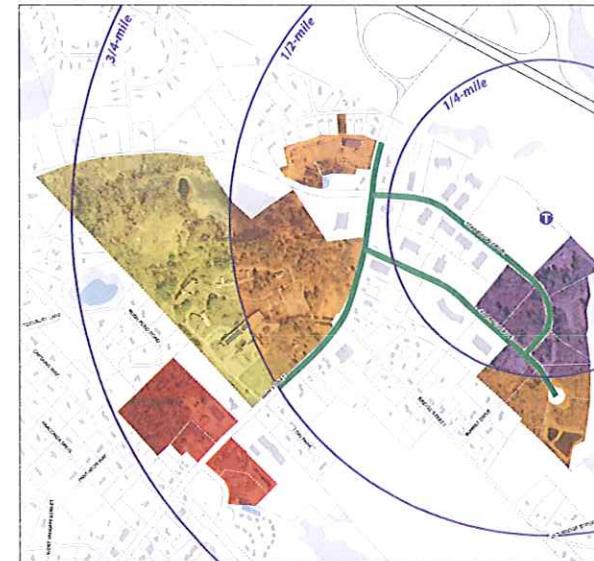


Town of Lakeville
State Hospital and Route 105 Redevelopment Study
April 2016



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The preparation of this report has been financed through a grant from the Massachusetts Department of Transportation.

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Para solicitar una traducción de este documento al Español, por favor llame 508-824-1367.

Para solicitar uma tradução deste documento para o Português, por favor ligue 508-824-1367.

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The Town of Lakeville Economic Development Committee
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Massachusetts Department of Transportation (MassDOT):

Stephanie Pollack, Secretary and CEO
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I. INTRODUCTION

Since its closure in the early 1990s, the Lakeville State Hospital has been the subject of numerous plans and bylaw amendments. Some of these initiatives received active support from local officials, nearby residents, and the Town as a whole. Other plans were less successful. This mixed record - along with regional real estate market fluctuations and outstanding infrastructure needs (wastewater service) - have stalled any redevelopment of the site.

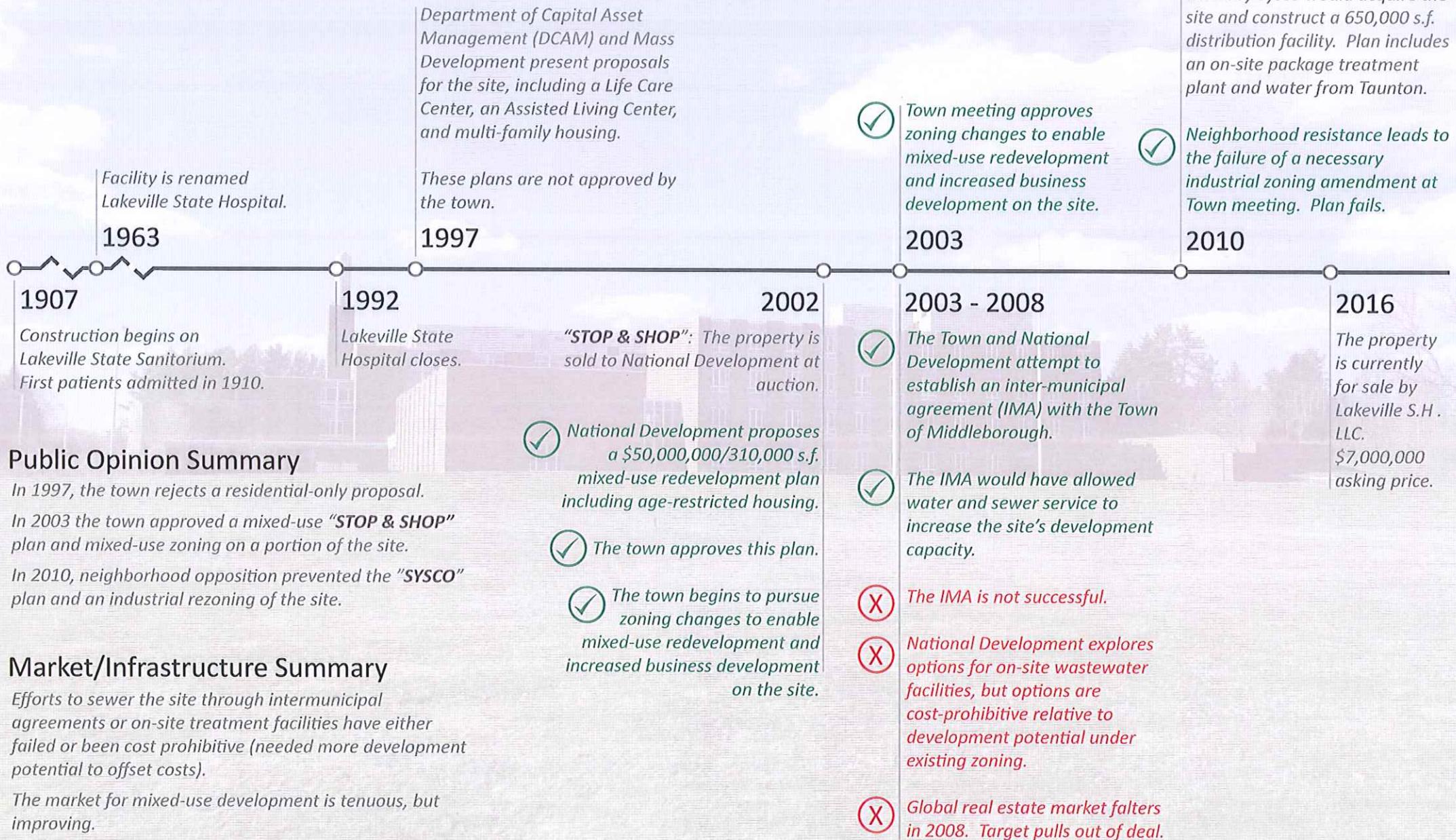
While the State Hospital is a key component of this report, the 431-acre study area (which is centered on the Route 105 corridor from the Middleborough town line to Clear Pond Road) also contains the Middleborough/Lakeville MBTA Commuter Rail station. In 2013 (the most recent year with complete data), this station ranked 25th (out of 133 stations in the commuter rail system) in terms of inbound ridership, with almost 900 daily boardings. The station is a major competitive advantage in our relatively transit-poor region; it has generated recent “transit-oriented development (TOD)” in the form of over 200 Chapter 40R multi-family housing units and modest supportive commercial uses. Additionally, the study area also benefited from the 2012 relocation of Route 79 - a \$2.8 M investment by MassDOT.

The goal of this report is to identify the area’s complex dynamics, to identify the main hurdles that are preventing growth, and to use current, accurate information and input from the Town to identify preferred redevelopment scenarios. The report will also identify necessary actions to pursue in order to achieve the Town’s goals for the State Hospital and other sites. It is the Town’s hope that this “menu of options” will lead to positive change for the area and for Lakeville as a whole.

II. EXISTING CONDITIONS ANALYSIS

SRPEDD conducted a thorough existing conditions analysis for the corridor. The work, which begins on page 1, includes a series of mapped data layers including study area orthophotography, parcels, land use, zoning, PDA and PPA designations, ownership patterns, economic development assets, water resources and wetlands, open space, habitat areas, agriculture, crash data, traffic and roadway conditions, flood plains, land values and other information. This data was compiled to assist the Town in making informed decisions on the best locations for potential new development and/or redevelopment opportunities along the corridor.

