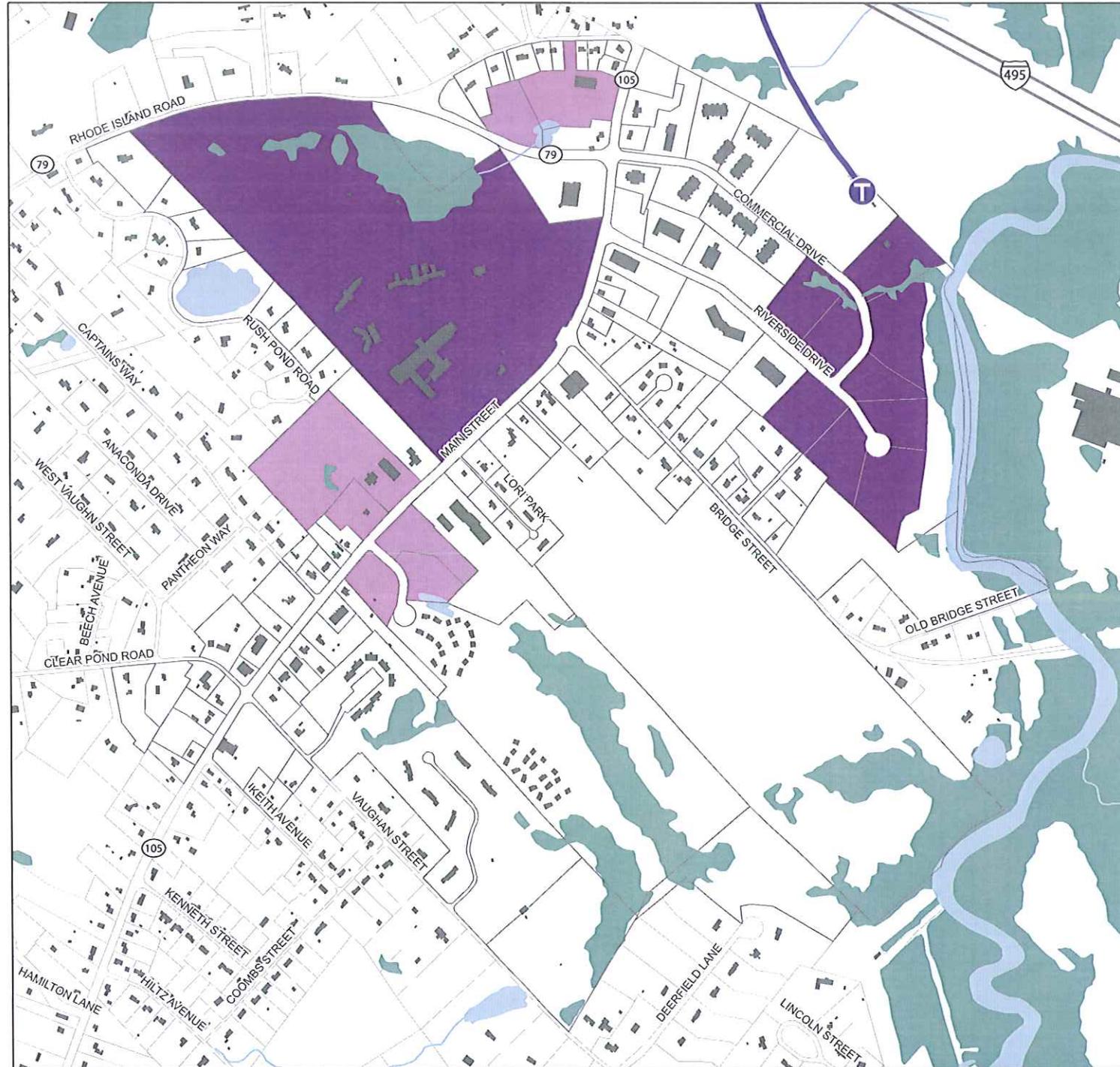


Map 16: Redevelopment Opportunity Sites

The sites depicted in Map 16 represent the most clear cut opportunities for redevelopment in the study area. They share common "existing conditions" characteristics such as:

