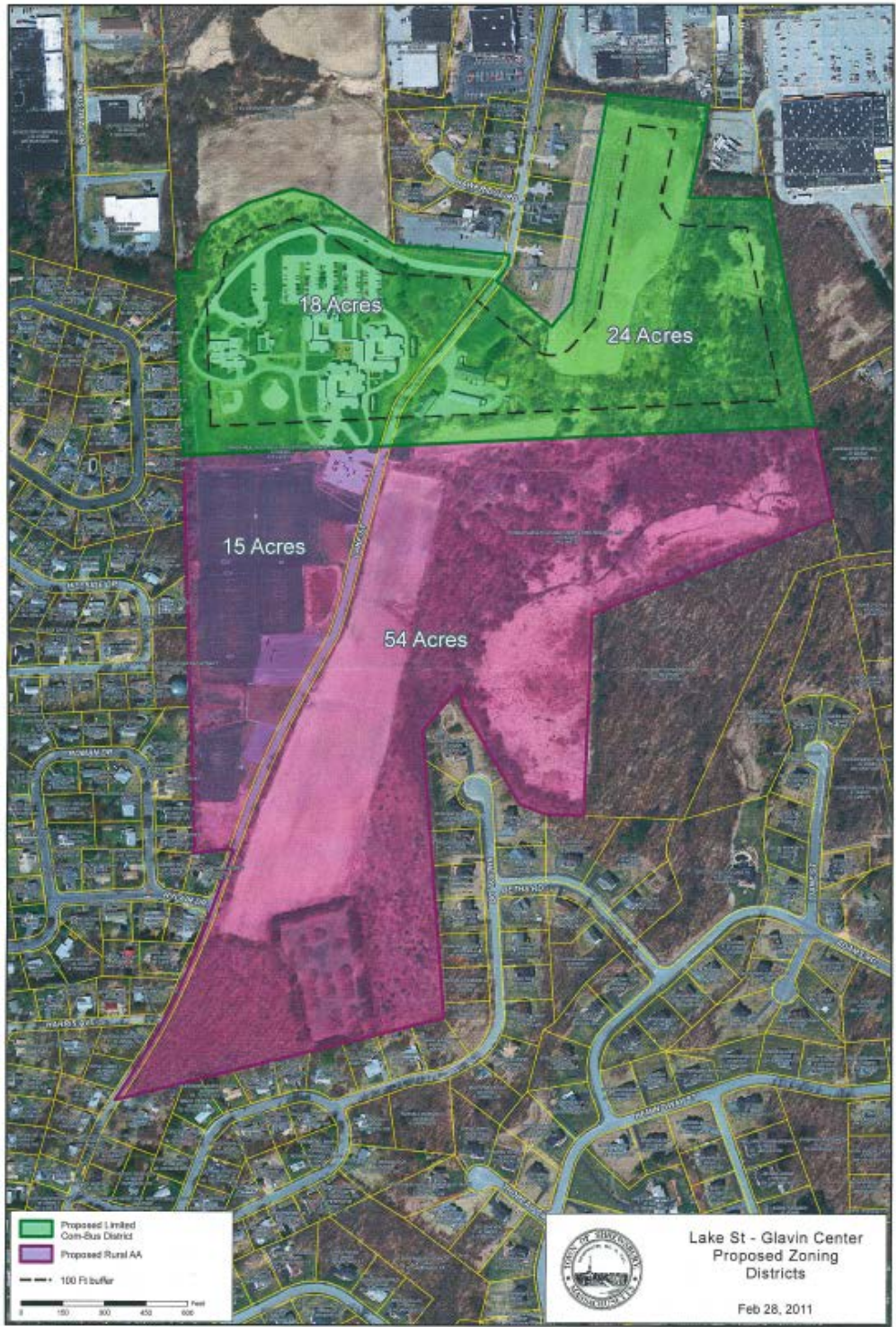


FIGURE 1 - LAKE STREET - GLAVIN CENTER PROPOSED ZONING DISTRICTS, FEBRUARY 28, 2011

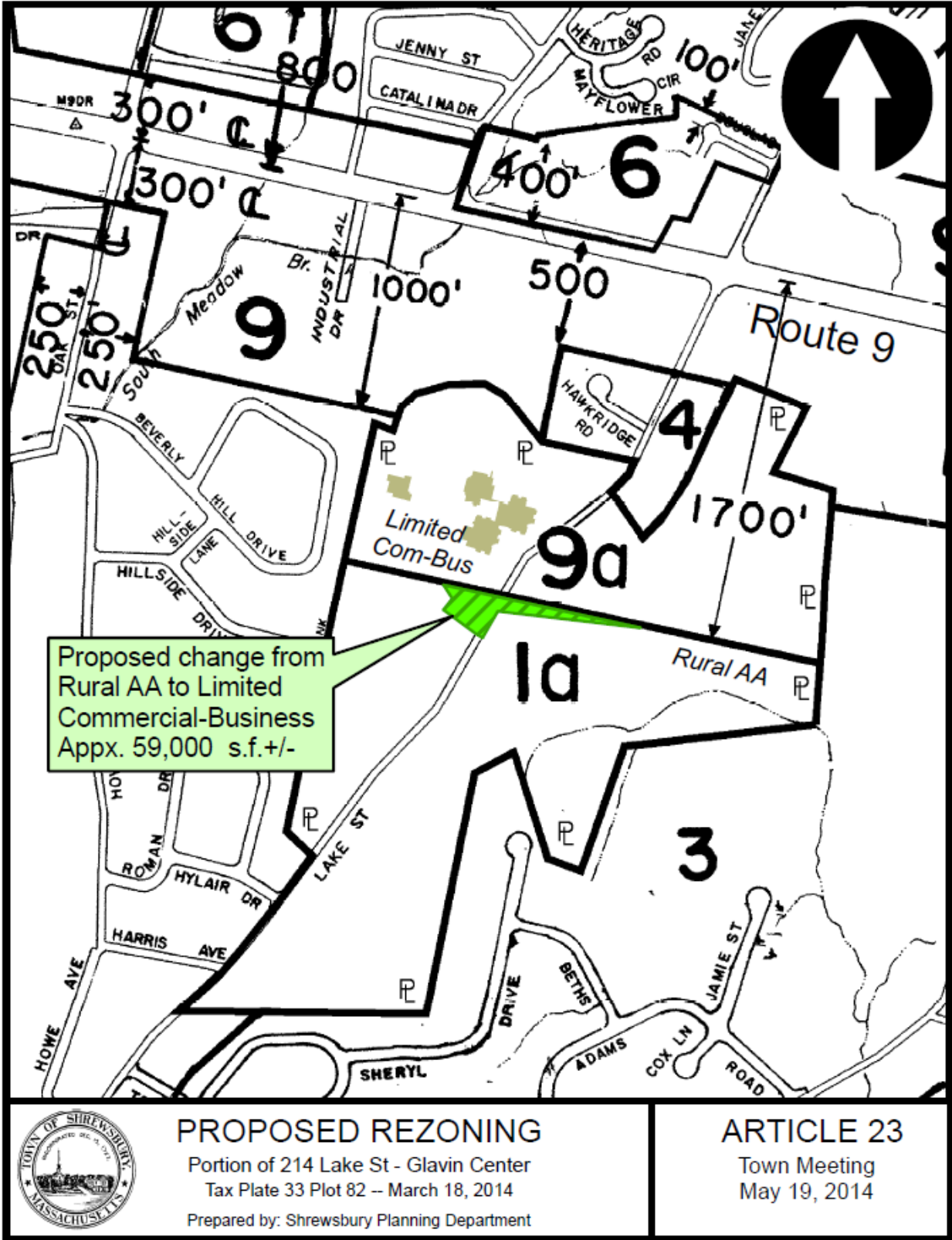


FIGURE 2- PROPOSED REZONING VOTED AT ANNUAL TOWN MEETING 2014

The Glavin Center Reuse Committee comprised of representatives from the Town of Shrewsbury Board of Selectmen and Planning Board and the Commonwealth's Division of Capital Assets and Management and Maintenance (DCAMM) have been meeting since March 2014 to consider the decommissioning of the property. This report has been developed for the Town of Shrewsbury at their request. The purpose of this report is to provide useful planning information as Town representatives provide input to DCAMM on the property's reuse. In particular, the Town hopes to better understand the existing conditions of the property and surrounding land uses, to consider possible zoning adjustments, to review current and likely future transportation and site access alternatives, to create a vision for the site/area, and to create one or two development scenarios.