Lakeville State Hospital Time Line



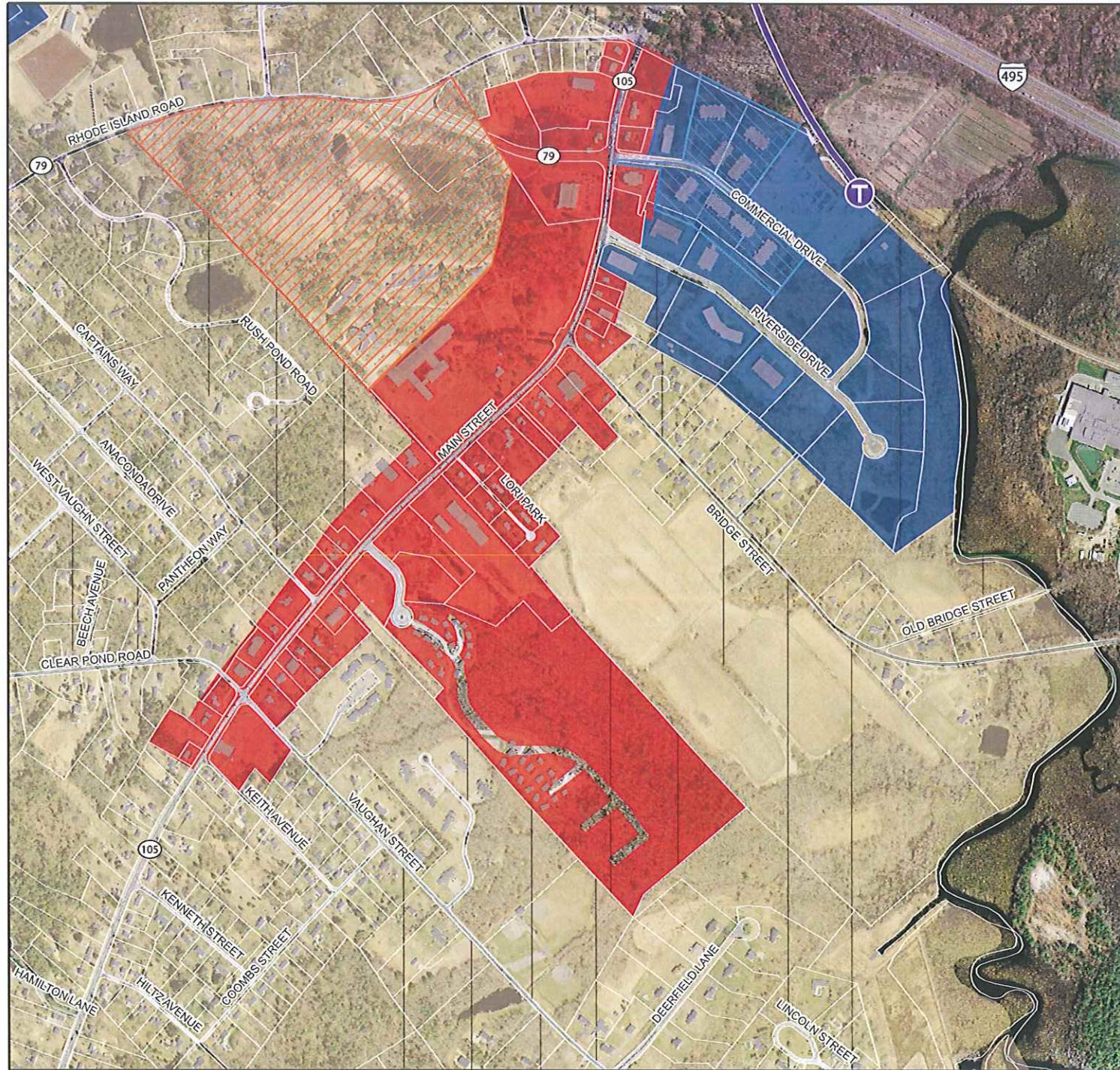
Map 1: Study Area Zoning

Map 1 depicts Town of Lakeville Zoning Districts. Business and Industrial districts surround the Route 105 corridor at various depths (from the public right of way) ranging from approximately 200' to approximately 2,500'. Some Commercial zones "split" parcels, creating portions of properties zoned Business (adjacent to the roadway) and other portions of the same property zoned Residential (away from the roadway).

Mixed Use and Chapter 40R Smart Growth Overlays are also present. They are located on the rear portion of the State Hospital Site (the portion that is not zoned Commercial) and to the west of the MBTA Commuter Rail station.

The remainder of the area is zoned Residential.

This document will consider parcels that were either (a) within, (b) touched by, or (c) adjacent to non-Residential zoning to be part of the study area. This results in the Study Area Parcels map (Map 2) on the opposite page.



Town of Lakeville State Hospital and Route 105 Redevelopment Study

Map 1: Study Area Zoning

- Residential
- Business
- Industrial
- Mixed Use Overlay District
- Smart Growth Overlay District (CH 40R)
- Parcels
- Buildings

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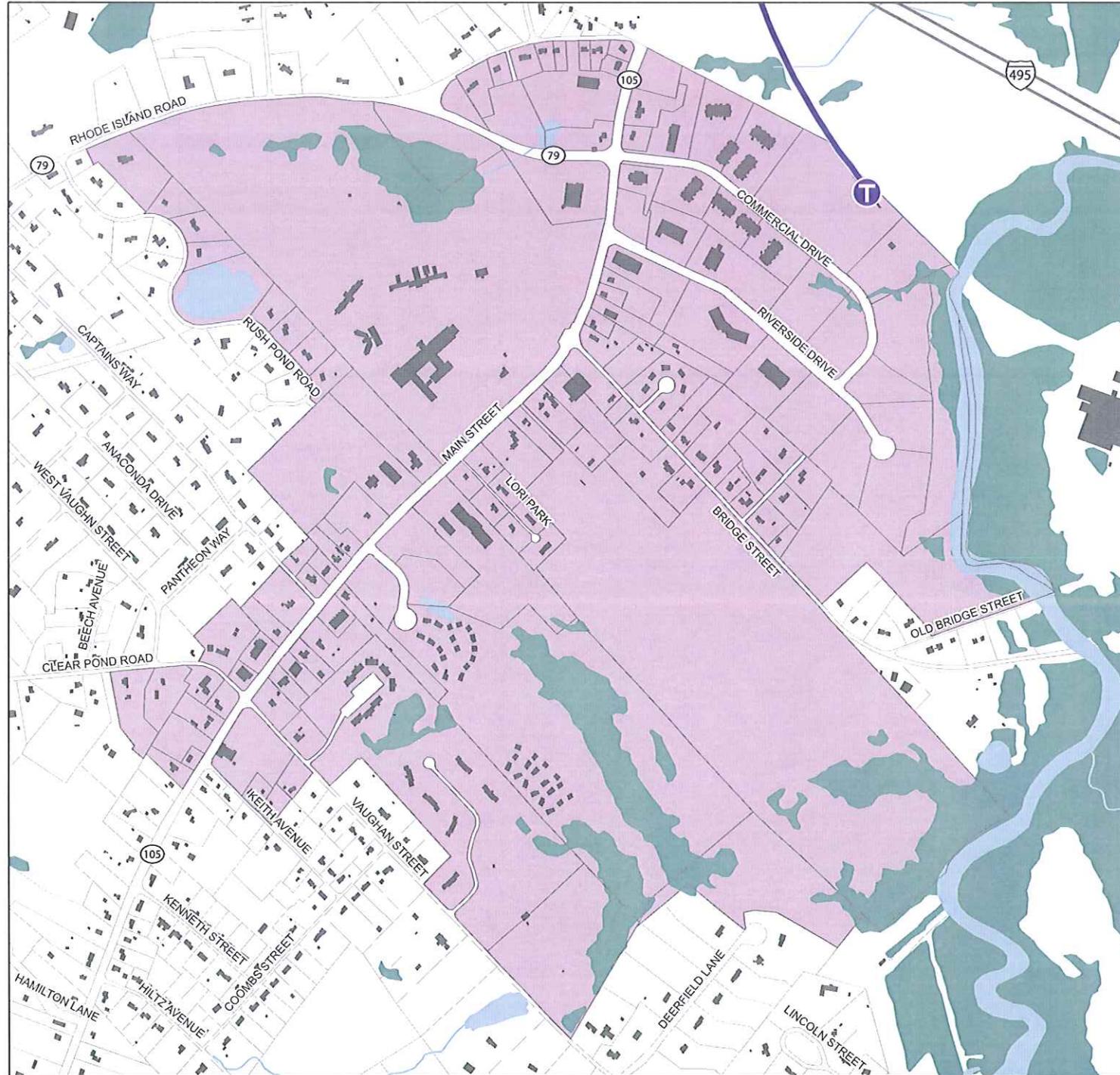
1