Pros (+) / Cons (-)

- (+) significant commercial land or vacant/underutilized land
- (+) consolidated commercial ownership
- (+) State Hospital area is a State PDA, EOA, and GDI district
- (+) minimal anticipated traffic impacts
- (+) recent redevelopment in vicinity
- (+) proximity to MBTA station
- (+) no hazards
- (+) low improvement to land value ratios
- (-) minor water resource and habitat impact (especially if completed with LID and sound site planning)
- (-) moderate anticipated traffic impacts
- (-) some areas with soils of statewide significance (E.O. 193)



Town of Lakeville State Hospital and Route 105 Redevelopment Opportunity Sites

- Primary Sites
- Secondary Sites
- Structures
- MassDEP Wetlands
- Water
- Parcels

This map is for the sole purpose of aiding regional planning decisions and is not warranted for any other use.

March 2015

1" = 800'

1

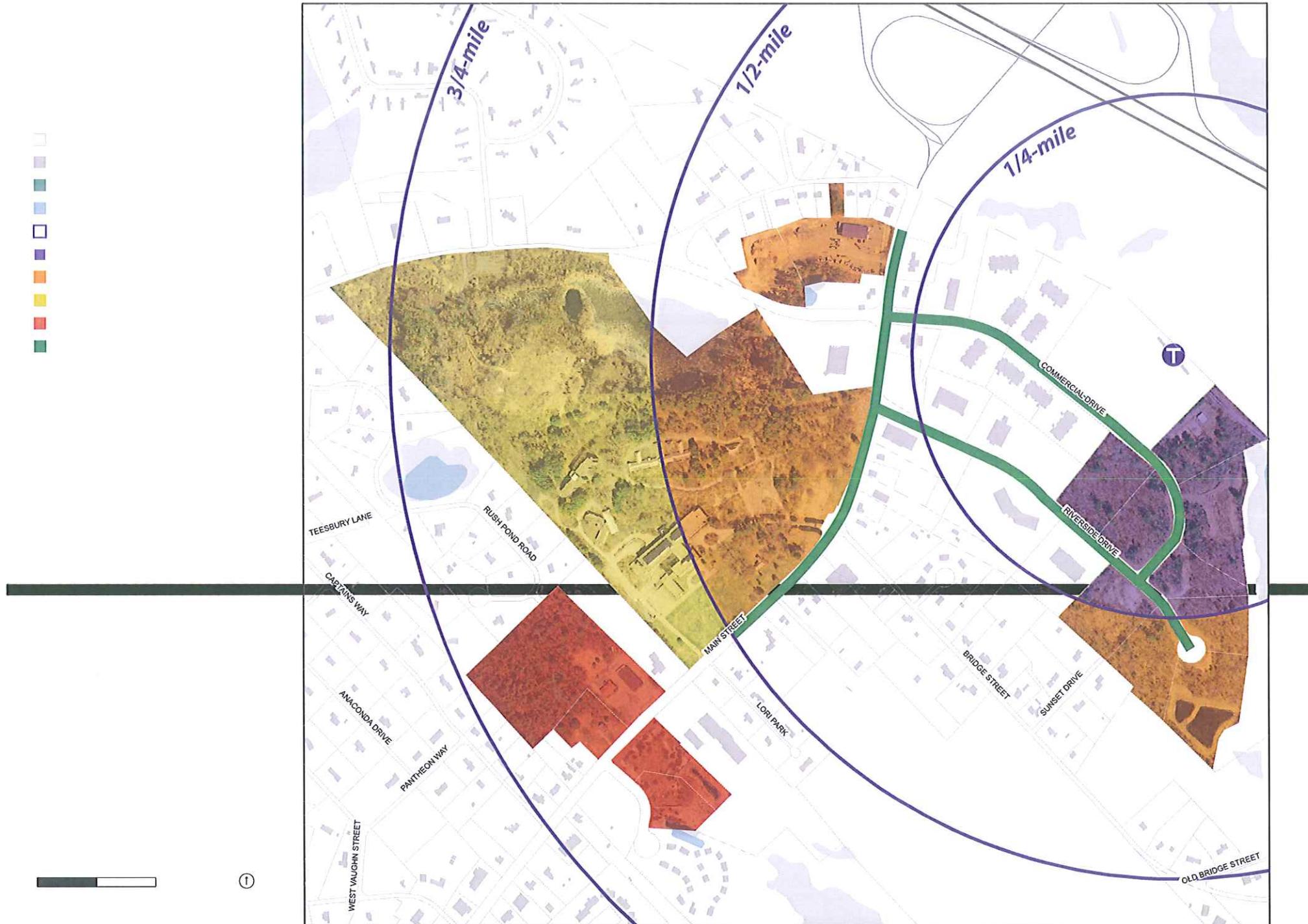
III. EXAMPLE DEVELOPMENTS AND POSSIBLE FUTURE SCENARIOS

SRPEDD identified the sites recommended in Map 16 based on the existing conditions data, discussions with Town representatives and property owners, and site visits. These sites are presented again (on the opposite page) in a “Concept Diagram” that shows the suggested general character of their future redevelopment (described below). These outcomes were generated by reviewing past proposals and current examples provided by the Town. Detailed “Scenarios” for the State Hospital site begin on page 19.

The main planning challenge for all sites - especially the State Hospital - is to effectively connect future development to the MBTA commuter rail station through pedestrian improvements and town design strategies (such as streetscaping and signage).

The following development types are recommended for the Opportunity Sites (on the opposite page) based on their proximity to the MBTA commuter rail station.

TOD Housing	Mixed Uses	Residences	Commercial	Multi-Modal
Medium- to High-Density Housing for Commuters	Primary Residential, Secondary Office or Commercial	Medium- to Low-Density Housing	Moderately Sized Parcels and Frontage on Route 105 Are	Pedestrian and Streetscaping Improvements Are