The Town of Shrewsbury is not, and likely will not be the owner, of the property. However, long term lease agreements with DCAMM are in place whereby the Town leases the athletic fields in the southern portion of the site (Parcel A in Figure 3 - Lease Plan of Land, April 30, 2013) and then sublets these fields to the Shrewsbury Youth Soccer leagues and also leases the agricultural buildings and fields on the east side of Lake Street (Parcel B in Figure 3 - Lease Plan of Land, April 30, 2013) that are likewise sublet to a local farmer. Finally, in 2014, the Town will enter into an 18-month lease for the former day care facility located on the GRC site for use as a temporary site for the Shrewsbury Public Library during its reconstruction. In 2014 Annual Town Meeting, residents voted to request a home-rule petition to purchase the approximately 21 acres from the Commonwealth for \$1.00.

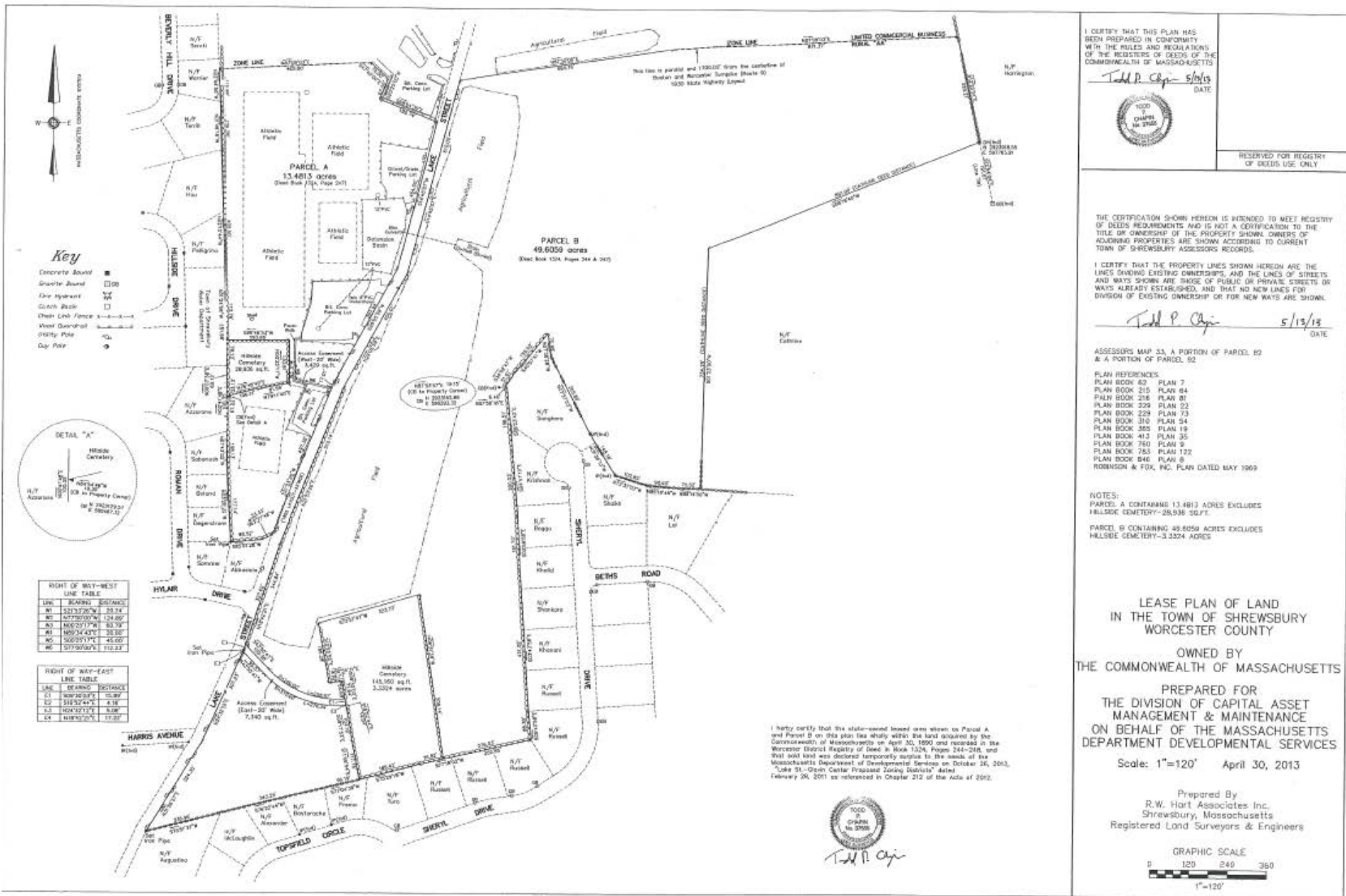


FIGURE 3 - LEASE PLAN OF LAND, APRIL 30, 2013

Study Area

The Glavin Property, located at 214 Lake Street in Shrewsbury consists of two parcels totaling 120.83 acres in area. The two primary parcels include- 33 082000 on the west side of Lake Street and 33 092000 on the east side of Lake Street. The 2014 assessment for these parcels was \$16,807,000 (Book Page 1324/244 (Sale dates 04 30 1990)). The Glavin Center is currently in two zoning districts – Limited Commercial Business and Rural-AA.

The subject site consists of four primary buildings constructed in 1971 to house the “Worcester School for the Mentally Retarded”. The facility includes two residential buildings with therapeutic facilities, and administration building, and a nursery school.

The Town’s assessing records indicate that the property has an approximate living area of 60,000 sf, in two finished upper stories and a basement and includes a one story barn as an outbuilding. The entrance to the main facility is located approximately 0.4 miles south of the Boston Turnpike (MA Route 9) and approximately two miles south of the Shrewsbury Municipal offices on Maple Street. The west parcel has almost 2,350 feet frontage on Lake Street, while the east parcel has almost 3,280 feet frontage on Lake Street.

Building Conditions Report Summary

The Property Condition Report prepared for the Glavin Center was completed in June 2013. Following a public records request to DCAMM, a copy of the report was obtained by CMRPC (Full copy to be provided to the town for its use). According to the report, the property is in good condition; however masonry walls have begun to deteriorate and should be repaired immediately. Additionally site paving has deteriorated and should be repaired to avoid increasing damage and escalating repair costs. For expedited short term occupancy as an office buildings (for three of the four buildings), the facility can be expected to accommodate 225 to 270 office workers.

Eight (8) items are listed as required to be completed to occupy and use the facility safely and in compliance with applicable regulatory requirements for a period not exceeding three years. If converted from its current use into an office buildings for more than three years and to accommodate 270 to 320 office workers, eight (8) additional items of work are recommended to provide an efficient office facility that complies with current standards. As with most facilities of this size and scale, significant capital expenditures can be expected within the 20 year study period including repaving and replacement of low slope roofing systems. For details regarding these items of work, in cost and scope, please refer to the complete report. Sebesta Blomberg considers the property as possible “Group”/Class B Office Space.