Map 2: Study Area Parcels

Map 2 shows parcels that are either (a) within, (b) touched by, or (c) adjacent to non-Residential zoning. These properties are considered to be part of the study area.¹ All subsequent property-related analysis (such as land use and ownership patterns) is limited to these properties.

These parcels account of a total of 431 acres, or 0.67 square miles.

¹Please note that seven (7) parcels on Bridge Street and two (2) parcels on Sunset Drive were manually added the study area. This was done in order to avoid omitting these nine (9) properties while all surrounding parcels were included (in otherwords to avoid a "donut hole" in the study area.)



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Map 2: Study Area Parcels and Context

- Study Area Parcels
- Structures
- MassDEP Wetlands
- Water
- Parcels

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Map 3: Land Use Patterns

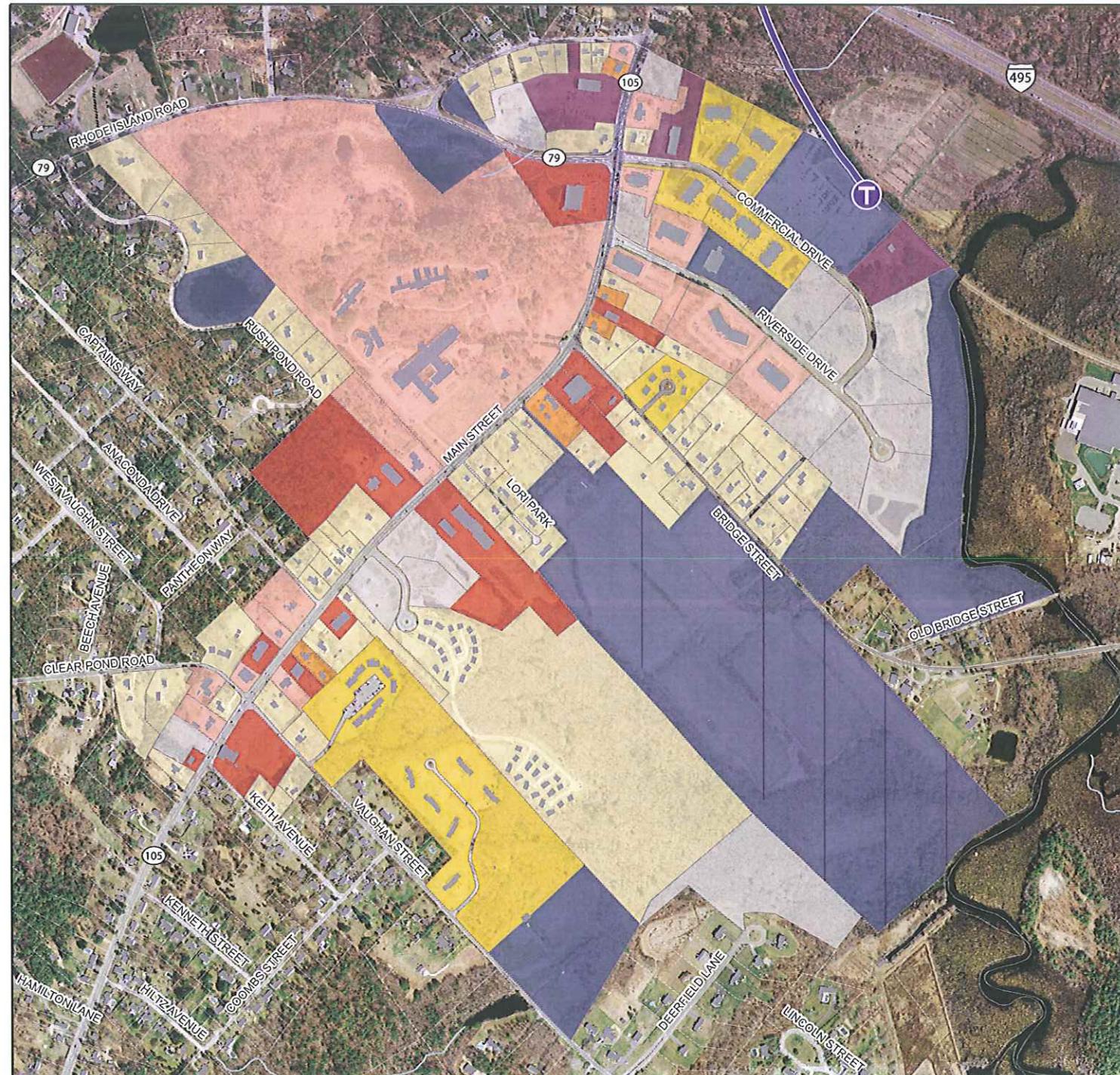
Study area parcels are portrayed here with conventional land use colors according to their MassDOR Land Use Classification Codes.

Institutional land uses (owned by entities such as municipalities or the the Commonwealth of MA) and vacant land make up 28.2% and 10% of the study area land, respectively.

Residences with less than 4 units (22.8%) and apartments greater than 8 units (8.9%) are also significant land uses in the area. In fact, the apartment parcels alone account for 280 units of housing on 38.35 acres of land for 7.3 units per acre (UPA).

Assessors records indicate that office uses account for 20.4% of the land area. However, the underutilized 66.22 acre State Hospital parcel accounts for nearly three-quarters of that figure (74.6% of office land and 15.4% of the study area as a whole.)

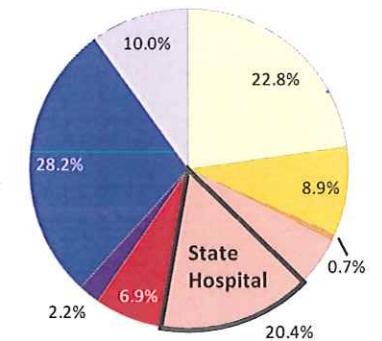
For the purposes of economic development, promising land use patterns can include vacant land that is fairly distant from existing neighborhoods, clusters of commercial land, and a broad mix of uses - all of which are present in the study area.



Town of Lakeville State Hospital and Route 105 Redevelopment Study

Map 3: Study Area Land Uses (MassDOR 2-Digit Land Use Classification Codes)

- Residences < 4 units (10)
- Apartments > 8 dwelling units (1120)
- Multiple-Use (01, 03)
- Offices (34)
- Commercial (14, 30, 32, 33)
- Industrial (31, 40)
- Institutional (90, 92, 93, 95, 97, 99)
- Vacant (13, 39, 44)
- Parcels Outside the Study Area
- Buildings



431 TOTAL ACRES

Please note that, while Assessors records classify 20.4% (or 88.75 acres) of land in the study area as office uses, the underutilized 66.22 acre State Hospital parcel accounts for nearly three-quarters of that figure (74.6% of office land and 15.4% of the study area as a whole.)