Existing Market for TOD Housing	Within 1/2-Mile, 10-Minute Walk to Station	Lower Intensity Uses to Abut Existing Neighborhoods	Conducive to “Neighborhood Scale” Commercial Uses	Essential to Connecting Key Sites in the Corridor to the Train Station
Proposed “TOH” Bylaw	Sites Along 105 May Have “Anchor” Retail Potential	> 1/2-Mile Distance from Station Prevents “True” TOD	> 1/2-Mile Distance from Station Prevents “True” TOD	
Within 1/4-Mile, 5-Minute Walk to Station	Needs Multi-Modal, Pedestrian, and Streetscaping Improvements to Effectively Connect Sites to the Train Station (Across Route 105)			
Needs Multi-Modal, Pedestrian, and Streetscaping Improvements to “Complete” the TOD Area				



DEVELOPMENT SCENARIOS

Due to its complex past and to the fact that it is the primary site in the study area, the Town explored several possible development scenarios for the State Hospital Site. The first two Scenarios are based on existing/past proposals. First, the “Sysco” warehousing proposal is still favored by the property owner, despite having failed in 2010. Second, the “Stop & Shop” proposal has components (including anchor retail such as a supermarket) still favored by the community according to anecdotal evidence. Third, the “Mixed-Use and TOD” Scenario is presented in various iterations and is the preferred scenario identified by the Town Economic Development Committee; each TOD example provides key zoning and design characteristics that would be needed to enable the development and effectively connect the site to the MBTA commuter rail station.

SCENARIO 1: “SYSCO”

This proposal, advanced in 2010, called for a 72-acre warehouse and distribution facility funded by \$110 million in private investment.

Land use program: The 650,000 square foot industrial facility would include freezer, cooler, office, and docking space.

Parking: Parking on the site would include 420 spaces for tractor trailer staging, trailer parking, and storage, as well as 570 spaces for employees and visitors.

Infrastructure: An on-site package sewer treatment facility and municipal water from Taunton was integral to this development scenario. The plan also included new traffic signals and other improvements on Route 105.