A Class B property is typically average quality office space. These buildings do not usually contain the same high-quality finishes and fixtures, architecture, and common area as Class A space does, but they are generally nicely appointed and maintained buildings with fully functional facilities.³

The following is a summary of projected expenses, not including engineering, consulting or design fees.

Table 1 – Summary of Expenses for Glavin Center

Summary of Expenses	Estimated Cost
Immediate repairs and upgrades (1-3 year occupancy)	\$614,010
Major Renovations (4-10 year occupancy)	\$6,992,898
Reserve Expenses (Years 4-20)	\$2,212,886
Total	\$9,819,794

(Sebesta Blomberg, 2013)

³ Their locations, building systems and property managers are described as average to above average. Therefore, Class B space tends to command average market rent. The majority of Class B buildings are less than four stories tall, and are often found in the suburbs or on the outskirts of large financial districts. Another consideration that separates Class A and B buildings is age. Many Class B buildings are a little older, and may be experiencing minimal deterioration or breakdown. Some buildings start out with a Class A grade, but are downgraded after 10 years or so once signs of wear and tear become apparent.

http://realestate.about.com/od/commercialbizbasics/a/space_classes.htm

Farm Buildings

Four (4) farm related buildings are located on the east side of Lake Street. Building A seems to provide interior workspace and garage space, Buildings B and C provide storage and garage space and Building D's use is uncertain.

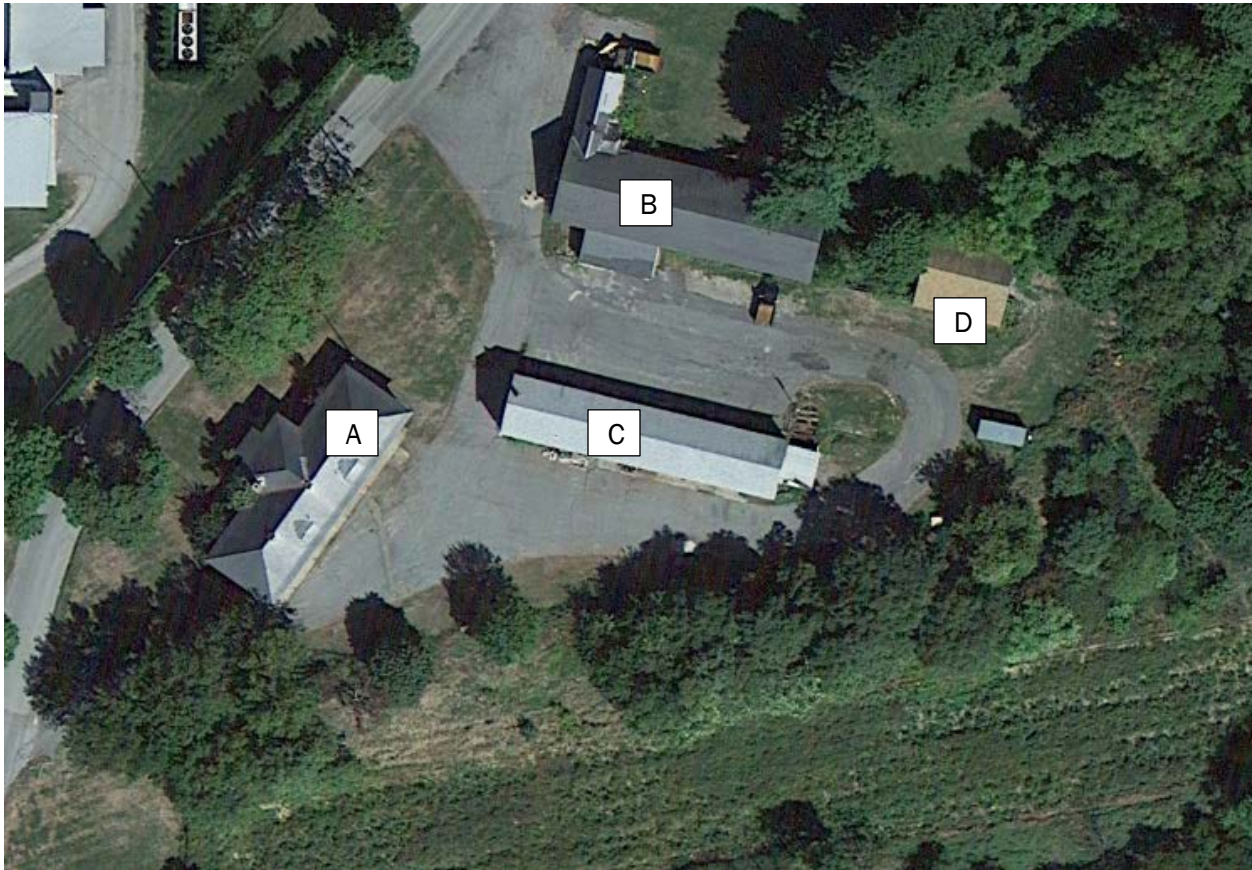


FIGURE 4 - GOOGLE AREAL OF FARM BUILDINGS



FIGURE 5 - MULTIPLE PHOTOS OF FARM-RELATED BUILDINGS, MARCH, 2014

The farm-related buildings appear structurally sound from the exterior with typical wear for their age. Their use for farming purposes or storage should still be viable.

Table 2 - Farm Building Summary⁴

Building	Use	Size	Year Built
Building A	Dormitory/Garage	5352sf	1916
Building B	Barn/ Animal Storage	6,988sg	1924
Building C	Maintenance/Carpentry Shop/Garage	5,520sf	1945
Building D	Manure Storage Shed	1,292sf	1921

However, given the age of the buildings, and the use and nature of activities likely performed in this area; there is some potential for subsurface soil and or groundwater contamination. Servicing of vehicles, likely presence of above or below ground oil or gasoline storage tanks, storage and handling of pesticides or other chemical for agricultural use, possible presence of asbestos or lead in building structure provide ample cause for concern for increased re-use or redevelopment costs, particularly given the proximity to nearby residential properties. A preliminary site investigation consistent with Chapter 21E site assessments is highly recommended.⁵ Re-use of the buildings will require the assessment, estimation of remediation of costs, and remediation if necessary. Federal or state brownfield assessment funding may be available to assist with this task in support of the possible site redevelopment.

Infrastructure

Water and sewer service is available in the study area. Water is provided by the Shrewsbury Water Department to the site via a six (6) inch water line; sanitary sewer is provided by the Town of Shrewsbury Sewer Department and the site is served by a “lateral sewer line eight (8) inch. Wastewater is treated with primary and secondary treatment at the regional Westborough Treatment Plant.⁶ In 2012 water main construction was bid out for the Boston Turnpike, Lake Street, and Oak Street areas. Some of the existing water main was replaced. Remaining water system work on Stone Avenue, Lake

⁴ Information provided by Stephen Wright, Glavin Regional Center, July 7, 2014

⁵ The Glavin Regional Center is listed in the Massachusetts Department of Environmental Protection’s database of Waste Sites as a Closed Site. http://public.dep.state.ma.us/SearchableSites2/Site_Info.aspx?textfield_RTN=2-0011877&searchType=ALL&CurrentPage=1. A reportable release of gasoline occurred on some part of the property in 1997. A Response Action Outcome Statement was issued in 1998 to “close” the file.

⁶ Shrewsbury Water and Sewer <http://www.shrewsbury-ma.gov/department/?fDD=36-0>

Street and Oak Street was completed Spring 2012.⁷ The Hillside water tank is located in the vicinity of the Glavin Center.

Land Use

The land use map below shows current uses of the subject area parcels.