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Map 4: 2013 Priority Development Areas (PDAs) and Priority Protection Areas (PPAs)

In 2013, Lakeville updated its community PDAs and PPAs as part of the land use planning associated with the South Coast Rail project. These sites are basic designations of where the community would like to encourage growth (PDAs) and conservation (PPAs). For more information, please see www.srpedd.org/scr-update.

SRPEDD and the Commonwealth designated Regional and State Priority Areas from among those identified by cities and Towns. Map 4 depicts those sites. Regional and State Priority Areas typically receive priority status in state conservation efforts (PPAs) and infrastructure funding programs such as MassWorks (PDAs).



Town of Lakeville State Hospital and Route 105 Redevelopment Study

Map 4: State and Regional Priority Areas

- Priority Development Areas (PDAs)
- Priority Protection Areas (PPAs)
- Structures
- Parcels
- Commuter Rail Station 1/2-mile Radius

According to MBTA ridership statistics, the Middleborough-Lakeville Commuter Rail Station has 886 boardings on an average weekday.

The MBTA parking lot has 769 total automobile parking stalls.

- 146-04 State Hospital Site
- 146-05 Bridge Street Farm
- 146-12 Vaughn Street Farms
- 182-11 Surface Water Protection Area (Middleborough)

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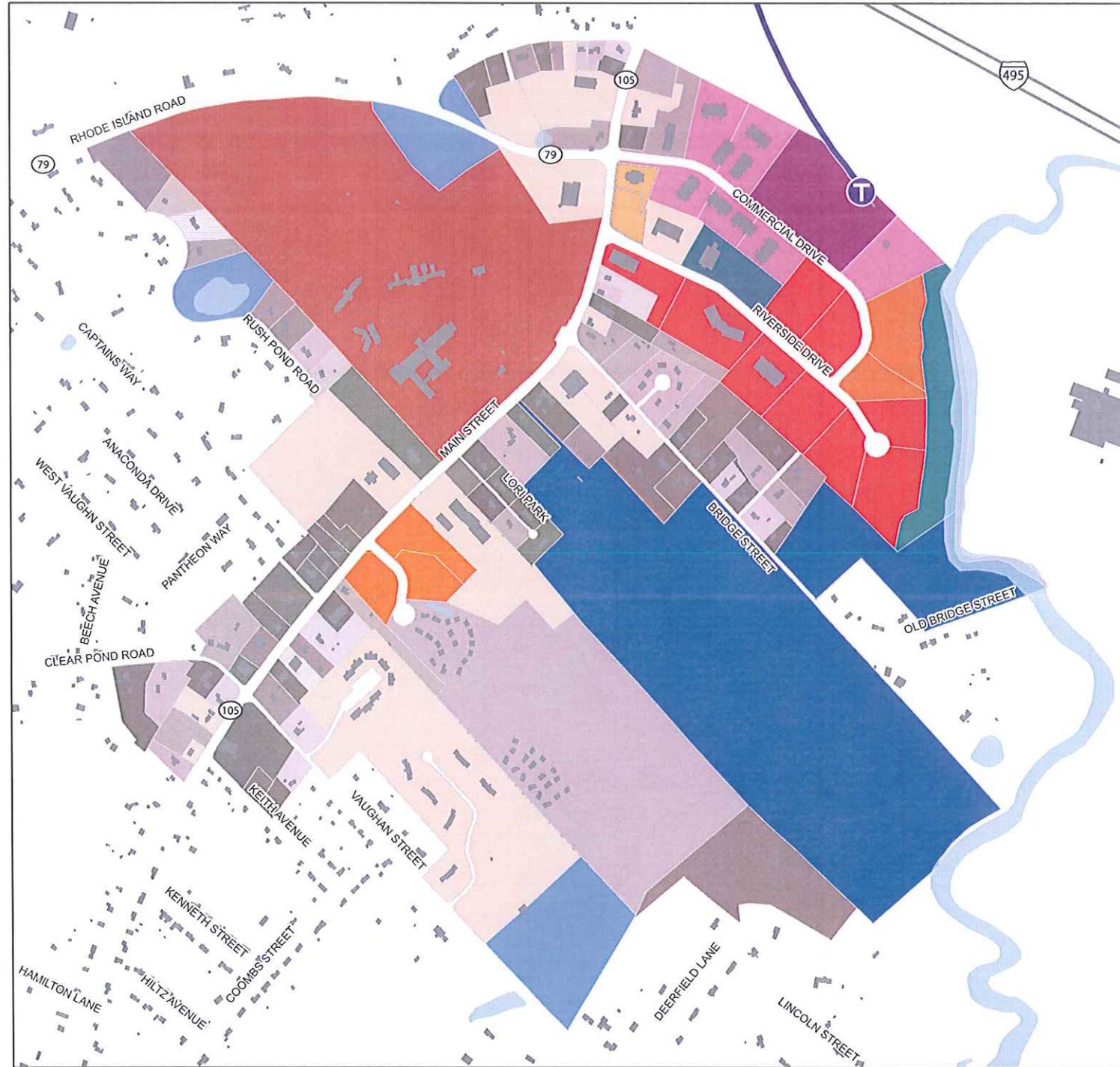
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Map 5: Ownership Patterns

Map 5 depicts ownership patterns in the study area. Individual land owners are depicted in shades of grey; these are largely single family homes. Various institutions (such as the Town, the MBTA, and the Wildlands Trust) are depicted in shades of blue, purple, and green.

Individual commercial entities are depicted in light pink. Numerous well-placed, consolidated holdings, many of which are owned by commercial entities, are depicted in darker shades of red and orange. These types of undeveloped, single-owner, contiguous holdings can facilitate economic development efforts and are taken into account when examining site-specific proposals.



Town of Lakeville State Hospital and Route 105 Redevelopment Study

Map 5: Ownership Patterns

- Individual Property Holders
- Individual Commercial Entities
- Town of Lakeville
- Commonwealth of MA
- US Postal Service
- MBTA
- KCLS Associates LLC/KCLS Construction
- The Wildlands Trust
- Lakeville Hospital Realty LLC/Ahold USA
- Canpro Investments LLC
- Commercial Drive Realty LLC
- Benoit
- Conway
- Water
- Structures