Market factors and public response: The current property, Ahold USA, owner favors this scenario. The public opposed it, voting down the proposed industrial rezoning at Town Meeting.



A Sysco facility in Boston

SCENARIO 2: "STOP & SHOP"

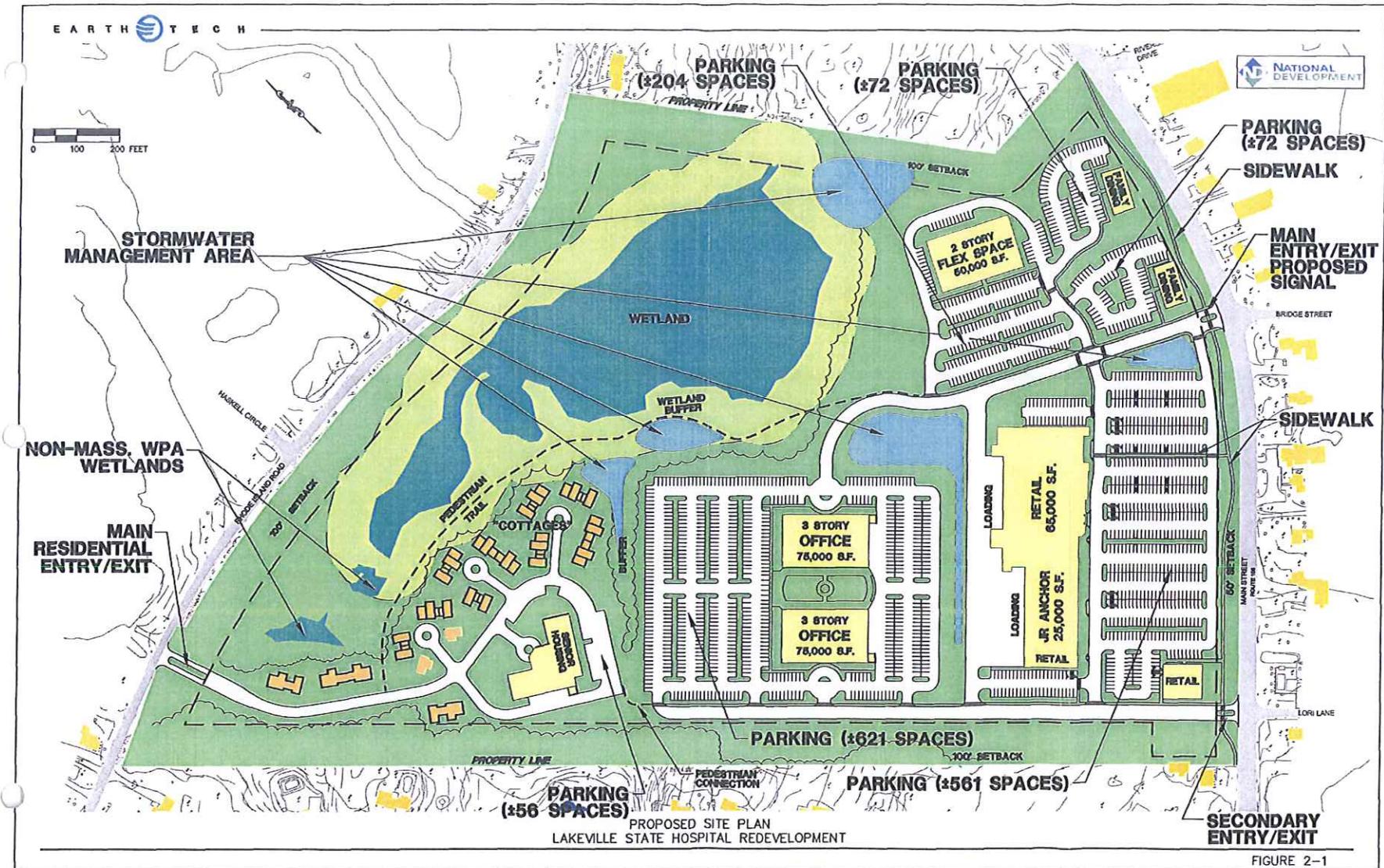
National Development's proposed mixed-use redevelopment plan (2002-2008) featured a "campus-type" configuration with a supermarket anchor and age-restricted housing.