⁷ Town of Shrewsbury Water Department, 2012, Annual Drinking Water Quality Report

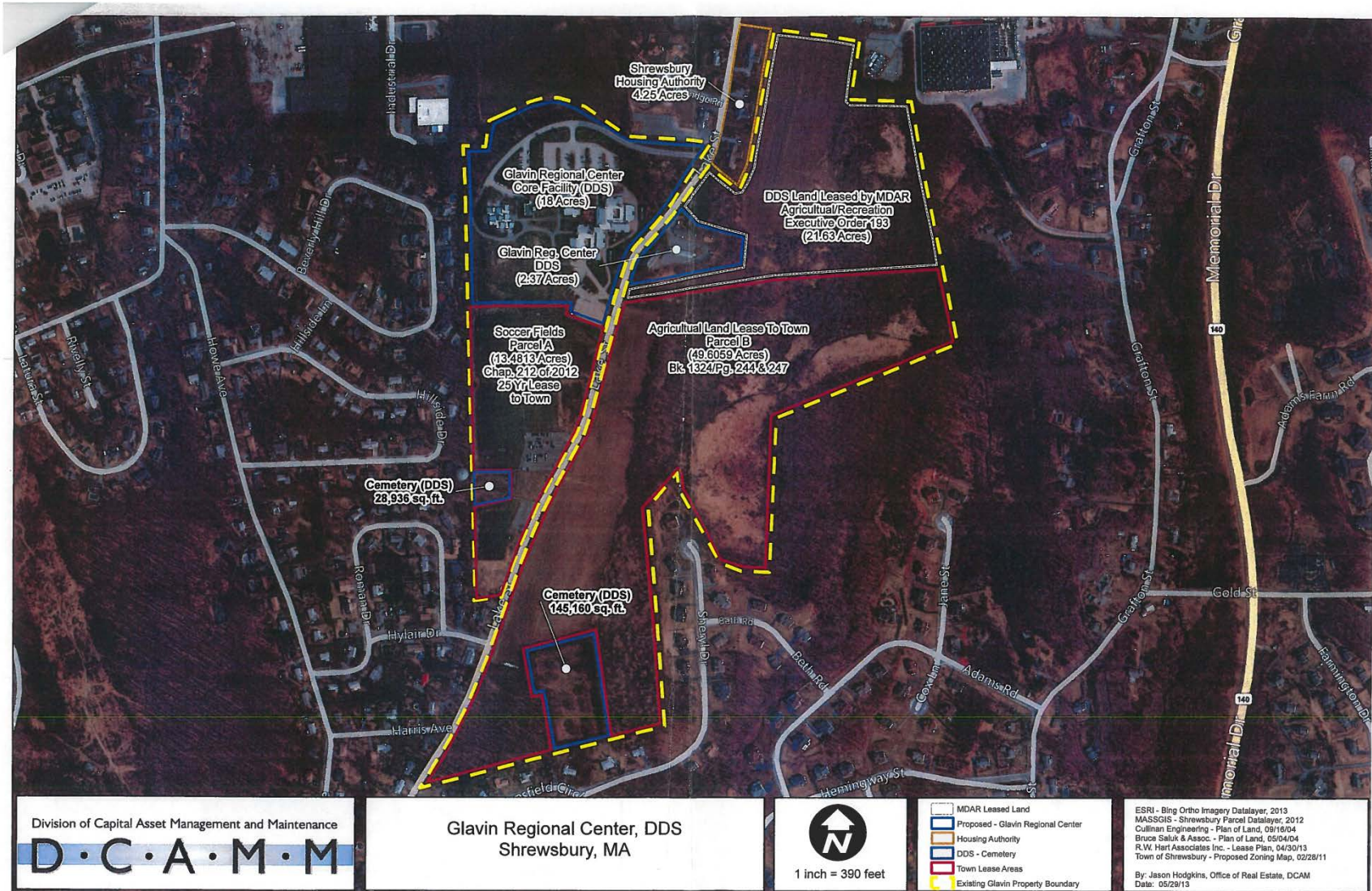


FIGURE 6 - LAND USE GLAVIN CENTER, SEPTEMBER, 2012

Uses in the Surrounding Area

The study area is located approximately 0.4 miles south of MA Route 9, a heavily traveled and densely developed state highway. Development along Route 9 reflects the zoning along the major highway and is primarily commercial and industrial, but in some pockets is residential or undeveloped. The topography of the area is steep and hilly presenting development challenges but offering valuable and desirable scenic views. Businesses on the southeast side of the Route 9- Lake Street intersection include small scale retail in a strip mall which includes Patel Brothers grocery store, Pepperoni Express, Mass Dojo (Karate Studio), AT&T Customer Center; a Home Depot; a Jiffy Lube; a Sunoco Gas station; The Flooring Warehouse; and Cassa Stone. Businesses on the northeast side of the intersection in close proximity include the Shrewsbury Crossing Shopping Center with Newbury Comics, Fidelity Bank,

Super Stop and Shop, Big Picture Frame Store, Scrub-A Dub car wash, and a Valvoline Oil Change. An undeveloped and overgrown parcel is located on the northwest corner of the intersection. Adjacent to that to the west is a home based business and an apartment complex. Off of Route 9, west, south, and east of the Glavin center the land uses are primarily residential or rural residential. On the southwest corner of the intersection is a Buffalo Wild Wings restaurant which is adjacent to the Greater Worcester Food Bank. West of the Greater Worcester Food Bank is vacant and undeveloped land where the Nardella Realty Company, LLC, is advertising 15 acres for lease. This parcel directly abuts the Glavin Center property.



FIGURE 7 SIGN ADVERTISING LAND FOR LEASE (PHOTO - TRISH SETTLES, CMRPC)

Zoning

The Glavin property consists of the two parcels highlighted in Figures 1 and 2 above. The western parcel (depicted as “9a” on Figure 2 or in green on Figure 1) is zoned Limited Commercial Business and the eastern parcel (depicted as “1a” on Figure 2 or in pink in Figure 1) is zoned Rural AA. Starting to the north and going clockwise, the study area is bordered by Residence B-1, Commercial Business, Residence A, and again Residence B-1 Zoning Districts.

The Limited Commercial-Business (LCB) district is intended to provide goods and services for residents, transients and/or tourists as well as office uses. The Rural AA District is intended as a residential district for detached single-family homes and open space, recreation, and conservation areas in addition to planned residential developments. The Commercial-Business (CB) District is intended to provide goods and services for transients or tourists and non-consumer goods and services. The Residence A, B-1, and B-2 Districts are intended as districts for rural, residential and non-commercial uses.