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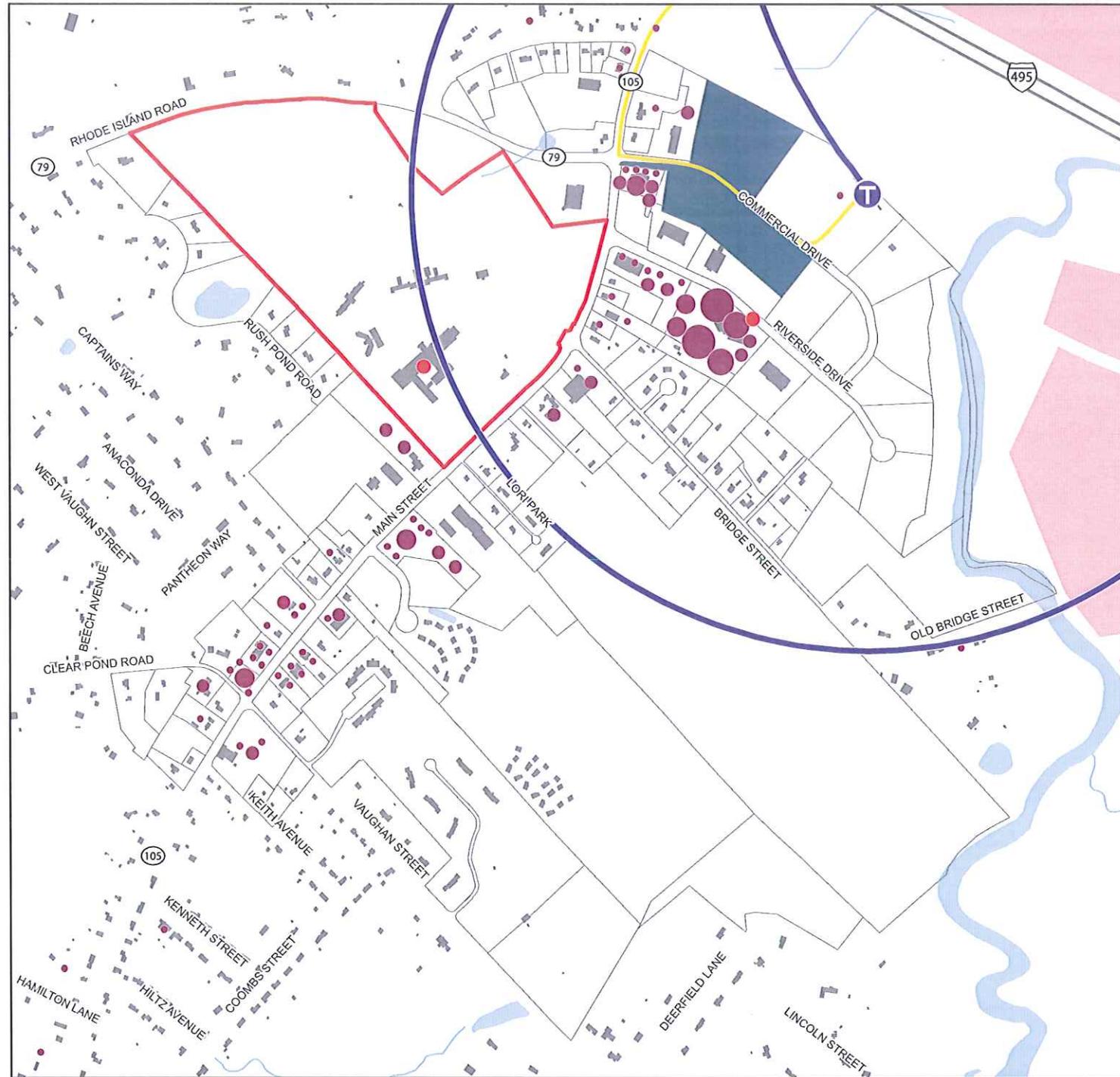
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Map 6: Current Assets for Economic Development

Map 6 presents a survey of general assets common to economic development planning. Firms (from 2010), the Chapter 40R Smart Growth District, any nearby supporting services and infrastructure are depicted.

In 2010, there were 62 firms in the study area with a total employment of 580 and an average of 9.4 employees per firm.

The area lacks supportive water and wastewater infrastructure. However, Lakeville is designated as a Massachusetts Office of Business Development (MOBD) Economic Target Area (ETA) and has identified two (2) Economic Opportunity Areas (EOAs) in the study area - the "Lakeville Corporate Park" and the State Hospital site. Lastly, the State Hospital site is an EOHEd Chapter 43D Priority Development Site (PDS). All of these designations are advantages for economic development. Moreover, the MBTA commuter rail station is a significant competitive advantage in our relatively transit-poor region.



Town of Lakeville State Hospital and Route 105 Redevelopment Study

Map 6: Current Assets for Economic Development

- Firms (2010 Infogroup data)
- Economic Opportunity Areas (EOAs)
- Study Area Parcels
- EOHEd Chapter 43D Priority Development Site (PDS)
- EOHEd Chapter 40R District
- Sewered Areas
- GATRA Bus Transit Service
- Commuter Rail Station 1/2-Mile Buffer
- Water
- Structures

- 1 - 5 Employees
- 6 - 10 Employees
- 11 - 20 Employees
- > 40 Employees

In 2010, there were 62 firms in the study area with a total employment of 580 and an average of 9.4 employees per firm.

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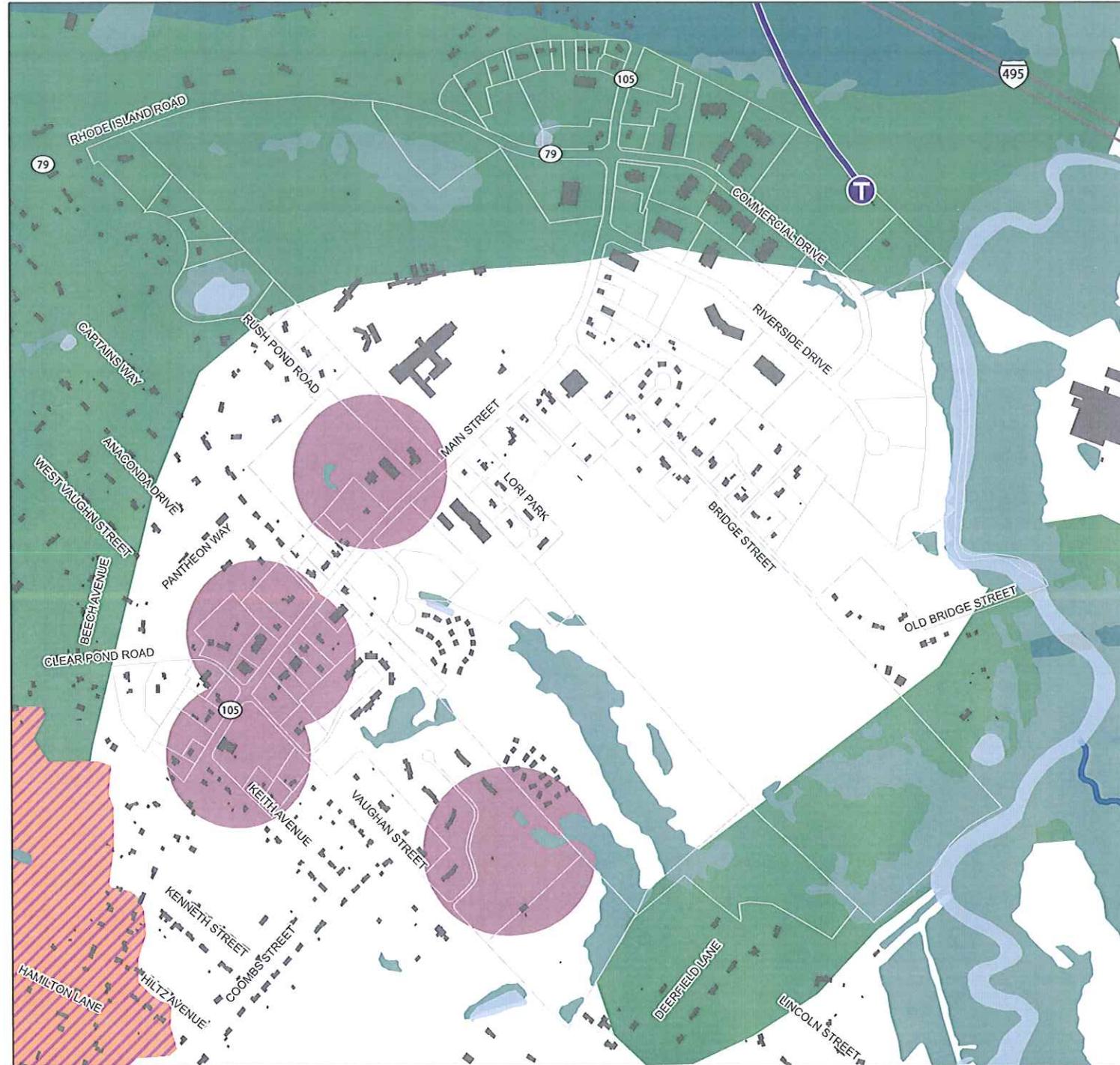
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Map 7: Water Resources and Wetlands

Both the northwestern and southeastern portions of the study area contain significant aquifers. Various MassDEP wetland bodies and Interim Wellhead Protection Areas (IWPAs) are present and are also pertinent to site-specific development or redevelopment proposals. Redevelopment should attempt to minimize impacts of water resources through the use of low impact development techniques and appropriate site planning.