Land use program: The development would include 100,000 square feet of retail and restaurants including a supermarket; 150,000 square feet of multistory office; 50,000 square feet of flex space; and 100-125 cottages for seniors.

Parking: 1,450 surface parking spaces (roughly 471,250 square feet)

Infrastructure: An inter-municipal agreement (IMA) with Middleborough for municipal water and sewer service failed in the mid-2000s, but should be explored again with the current administration. Another option would be individual on-site septic systems with municipal water from Taunton's 16' line which serves the site.

The project plan included walking trails and a pedestrian connection between the age-restricted housing (with vehicle access from Route 79) and the commercial area (on Route 105). Road improvements would also be made at Route 105, Bridge Street and the project's main entrance,



including a traffic signal and turning lanes at Bridge Street.

Market factors and public response: The Town supported this option and approved mixed-use zoning to enable it in 2003. However, the economic downturn in 2008 killed the market for large anchors as well as for most development types.

SCENARIO 3: MIXED-USE AND TOD

A mixed-use and/or Transit Oriented Development (TOD) is the most efficient choice for land within walking distance of a commuter rail station. This scenario best fits the Commonwealth's sustainable development principles. More detailed implementation guidance is provided in the following pages. The case studies in the Appendix show successful new mixed use communities which combine retail, a variety of housing types, and well designed public spaces.

Land use program: A TOD contains a mix of housing, retail, and other uses serving commuters. It is a neighborhood where residents can access many, if not all, of their daily destinations safely and comfortably without depending on a car; the transit stop provides access to a major job market.

Parking: Design that minimizes the visual impact of parking helps create a safe and pleasant walking environment. Best practices include locating parking behind structures or on-street.

Infrastructure: Either a new inter-municipal agreement for sewer or a package treatment plant would be necessary, as would right-of-way and intersection improvements to create safe, comfortable walking routes to the rail station and throughout the TOD.

Market factors and public response: This scenario would likely benefit from the same community support as the mixed-use "Stop & Shop" program. Nationwide, Towns and developers are responding to a growing demand for mixed-use neighborhoods. People pay a premium for truly walkable places which offer both a pleasant environment to walk in as well as useful places to walk to (shops, restaurants, schools, transit stops, etc.). People also care more and more about a sense of place and a sense of community. This can be created by providing spaces for people to be together, where people feel comfortable outside a car, such as the Pinehills village square in Plymouth, MA. Market demographic and rail ridership studies for the Lakeville site are recommended. Implementation of a TOD would require an overall plan for dense housing, for a blend of uses, and for a safe, welcoming public realm for people walking and biking.

Four (4) Example Mixed-Use and TOD Developments and Their Zoning and Design Characteristics

Four developments are described here which serve as relevant case studies for mixed-use development in Lakeville. Village Hill and The Pinehills were each produced by multiple property developers/builders working within an overall master plan.

Key characteristics provided include acreage, land use mix, parking arrangements, right-of-way design, and other factors impacting the public realm, as well as details on selected housing types.

1. Village Hill, Northampton

Overall description: "Village Hill Northampton (VHN) is a 126-acre master-planned community based on New Urbanist principles. It combines commercial, R&D/light industrial and residential uses with open space to support regional job creation, housing, business development, and recreation. MassDevelopment is the project's managing partner overseeing the development effort. When build-out is complete, the one-time state hospital site will feature approximately 300,000 square feet of commercial space comprised of retail, office, and light industrial uses; 350 mixed income market rate affordable homes and rental units; and ample open space." (<http://villagehillnorthampton.com>)

The master plan also contains a school, parks, and tot lots. Retail is front and center and there are gradually less dense housing types farther from the entrance. Mature trees are advertised.