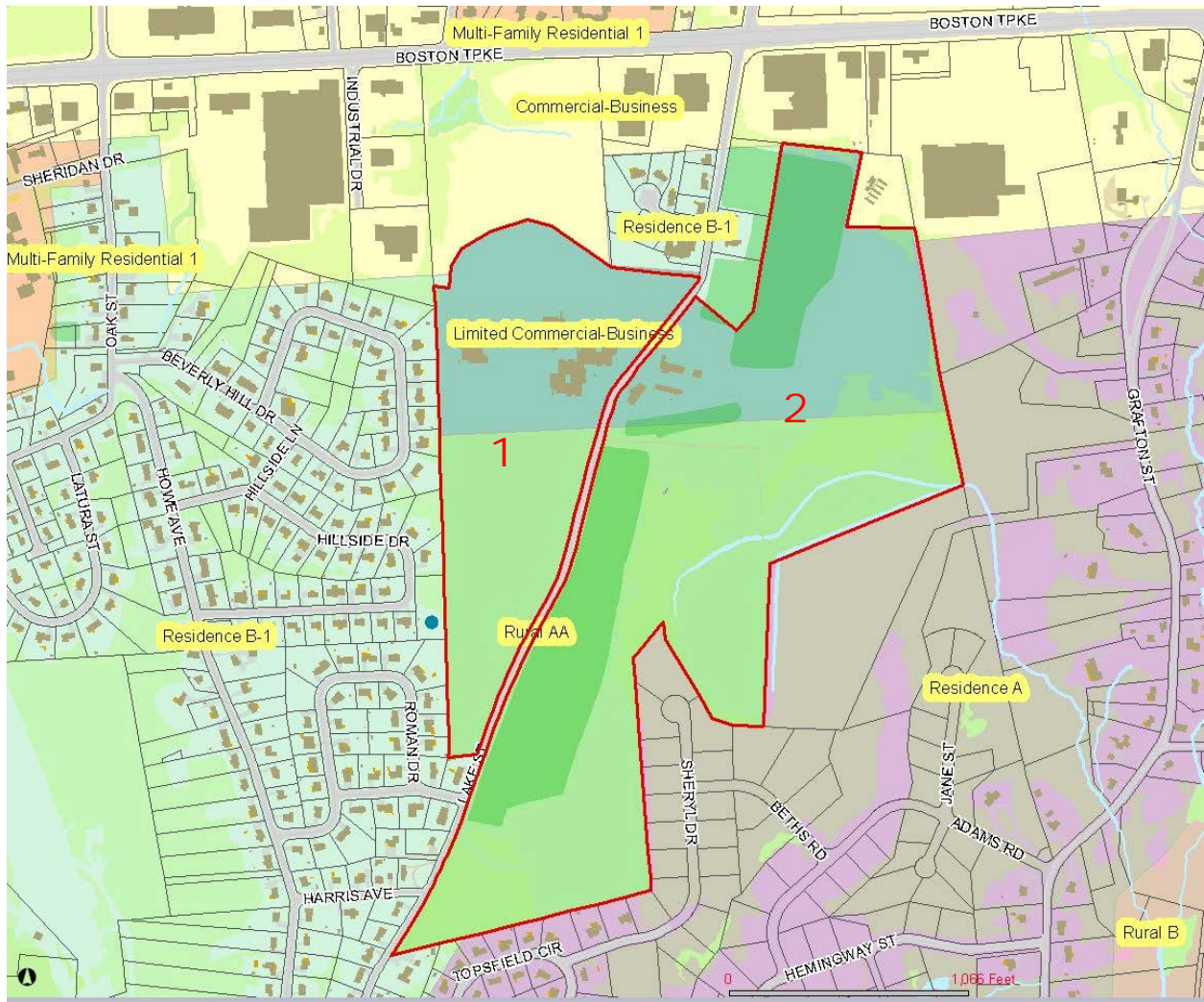


FIGURE 8 - GLAVIN PROPERTY ZONING DISTRICTS

At its May 2014 Annual Town Meeting, Article 23-Rezoning of a small portion of land from Rural AA to LCB (Figure 2- Proposed rezoning voted at annual town meeting 2014) was voted favorably. This amends the above map.

ZONING DISTRICT (USE)		MIN. LOT AREA (Sq. Ft.)	MIN. LOT FRONTAGE (Feet)	MIN. FRONT YARD (Feet)	MIN. SIDE YARD (Feet)	MIN. REAR YARD (Feet)	Min Open Space of Lot Area	MAX. BLDG HT (Feet) / STORIES	Max Lot Coverage
Limited Commercial Business (Generally commercial and business oriented)	All uses	40,000	150	40 ⁸	15 (100 when abutting a res dist)	25 (100 when abutting a res dist)	20%	40 / 3	50
Rural AA (Generally residential)	One family All other uses	45,000 45,000	150 150	50 50	30 30	50 50	25 25	35 / 2 -1/2 40 / 3	15 40%

TABLE 1- EXCERPT FROM SHREWSBURY ZONING BYLAW (AS AMENDED THROUGH OCTOBER 21, 2013)

⁸The minimum tract size for a Continuing Care Retirement Center, Country Club, or Day or Overnight Camp shall be five (5) acres, and each such tract shall have a minimum of one hundred (100) feet of frontage.

The Limited Commercial Business (LCB) Zoning District, which is zoning classification of the study area, allows the following uses by right:

Residential uses

- None allowed by right

Agricultural, Conservation, and Recreation Uses

- Certain conservation areas and picnic areas
- Fields and pastures,
- Certain small facilities for display and sale of agricultural products.
- Recreation, including golf courses, ski runs, parks (but not an amusement park), boating, commercial or club fishing and hunting (where legally permitted), and any non-commercial open-air recreation use. Storage uses shall be located subject to the same provisions which apply to farm buildings. (with restrictions)
- Veterinary hospitals, stables, and kennels used for commercial purposes, raising or breeding animals for sale, and boarding animals subject to the same conditions applicable to the location of farm buildings and to the grazing of farm animals.

Institutional Uses

- Public and non-profit schools and accessory uses
- Religious uses
- For profit schools, nursery schools and kindergartens, and colleges with or without dormitory facilities, including dance and music studios, provided adequate off-street parking areas in accord with Section VII D are provided, there is no external change of appearance of any dwelling converted for such use, and that no activity is carried on which results in objectionable noise audible off the premises.
- Museums (with restrictions)
- Nursing homes
- Assisted living residence (with restrictions)
- Non-profit medical science research laboratories and accessory uses thereto

Business uses

- Retail stores or service establishments
- Gift shops and places for display or sale of handicrafts
- Indoor or outdoor farmers markets
- Business or professional offices
- Offices for physicians, dentist or other health care practitioner
- Banks

- Banking machines, where public access is available from within a building and is operated in connection with other uses in the same building
- Membership clubs

Research and Industrial Uses

- Large scale ground mounted solar photovoltaic installation and appurtenant structures
- Printing or publishing establishments, photographic processing studios, medical or dental laboratories
- Electronic data storage centers

Accessory Uses

- Professional office or customary home occupations
- Other normal accessory uses
- Other cafeterias operated in connection with another permitted use.

The Limited Commercial Business Zoning District allows the following uses by special permit:

Residential Uses

- Senior housing

Agricultural, Conservation, and Recreation Uses

- None

Institutional Uses

- Hospital, sanitarium, ambulatory surgery center, outpatient medical clinic, including diagnostic lab as an accessory use (planning board permit)

Business Uses

- Banking machines, as a standalone structures or where public access is available via a drive up window or from outside the building
- Restaurants or other places for serving food within the structure
- Hotel, motel
- Bed and breakfast
- Funeral home
- Mortuaries or crematories
- Auditoriums, athletic facilities, health clubs, and other places of amusement or public assembly where activities take place inside the building
- Auditoriums, athletic facilities, health clubs, and other places of amusement or public assembly where activities take place outside the building
- General outdoor entertainment/assembly

- Theaters
- Passenger depots

Research and Industrial Uses

- Warehousing and distribution
- Utility structures greater than 200 square feet
- Wireless telecommunications towers
- Wireless communications antenna
- Parcel distribution centers and wholesale distribution plants

Accessory Uses

- Overnight storage, parking, or garaging of commercial vehicles of more than 14,000 pounds gross vehicle weight
- Restaurants, provided that their uses is in connection with a permitted use

Notable uses not allowed include the following:

- Continuing/continuum care retirement community
- Planned residential development?
- Country clubs
- Extended stay hotel
- Basic research and development, production and product assembly, laboratory testing and related uses
- Health care and educational facilities
- Mixed use developments

Rural AA District

The various uses allowed in the Rural AA district are quite typical for this type of zoning district which includes a variety of residential and agricultural uses. The following are allowed by right:

- One family detached dwellings,
- Certain conservation areas and picnic areas
- Fields and pastures, and other typical agricultural uses
- Certain small facilities for display and sale of agricultural products.
- Public and non-profit schools and accessory uses
- Religious uses
- For profit schools, nursery schools and kindergartens, and colleges with or without dormitory facilities, including dance and music studios, provided adequate off-street parking areas in accord with Section VII D are provided, there is no external change of appearance of any

dwelling converted for such use, and that no activity is carried on which results in objectionable noise audible off the premises.

- Certain accessory uses typical to allowed uses
- Cafeterias for employees and other normal accessory uses when contained in the same structure as a permitted use.