An Outstanding Resource Water and Zone C Surface Water Protection Area associated with the Assawompset Ponds complex is just outside the study area to the south.



Town of Lakeville State Hospital and Route 105 Redevelopment Study

Map 7: Water Resources

- MassDEP Wetland Bodies
- MassDEP Medium-Yield Aquifer
- MassDEP High-Yield Aquifer
- MassDEP Interim Wellhead Protection Area
- MassDEP Outstanding Resource Water and Zone C Surface Water Protection Area
- Study Area Parcels
- Structures
- DFG Coldwater Fisheries
- Water

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Map 9: Protected and Recreational Open Space

Open spaces can serve as assets to economic development; they can also indicate areas where the Town may choose to avoid any disturbance associated with the built environment. Parcels with permanent conservation easements are, of course, "out of play" for development considerations. However, these and other open space and recreation areas should be accounted for in all development proposals. Several such parcels are on the outskirts of the area.



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Map 9: MassGIS Open Space

- Protected In Perpetuity
- Study Area Parcels
- Structures

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Map 10: Agriculture

Agriculture plays an important role in the economy and character of Southeastern Massachusetts. Moreover, Executive Order 193 (no state action should contribute to the loss of farmland of all prime or statewide importance) affords some protection to agricultural soils.

Further disturbance to these soils - particularly those that are under current cultivation - are important considerations during the course of site specific economic development.



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Map 10: Agricultural Soils

- NRCS-SSURGO-Certified Soils: All areas are prime farmland
- NRCS-SSURGO-Certified Soils: Farmland of statewide importance
- Study Area Parcels
- Structures
- Water

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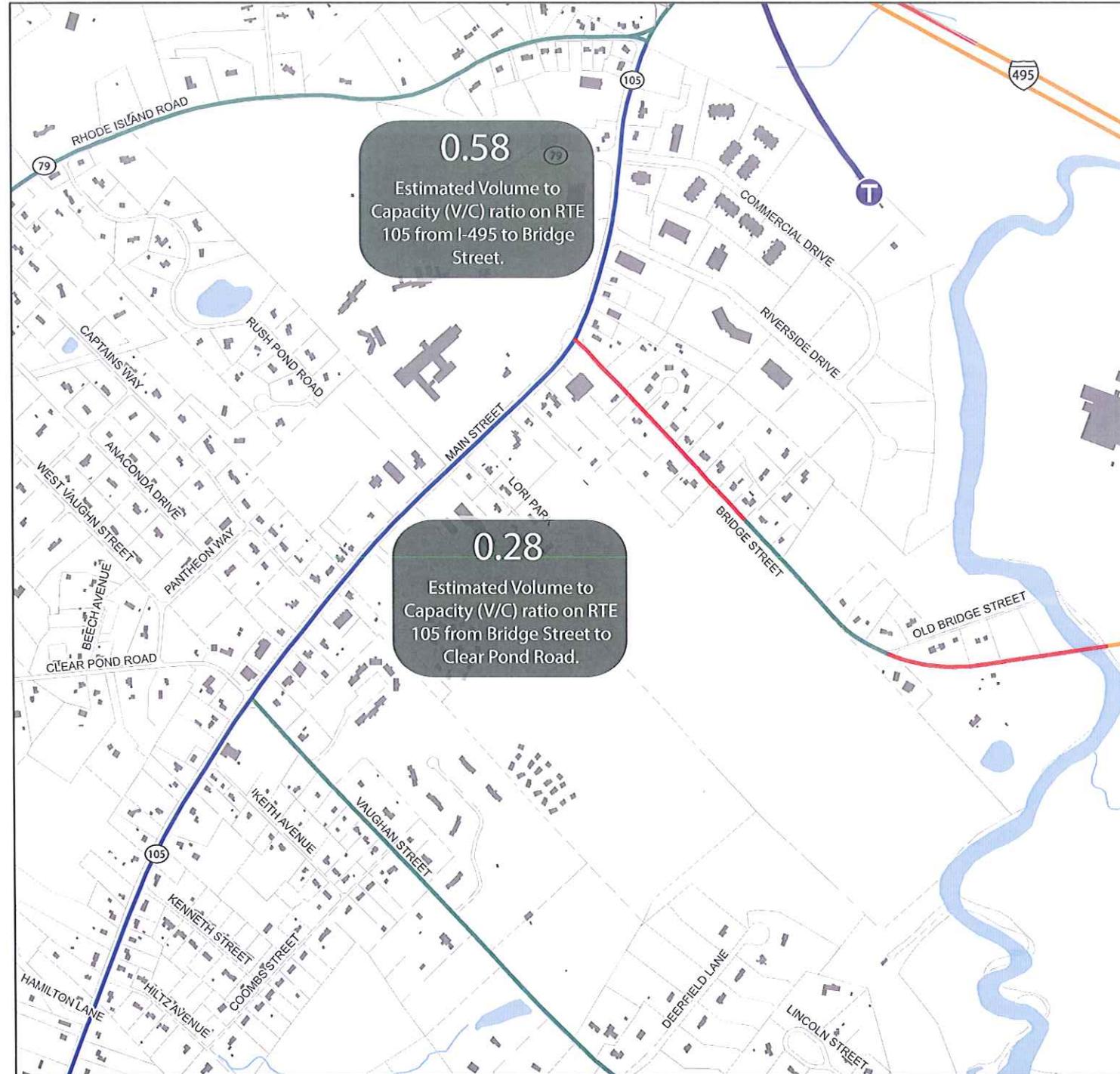
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Map 11: Traffic and Roadway Conditions

Traffic and roadway conditions along RTE 105 are good. Pavement conditions are "excellent" along the entire corridor. (2008 data will be updated later in the summer of 2015.)

The average daily traffic (ADT) at the along the roadway is 12,114. This compares to the average Volume to Capacity (V/C) ratio of between 0.58 and 0.28 - levels below that of congestion conditions (0.8).

Taken as a whole, it is unlikely that any moderate economic development activities will adversely affect the quality of the corridor - particularly if a comprehensive redevelopment strategy (one that incorporates multi-modal planning and town design principles such as traffic calming, pedestrian connections, and streetscaping) is employed to effectively intergrate all portions of the study area.



Town of Lakeville State Hospital and Route 105 Redevelopment Study

Map 11: Roadway Conditions
2010 Volume to Capacity (V/C) Ratios, 2012 Average Daily Traffic, and 2008 Pavement Conditions

- Excellent Pavement Conditions
- Good Pavement Conditions
- Fair Pavement Conditions
- Poor Pavement Conditions
- Buildings
- Parcel Boundaries
- Water

12,114
2012 Average Daily Traffic
on RTE 105 in the study
area.