Acreage	Land use program	Commercial	Housing units	Parking	ROW
126	Commercial, R&D/light industrial, open space, multifamily, single family, townhouse, assisted living	300,000 square feet	350 mixed income units	About 1.25 off-street spaces per unit and 1 on-street (for existing townhouses and apartments). Off-street parking is almost always in back (a good design choice)	60' wide; comprises 22% of the 31 acres currently built

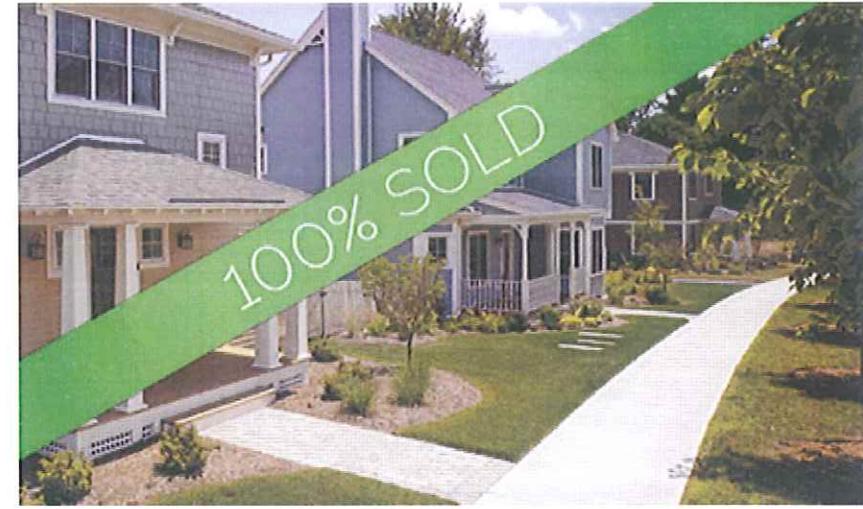
Circulation and street design:

Downtown Northampton is a "short walk" away. There are walking and biking trails within the development. Streets are well designed for walking and contain sidewalks, planting strips, street trees, and on-street parking. Front doors and façades generally face the street and define the street space well. Rights-of-way are 60' wide. Pavement width is 20', 28', or 38' according to whether there are zero, one, or two lanes of parallel parking, and narrows to about 22' at corners for safe crossings. Of the 31 acres that are currently built north of Prince Street (excluding the Kollmorgen factory area), right-of-way comprises 6.7 acres (22%).



Single family detached housing type (“Morningside”)

This residential design “carefully reflects the treasured period architecture of Northampton.” (There are also smaller and larger single family housing types within the development.)



Units per acre	Lot size	Front Setback	Side & Rear setbacks	Height	Parking	Other design
6.25	70' x 100'	9' setback from sidewalk; wide planting strip	20' on shared driveway side, 10' on other side, 20' back	2 stories	Shared driveways	Front porches, traditional materials, views, LEED

Townhouses (“Eastview”)

These 11 Townhouses are located in three buildings (plus detached garages) on a .7-acre parcel.



Units per acre	Lot size	Front setback	Side/rear setbacks	Height	Parking	Other design
16	NA	~8'	NA (common courtyard)	Two stories	Detached garages in back with 12 spaces. About 13 on street.	Front porches, patios, garden, landscaped common

Apartments ("Hillside")

There are 40 housing units (one, two, and three bedroom) in six newly built buildings on 2.1 acres (thus 6-7 units per building).



Units per acre	Lot size	Front setback	Side/rear setbacks	Height	Parking	Other design
19	NA	~10'	NA	3 stories	~ 50 off-street spaces are in back; 55 on-street.	

2. The Pinehills, Plymouth

The Pinehills is a new “charming New England village” centered on a village green with shops and services. The large total land area includes conserved natural land and three golf courses.

Circulation and street design:

Typical pavement width is 17'-22' wide, which supports traffic calming, bike and pedestrian safety, and “village” feel. There are some sidewalks and separated paved paths, although the development does not appear to be connected by walking, biking or transit to other areas. The Village Green area is welcoming to those on foot and provides useful daily goods and services as well as a venue for community activities.