The following are allowed by special permit from the Planning Board:

- Accessory or in-law apartments,
- Senior housing
- Planned residential developments
- Day camps, and the like where tents are used for a shelter (with restrictions)
- Country clubs, provided that any buildings in connection therewith are located subject to the same conditions as apply to farm buildings. (with restrictions)
- Recreation, including golf courses, ski runs, parks (but not an amusement park), boating, commercial or club fishing and hunting (where legally permitted), and any non-commercial open-air recreation use. Storage uses shall be located subject to the same provisions which apply to farm buildings. (with restrictions)
- Veterinary hospitals, stables, and kennels used for commercial purposes, raising or breeding animals for sale, and boarding animals subject to the same conditions applicable to the location of farm buildings and to the grazing of farm animals.
- Museums (with restrictions)
- Cemeteries
- Hospital, sanitarium, ambulatory surgery center, or outpatient medical clinic, including diagnostic laboratory as an accessory use
- Nursing homes
- Assisted living residence (with restrictions)
- Indoor or outdoor farmers markets (special permit not by Planning Board)
- Business or professional offices
- Office for physician, dentist or other health care practitioner
- Bed and Breakfast
- Professional office or customary home occupation

The following are notable uses not allowed:

- Auditoriums, athletic facilities, health clubs, and other places of amusement or public assembly where activities take place inside the building.
- Auditoriums, athletic facilities, health clubs, and other places of amusement or public assembly where activities take place outside the building.
- General outdoor entertainment assembly

In 2011, the Town created a new use district, Rural AA, which provides for a density bonus by right (except for single-family homes) in developments that preserve at least 60 percent of the land for permanent open space. The first property placed in the district is a portion of the Glavin Center. Anticipating the Glavin Center's eventual closure and sale, Shrewsbury took steps to encourage appropriate reuse of the land by offering more density in exchange for mixed residential uses and open space. (Town of Shrewsbury Housing Production Plan, 2012)

The study area does not lie in the Shrewsbury Aquifer Protection Overlay District (April 5, 2012), the Flexible Development Overlay District (March 17, 2009), the Route 20 Overlay District (August 31, 2005), the Edgemere Village Overlay District (August 31, 2005), or the Lakeway Overlay District (May 2004). There are also no official town trails that intersect the area.

Site Development Standards

Of note are the site development standards for the Limited Commercial Business (LCB) district as applied in the north portion of the site as it abuts Residence A or Residence B-1 districts. The purpose of the district is to *"provide consumer goods and services."*

Due to the size, location, and layout of the site, there appear to be few site development requirements that could act as a constraint on re-use or redevelopment of the site. The residential uses to the west are buffered from the site with mature natural vegetation serving as a buffer between the service road of the site and the rear yards of residences. The residential use to the north has less vegetative buffer but there is sufficient land between the service road and the property line to establish a sufficient buffer. The use of privacy fencing or walls is also an option where a natural buffer is not sufficient or would take time to mature. Note that LCB requires a ten (10) foot buffer zone along the rear yard but as noted above, this should not be an issue for this site. Note that additional requirements are applied for uses such as hotels, or motels; Continuing Care Retirement Center; Country Club; or Day or Overnight Camps.

The LCB district dimensional standards allow a 3 story or 40 foot structure to be built on site. Other than a 20 percent open space requirement and a 50 percent lot coverage limitation, there are redevelopment opportunities which could allow additional density on site beyond what exists. However, the town may wish to consider an overlay district which could permit additional density and allow a developer to take advantage of the views afforded the hilltop location by allowing additional height (provided this was not problematic for abutting residential uses).

The juxtaposition of the Rural AA and other residential districts to the Limited Commercial Business that hosts the former Glavin Center Residential Campus can be developed in such a way that the uses allowed by right and those by special permit can coexist in harmony and even supportively. Parcel line

buffers and setbacks and site plan review will be important. Landscaped areas will help in creating smooth transitions between uses.

Vision and Long Range Planning in the Study Area

The Town's last Master Plan was completed in April 2001. In December 2003, the Town completed a Community Development Plan (under EO 418). This plan indicated that the town desired to consider allowing multifamily housing if supported with financial incentives if the state were to dispossess the former Grafton State Hospital property. There was also indication that the town had an interest in promoting office and research park space at the former Allen Farm and office and R & D in a campus like setting in the vicinity of I-290. At that time the Glavin Center was still in operation and presumably not considered for either housing or office space or R&D facilities. As of the writing of this report, May 2014, the Town is in the process of preparing a new Master Plan with the assistance of the Horsley Witten Group. Note that a comprehensive market study of the site was not conducted as part of the Master Plan project and thus any analysis provided by the consultant is preliminary. Consultant recommends that a market study be conducted to provide the Town with a more detailed assessment of specific development opportunities by sector.

Housing Objectives: The Town of Shrewsbury has 6.1% of its year round housing units classified as subsidized housing units for the purposes of Massachusetts General Law (MGL) Chapter 40B.⁹ The town has completed a housing production plan in 2012 certified by the Massachusetts Department of Housing and Community Development (DHCD).

Economic Development Objectives: The Master Plan consultant indicated that the Town wished to pursue commercial reuse or redevelopment opportunities on the portion of the Glavin property where the Glavin Center is located.

Open Space Objectives: The Master Plan consultant indicated that the Town wished to preserve much of the Glavin property as open space. The site including the Glavin Center currently has extensive green space surrounding the campus and the Town would like to see this remain largely undeveloped and preserved as is. The remainder of the PDA site includes athletic fields and cemeteries and these are proposed to remain as well.

Development Suitability

The site has many advantages for economic development:

- Municipal water and sewer is on site

⁹ Comprehensive Permit; Low or Moderate Income Housing (760 CMR 56)

- Route 9 is a well-established commercial/industrial corridor. However, the site is located off of this extensively developed commercial corridor and due to lack of visibility and access may not be suitable for certain commercial uses that require these criteria.
- The study area is approximately 0.4 miles from Route 9, 2.5 miles from the University of Massachusetts Medical School, 1.9 miles from Route 20 via Lake Street, and 4.3 miles to Route 290 in Worcester or 3.4 miles to Route 290 in Shrewsbury, giving the site convenient access to all of the region's major transportation routes.
- The site has advantages related to elevation giving it prominence both for excellent views from the site of the region and for visibility if a signature building were developed on the property.
- The site already possesses commercial zoning and the municipal land use plan recommends commercial, office, or mixed-use development on the site.

An additional consideration when analyzing commercial development suitability is traffic: the number of cars that travel past or in close proximity to the site. MassDOT shows a traffic count from 2012 of 38,000 ADT¹⁰ just east of Quinsigamond Avenue. That is the closest count they have to Lake Street on Route 9. This is significant, providing further incentive to develop the area. Regional traffic flow west of Lake Street on Route 9 was greater than 30,000 and to the east of Lake Street was 15,000 to 30,000. However, Route 9 in the vicinity of Lake Street was described as having Pavement Conditions in need of Structural improvements which can impact the average speed of traffic. Between 2001 and 2010, the observed morning peak hour average speeds east bound were 20-29 mph and west bound were 30-49 mph. Between 2001 and 2010, the observed evening peak hour average speeds east bound were 30-49 mph and the peak hour average speeds west bound were 30-49 mph. The average intersection delay at Lake and Route 9 was 2500 to 7500 car minutes per hour (The total number of minutes that drivers as a group wait at the intersection during the AM+PM hours), which is greater than 1,786 the average of all intersections studied between 1996 and 2010.¹¹ Since 2010, the intersection at Route 9 and Lake has been renovated. Lake Street however is a narrow and curvy road with poor sight lines and little to no shoulder and steep grades. It should be noted that community members have indicated varying opinions on the cutting of trees along Lake Street; some finding them aesthetically pleasing and traffic calming; while others consider them traffic hazards.