Volume to Capacity (V/C) ratio is a measure of roadway congestion. Roadways with a V/C ratio of 0.8 or greater are considered to be experiencing congestion. SRPEDD's Regional Travel Demand Forecasting model indicates an average V/C ratio of 0.58 on RTE 105 from I-495 to Bridge Street and a V/C ratio of 0.28 from Bridge Street to Clear Pond Road. Both levels are below congestion conditions.

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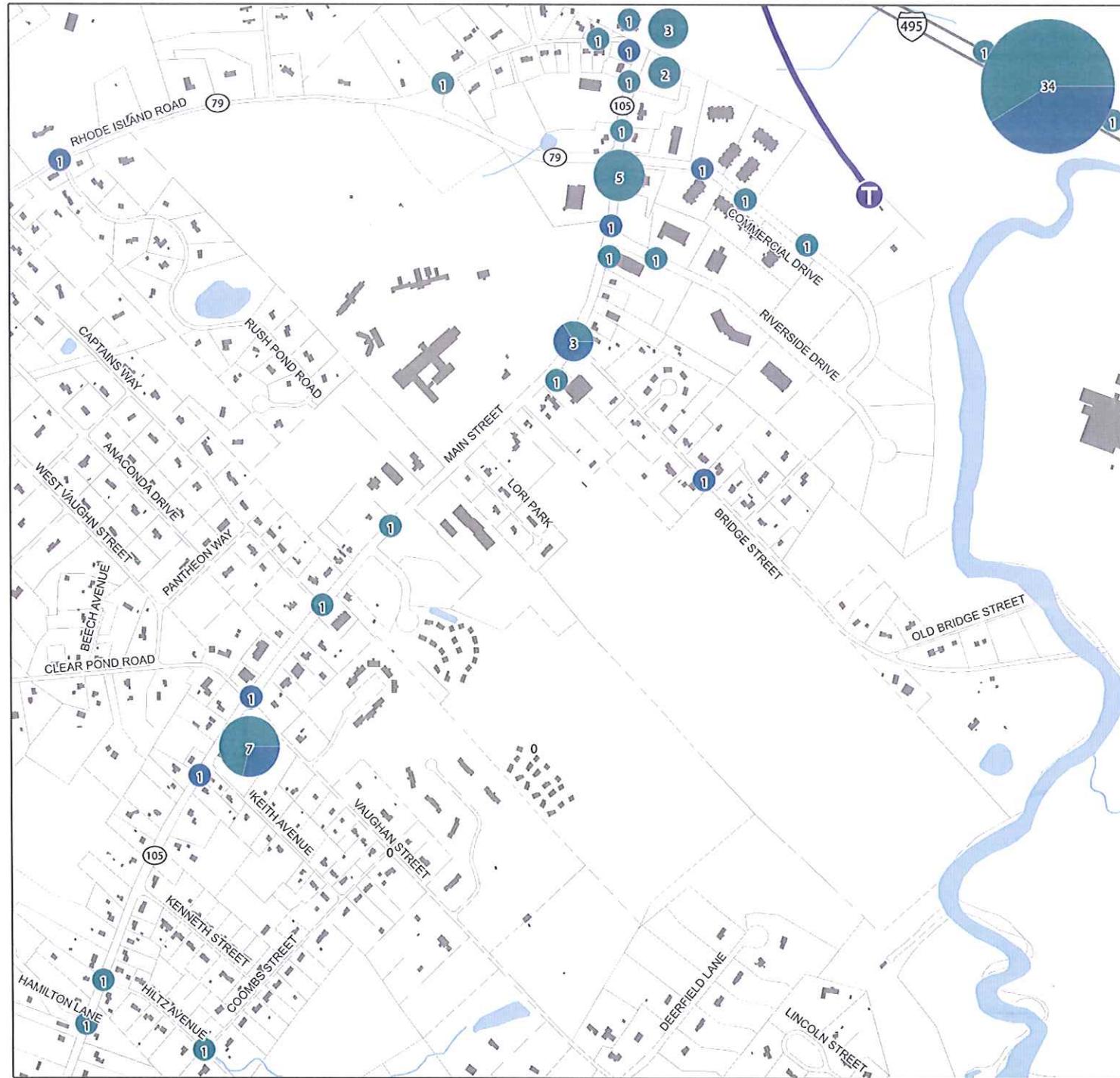
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Map 12: Crashes, 2010 - 2012

Map 12 depicts three years of crash data, 2010 - 2012. Crash volumes appear to be highest at intersections in the study area.

In 2012, the annual crashes per million vehicle miles travelled rate on RTE 105 from I-495 to Clear Pond Road was 3.96. This figure compares to the most recent standard rate for a urban minor arterial (such as RTE 105) at 3.74. This indicates that crash rates are slightly elevated along this roadway segment. Any future economic development should consider its impact on traffic safety along this corridor.



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Map 12: 2010 - 2012 Crashes

- Property Damage Only
- Injury
- Parcels
- ▒ Buildings
- Water

In 2012, the annual crashes per million vehicle miles travelled rate on RTE 105 from I-495 to Clear Pond Road was 3.96. This figure compares to the most recent standard rate for a urban minor arterial (such as RTE 105) at 3.74. This indicates that crash rates are slightly elevated along this roadway segment. Any future economic development should consider its impact on traffic safety along this corridor by developing a comprehensive urban design strategy.

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Map 13: Hazards

Any hazards (such as flood plains and brownfields) impose risks on development activities. These considerations are key to site-specific economic development proposals; however, much of the study area appears to be unencumbered by such hazards.



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Map 13: Hazards

- ▨ FEMA Regulatory Floodway
- FEMA Flood Zone AE: 1% Annual Chance of Flooding with BFE
- FEMA Zone X: 0.2% Annual Chance of Flooding
- MassDEP Activity and Use Limitation (AUL) Site
- Study Area Parcels
- Structures