Some areas have urbanistic design flaws where buildings front on parking lots (right) instead of orienting to and defining the street space, or where the façades are dominated by the garage (center right). However, there are some attractive internal circulation arrangements such as paths between cottages (far right).



Acreage	Uses	Commercial	Housing units	Parking	ROW
974 acres developed, 2,200 preserved as open space (3,174 total)	Golf courses, conserved forest, inn & spa, retail, full service grocery store, welcome center, clubhouse, walking trails, multifamily, single family, townhouse, 55+	1.3 million square feet of retail (25 shops & services so far)	1,800	Difficult to measure quantities. Some on-street parking.	Difficult to measure.



Aerial view



Townhomes (“Boatwright’s Loop”)

There are an estimated 32 two bedroom Townhomes in these eight buildings on 1.7 acres.



Units per acre	Lot size	Front setback	Side/rear setbacks	Height	Parking	Site design
19	NA	~15'	NA	2-3 stories	Two-car garages via back alley	

Cottages (“Cobblestone”)

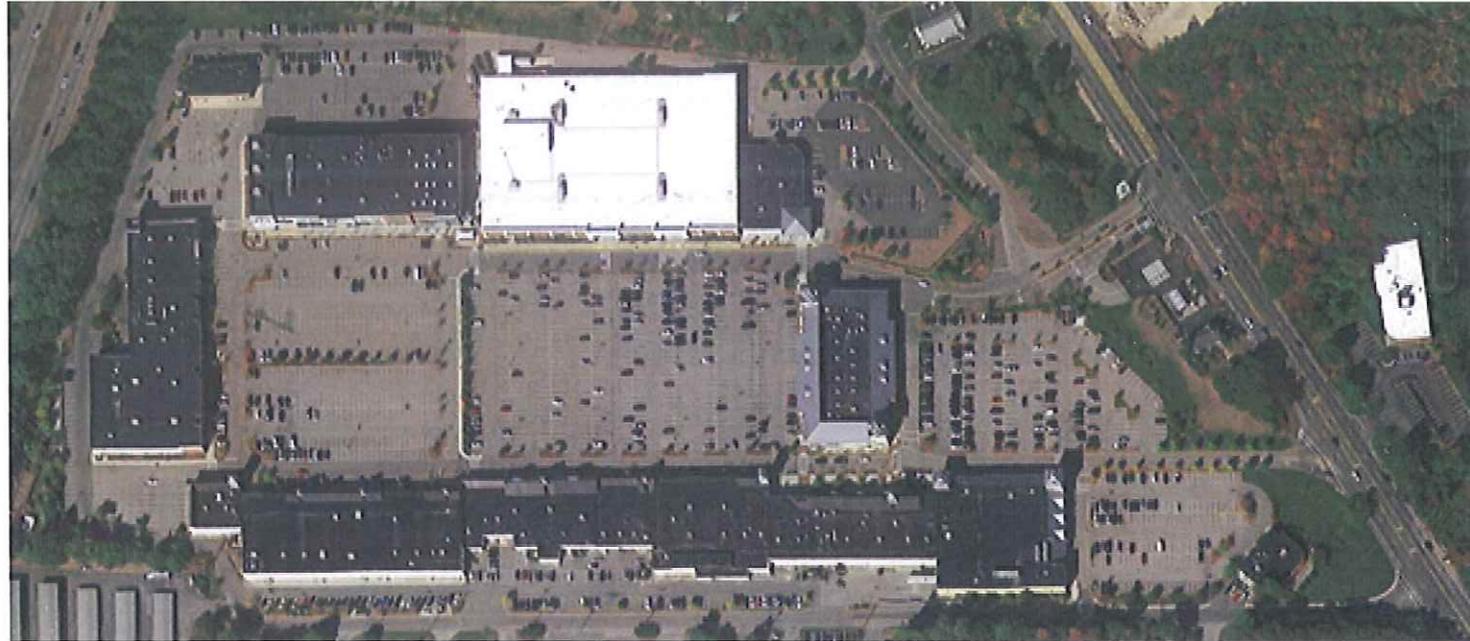
These are two bedroom cottages on 100' x 60' lots.