The Worcester Regional Transit Authority (WRTA) provides Fixed Route service from Union Station in Worcester to Shrewsbury Town Center via Maple Avenue and Main Street on Route 15. This closest flag

¹⁰ Average Daily Traffic

¹¹ Regional Transportation Plan, 2012, Central Massachusetts Regional Planning Commission & the Central Massachusetts Metropolitan Planning Organization

stop location to the Glavin Center is approximately 1.3 miles away from the Fairlawn Plaza on Maple Avenue.¹²

Development Constraints

There are no Areas of Critical Environmental Concern (ACECs); Natural Heritage and Endangered Species Program (NHESP) Priority Habitats or Natural Communities; certified vernal or potential vernal pools; Biomap2 Critical Natural Landscape or Core Habitat; Outstanding Resources Waters or Public Water Supplies in the study area. There does not appear to be land subject to the 100 foot or 200 foot Riverfront Area, and nor land in the 100 and 500 year flood plain.¹³

Development constraints primarily relate to:

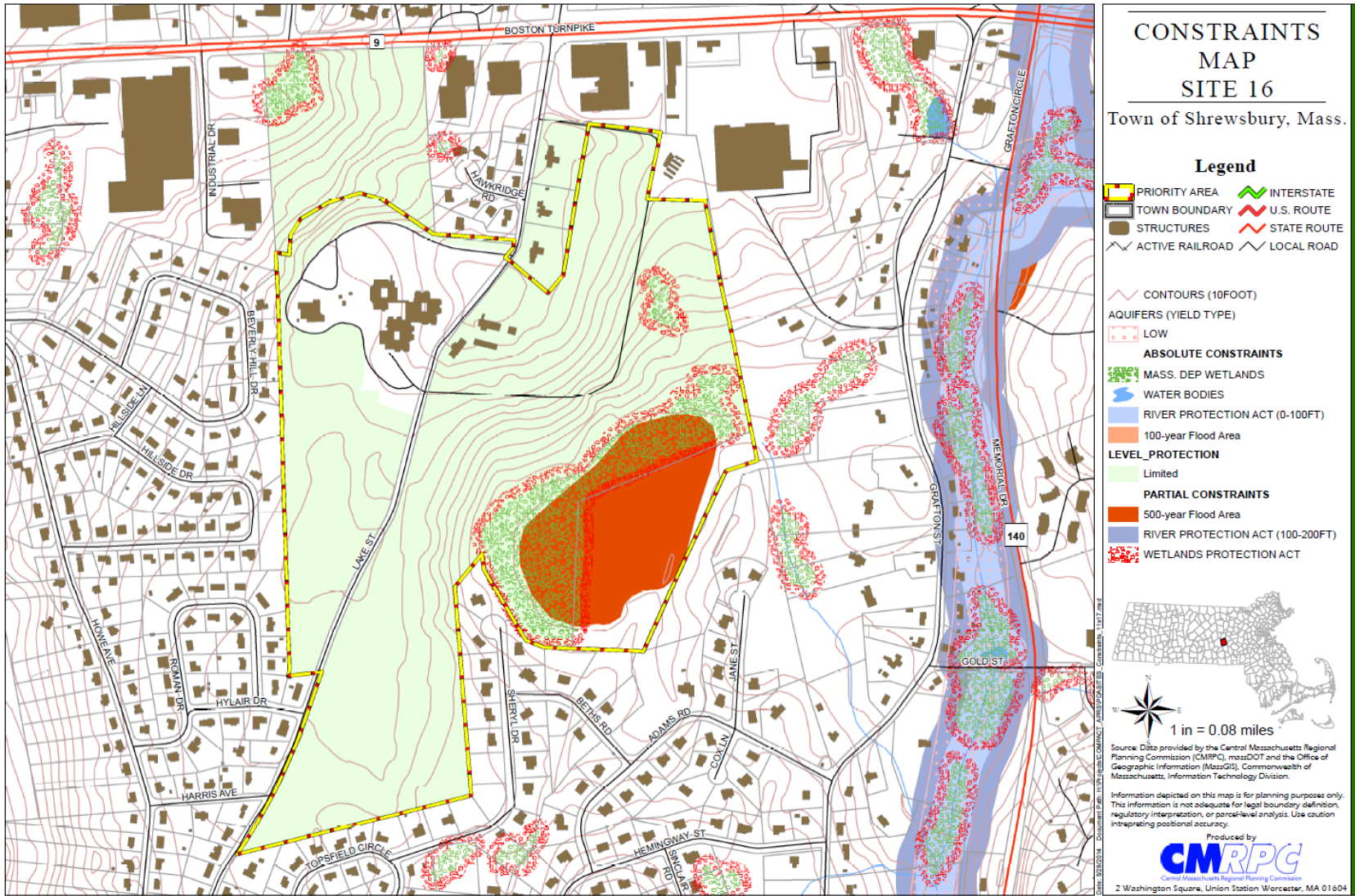
- Wetlands and other water resource areas. There are two wetland resource areas connected by a small stream on the lower eastern section of the farmed area east of Lake Street.
- Permanently protected open space. (There are two cemeteries on the lower section)
- Developed land (a constraint if existing development not marketable or re-useable and if redevelopment not financially feasible).
- Leased agricultural land
- Leased recreational land
- Land with slopes in excess of 25%. The study area has some sections where slope may present challenges depending on the nature of the development.

Overall Development Opportunity

According to an analysis done as part of the [495 Metrowest Development Compact Plan](#), the Glavin Site has approximately 121 acres of developable commercial zoned land and/or residentially zoned land. Note that developed land should be considered potentially re-developable given market demand, other constraints, and regulatory flexibility.

¹² <http://www.therta.com/schedules/route-15/> and <http://www.therta.com/wp-content/uploads/2014/01/Route-15.png>

¹³ http://maps.massgis.state.ma.us/dfg/biomap/pdf/town_core/Shrewsbury.pdf and http://maps.massgis.state.ma.us/map_ol/oliver.php



PRIORITY DEVELOPMENT AND PRESERVATION

FIGURE 9 - SITE CONSTRAINTS MAP

The site use and development opportunities can be summarized as follows:

- The Glavin Center facilities could be considered for renovation and reuse given its physical condition and market attractive layout and design. A minimum of repair and rehabilitation would be necessary in order to successfully market the property to a wide range of potential institutional or office users.
- The Glavin Center grounds are also a viable redevelopment site given the dimensional standards for the LCB district. However, redevelopment is only marginally viable at this threshold of redevelopment and the Town may wish to consider upzoning to facilitate greater redevelopment opportunities (via an overlay). Redevelopment may be suitable for office or institutional uses, higher density residential uses, or some market appropriate mixed use development.
- The agricultural lands (49 acres) at the lower right portion of the site are leased for 25 years but given the zoning of Rural AA could be developed for 25 single-family homes. This site may be a good candidate for Open Space or Conservation subdivision design that could protect some of the agricultural lands for planting or pasture. Alternatively, based on the Town's desire to protect and preserve agricultural lands, it may wish to designate this for preservation and lease it for production, create a Town farm park (See Brooksby Farm in Peabody), or similar.
- The existing cemeteries associated with the Glavin Center use are presumed to be designated for protection in perpetuity. However, the relocation of these burial grounds may be an option which would allow for additional residential development opportunity or recreational fields.
- The soccer fields are leased to the Shrewsbury Youth Soccer Association (SYSA) for the next 25 years. Due to the difficulty in locating youth sports facilities, it is presumed that this use will continue in perpetuity. However, should the Town relocate these fields and terminate the lease arrangement with SYSA, an additional 13 residential units could be developed under Rural AA zoning.