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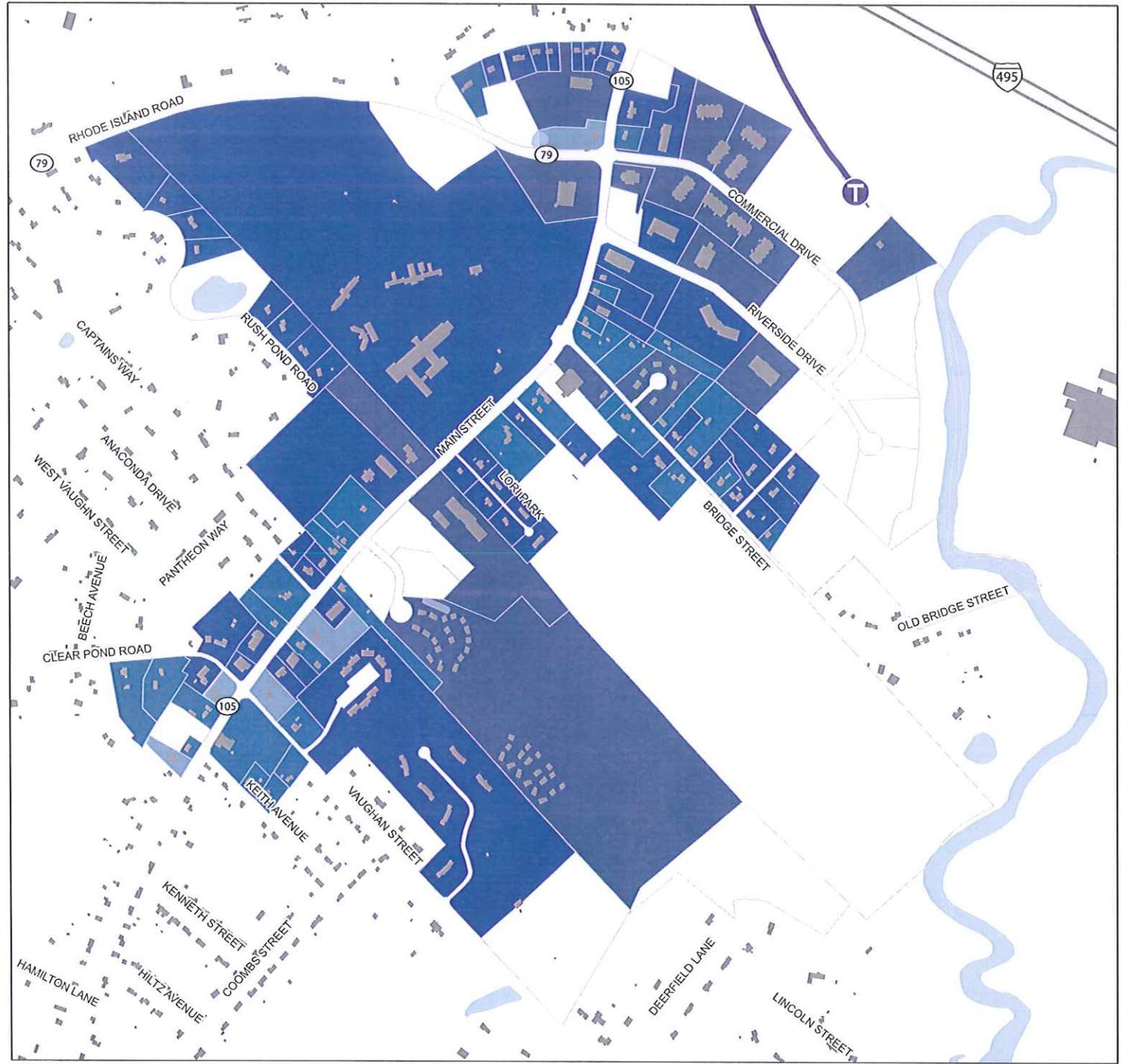
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Map 14: Year-Built of Primary Structure

Map 14 shows the age of a parcel's primary structure. The study area average "year-built" is 1958, 57 years-old in 2015. A structure's age or historical significance (and related measures of value) are key considerations for potential re-use or redevelopment.



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Map 14: Year-Built of Structure

- No Primary Structure(s)
- Pre-1900
- 1900 - 1949
- 1950-1999
- 2000 to the Present
- Buildings
- Water

	Count	Building Area	Percent Built Area
No Structure	25	-	0
pre-1900	5	16,395	1.8%
1900-1949	32	104,013	11.3%
1950-1990	54	464,371	50.6%
2000 to the Present	16	332,339	36.2%
TOTAL	132	917,118	100.0%

Mean Building Age 1958
Median Building Age 1969

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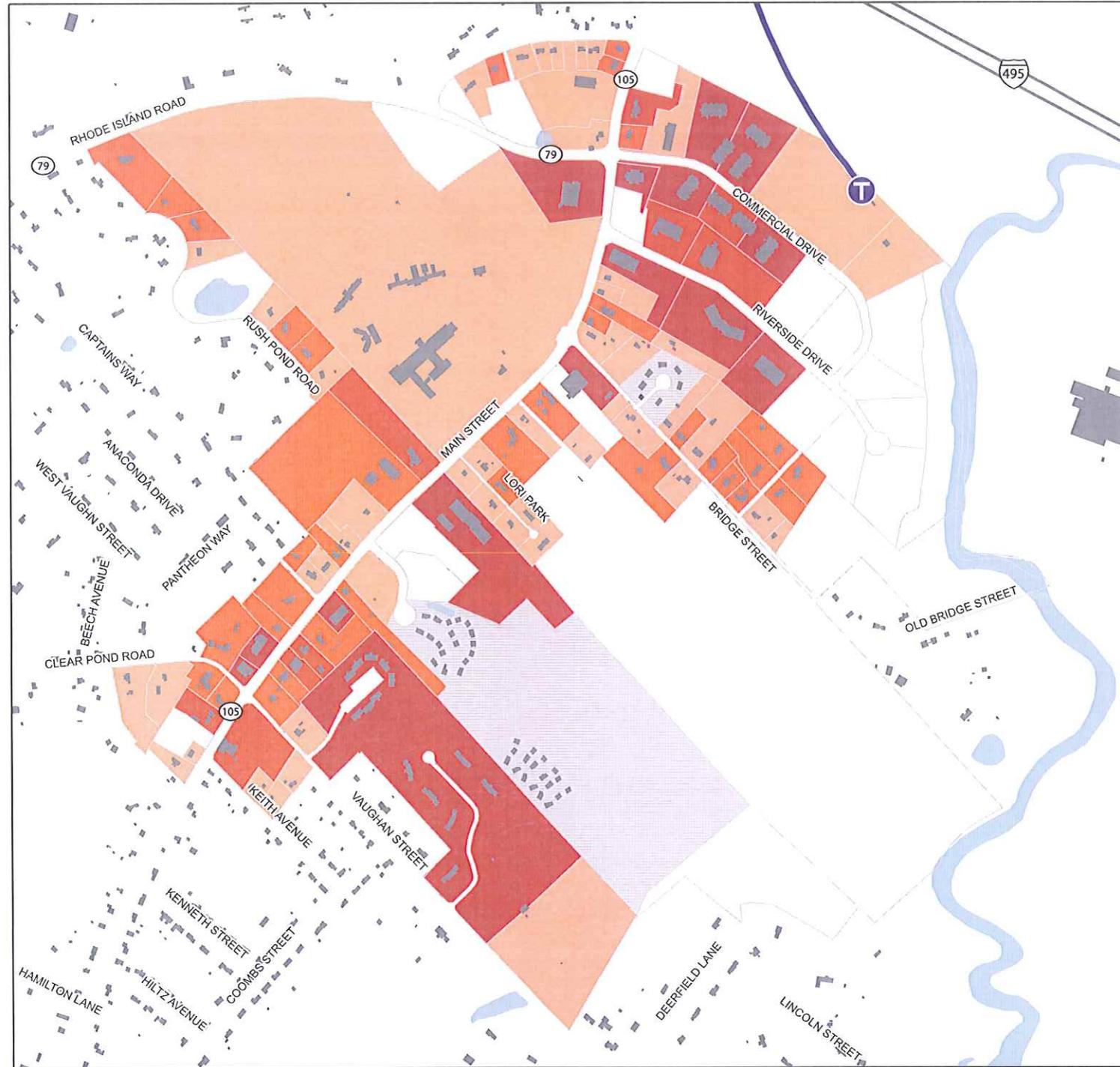
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Map 15: Improvement Value to Land Value Ratio

Improvement Value to Land Value Ratio is a shorthand, back-of-the-envelope measure of how highly improved a property is. It allows a quick look at how valuable a development is relative to its land. Values less than 1 (light pink) indicate that a parcel's land is more valuable than the structure on it; this can indicate either low quality of the improvement or high land values - possible signals for redevelopment. Conversely, highly improved parcels with ratios greater than 1 or 2 may not be prime for redevelopment, and should likely be incorporated into planning unless some large economic incentive (such as a zoning change or infrastructure investment) influences the marketplace.



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Map 11: Improvement Value to Land Value Ratio

- No data
- 0.00
- 0.01 - 0.99
- 1.00 - 1.99
- 2.00 - 3.99
- ≥ 4.00
- Buildings
- Water

Overall 1.82
Median Parcel 1.11

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