Recommendations and Next Steps

As discussed above, the study area contains approximately 42 acres of developable commercial/industrial land located on Lake Street a short distance from Route 9 with access to both municipal water and sewer infrastructure and several major regional and interstate roadways. Given the obvious positive attributes of the site, the goal of this analysis is to recommend additional incentives that could encourage a prospective developer to choose this site. The Limited Commercial-Business zoning district allows a variety of commercial and industrial uses, most by-right, which indicates

the Town's desire to encourage development in the study area. However, uses should be considered which align with the opportunities and constraints that the site possesses. For example, the Master Plan consultant indicates that retail uses may not be the optimum use of the site due to its location off the Route 9 commercial corridor. However, uses such as office or mixed residential and office may be more realistic and viable in this location. One additional way the Town could attract development to the site is to designate it as a Priority Development Site (PDS) under MGL Chapter 43D, the Expedited Permitting law¹⁴.

The site is seen as sufficiently attractively located to not require aggressive economic development tools such as Tax Increment Financing or similar mechanism. However, financial feasibility of rehabilitation or redevelopment may not be attractive enough via pure market forces. CMRPC sees the greatest opportunity presenting itself if the density were increased moderately.

Northeastern University's Dukakis Center for Urban and Regional Policy conducted an Economic Development Self-Assessment Tool (EDSAT) for Shrewsbury in December of 2013. The results of this self-assessment indicate that a long permitting process may be a disadvantage that if addressed could enhance economic development opportunities in general in Shrewsbury, and by inference for the Glavin site specifically. The EDSAT also recommended the Town develop an economic development vision for the Town that includes a marketing plan. Such a plan could also be enhanced by a comprehensive market opportunities study. Such a study could identify specific sites or parcels for develop recommendations on. The Glavin site could be one such site as the Master Plan consultant recommended. Judi did not note any specific economic development action that related to the Glavin site in our conversation or email. If Town wishes further follow up on this, we can do so.

Expedited Permitting

A Chapter 43D Priority Development Site designation is a logical next step for this site to incentivize development. In August 2006, MGL Chapter 43D Permitting was enacted into law, establishing an inventory of Priority Development Sites (PDS) on which municipalities offer a maximum of 180-day local permitting process. Cities and towns that opt into Chapter 43D are able to target areas, through a streamlined local permitting process, specific for economic development. In May of 2007, the Cen Tech Park North (Allen Property) and Cen Tech Park East in Shrewsbury were identified and approved for inclusion in this program. Shrewsbury Principal Planner, Kristen Las, is the Municipal Contact. Other nearby communities participating in Chapter 43D:

¹⁴ www.mass.gov/hed/business/licensing/43d

- Worcester—4 sites
- Marlborough—4 sites
- Grafton—2 sites
- Boylston—2 sites
- Northbridge—2 sites
- Sutton—1 site
- Sturbridge—5 sites
- Uxbridge – 1 site

What is a Priority Development Site (PDS)?

A “PDS” is a privately or publicly owned property that is:

- zoned for commercial, industrial, residential, or mixed use;
- eligible under applicable zoning provisions, including special permits or other discretionary permits, for the development or redevelopment of a building at least 50,000 square feet of gross floor area in new or existing buildings or structures; and
- designated as a priority development site by the state Interagency Permitting Board.

It is important for the Town to know that:

- Nothing in the law alters the substantive jurisdictional authority of local boards or departments.
- The law does not require that a permit application is approved.
- The law only requires that all decisions are rendered within 180 days.

This designation would benefit the Town and the property owner in the following ways:

- Priority consideration for state grants;
- Priority consideration for quasi-public financing and training programs;
- Brownfields remediation assistance;
- Online marketing of the site and promotion of the Town’s pro-development regulatory climate;
- Technical assistance provided by the regional planning council;
- Competitive advantage for economic development opportunities.

A Chapter 43D Priority Development Site designation is a logical next step for this site to incentivize development. As an alternative to a formal 43D designation, the Town could consider a more active role in promoting the development opportunity. The Town already maintains a listing of Vacant Developable Commercial/Industrial land, which includes the Glavin Center’s 120.91 acres with 1.1% lot coverage. Municipal websites are often one of the first places that site selectors look when researching locations for potential development. Actively promoting specific locations and other benefits to developing or expanding in Shrewsbury is important in this competitive market.

Concurrent with either of these processes, an analysis of the required landscaped buffers that might exist at the parcel boundaries between the residential districts Rural AA, Res A- 1 and Res B-1 and the

Limited Commercial Business District should be performed. As mentioned earlier in the report, a required buffer could be a significant requirement for some used that may have a significant impact on potential commercial or residential development proposals, particularly as the zoning bylaw does not provide for Planning Board discretion should the proposed development not warrant such significant buffers. However, it appears that the existing 10 foot buffers will be little problem for the site. For flexibility for this site and overall development review consideration, the Town could consider either including more discretion in the bylaw language, or even alter that particular area's zoning district to acknowledge its unique location as being directly adjacent to a residential zone. Perhaps a transition zone of some kind could reflect both the Town's goals for economic development as well as the proximity to residential homes. In summary, given the availability of water and sewer infrastructure, by-right zoning that promotes economic development, and its location on a well-traveled route, this portion of the Glavin site has the potential for positive development and/or redevelopment.

Summary of Recommendations

- Seek an Environmental Site Assessment consistent with Chapter 21E regulations from the current site owner, DCAMM, to identify any residual contamination from previous activities and to estimate level of investment needed to mitigate for future uses.
- Consider adopting Chapter 43D Expedited Permitting in key locations to address perception of long permitting timeframes.
- Promote the development opportunity on the Shrewsbury website.
- Consider a comprehensive market study for the Town (as would coincide with an economic development strategy recommended by EDSAT) or at minimum a market study for the site to confirm highest and best uses for the property.
- Facilitate a community design and planning charette to consider preferred design features
- Consider compatible uses joining agricultural, recreational, commercial, and residential components.
- Develop Site Plan and Design Review criteria and preferences
- Review landscape buffer requirements in the Rural AA and Limited Commercial Business District
- Consider a zoning overlay district that would incorporate use, site plan review, and buffer requirements and could provide additional density to make redevelopment more attractive.
- Promote the salvage or reuse unneeded surplus kitchen, bathroom, or medical fixtures and apparatuses

Possible Development Scenarios that could be promoted or explored include

- Maintaining as a residential institutional, senior housing, continuing care
- Educational (charter or private school)
- Mixed Retail and Office or Office Space Only (Medical Office in conjunction with any senior facility?)
- Hotel, Motel, or Resort Conference Center
- Indoor Recreational facilities

- Planned residential development (including conservation subdivision design to protect open space)
- Mixed residential (incl. senior housing) and commercial/office

References

[495/Metrowest Development Compact Plan, March 2012](#) (In collaboration with EOHED, MAPC, MWRC, Massachusetts Audubon, and 495/Metrowest Partnership)

[Greater Worcester Area Comprehensive Economic Development Strategy](#), 2012

Property Condition Report, Glavin Center, Shrewsbury, MA Project #700805.00, June 2013, Sebesta Blomberg

[Regional Transportation Plan, 2012](#), CMRPC & the Central Massachusetts Metropolitan Planning Organization

[Shrewsbury Open Space and Recreation Plan](#), 2012

[Town of Shrewsbury Housing Production Plan](#), November 2012, Community Opportunities Group, Inc.

Town of Shrewsbury Community Development Plan, December 2003, Community Opportunities Groups with assistance from CMRPC

Town of Shrewsbury Master Plan, April 2001, Daylor Consulting, Inc.

Town of Shrewsbury, Massachusetts, Zoning Bylaw as amended through October 21, 2013

Route 9 East (Shrewsbury Westborough Corridor Profile, CMRPC in conjunction with the Central Massachusetts Metropolitan Planning Organization (CMMPO) Transportation Management Systems Programs, October 2005