Units per acre	Lot size	Front setback	Side/rear setbacks	Height	Parking	Site design
7.3	6000 square feet	~8'	7' side, 40' back	2 stories	Garages face the street (not recommended)	Well defined front yards with picket fences on some models

3. Derby Street Shoppes, Hingham

“The South Shore’s premier outdoor shopping center.” This is a commercial-only development with mall style parking. The walkways are comfortably wide and have plantings.



Acreage	Uses	Commercial	Housing units	Parking	ROW
~36	65 shops/restaurants	~425,000 square feet of building footprints	None	Estimated 600,000 square feet /1,800 spaces	NA

4. Canton TOD (“Economic Opportunity District”)

The narrative below, adapted from MAPC documents, describes TOD implementation in Canton. A condominium housing type (“Grover Estates”) is pictured: a private complex of luxury two bedroom, two bathroom homes. The homes are a short walk to the train station over a route served by sidewalks, crosswalks, and relatively narrow streets.



NEW BYLAW

The new bylaw increased allowable densities to 2,000 square feet per housing unit and 3,000 square feet of commercial development per 10,000 square feet of land area, and encouraged mixing residential and commercial uses. It also allowed shared parking for two or more uses that could demonstrate different peak demand.

CONCENTRATION OF MIXED USES AROUND TRANSIT

The new zoning proved to be the catalyst for a constant stream of new housing development in the downtown, concentrated around the transit station. Since 2000, five new housing developments totaling 207 new residential units were built within a five minute walk of the train station. Three of these projects are directly adjacent to the train station and include landscaped walkways between the station and the residential developments. Two others located include ground-floor retail. Several more projects are in the planning stages, and will include several units for low- and moderate-income residents. All of these projects have been built on underutilized sites, and one of the planned projects will be built on an existing brownfield site.

CREATING A PEDESTRIAN-FRIENDLY ENVIRONMENT

In an effort to enhance connections between downtown and the train station, the Town issued a request for proposals for a streetscape improvement project in the TOD overlay district. It includes brick sidewalks, new signage, historic traffic lights, enhanced pedestrian crossings, new landscaping, recessed curbing and enhanced gathering points. The state awarded Canton a \$1.86 million PWED grant to finance the project. The Town worked with a consultant to design the project, and construction will begin in the summer of 2005.

SITE DEVELOPMENT

The Washington Place Condominiums was the first mixed-use development project in downtown Canton. This was followed by The Village at Forge Pond and Grover Estates. There are five Marini developments in downtown Canton. Washington Place Condominiums replaced several smaller buildings with retail space on the street level, rental apartments filling the upper floors, 27 of which are affordable, and parking in the rear. The Village at Forge Pond replaced an abandoned industrial site and created new retail with 39 housing units, including 35 affordable units. Grover Estates created 45 condominiums, two of which are 40B, and restored two historic structures for commercial use. All three developments are in close proximity to the Canton Center MBTA commuter rail station.

IV. RECOMMENDED STRATEGIES AND ACTIONS

The implementation plan focuses on three primary objectives providing a pathway toward the redevelopment of the former Lakeville State Hospital site: (1) clear, consistent zoning for the entire State Hospital site, (2) a "Complete Streets" approach to integrate key sites (especially the State Hospital) with the MBTA commuter rail station, and (3) water and sewer service improvements to enable sites to reach their full potential.

1) TOD ZONING BYLAW – Lakeville Planning Board should work with National Development and Ahold to create and adopt a Transit-Oriented Development (TOD) Overlay District bylaw to capture and leverage the long-term opportunities presented by the Lakeville Commuter Rail Station and the redevelopment of the former Lakeville hospital property; this will provide a mix of development activities to support and strengthen existing and future residential development adjacent to the commuter rail station as well as other private development within the area. Items for consideration include, but are not limited to, allowing more types of housing, reducing "barriers to entry" such as high minimum lot sizes, and including explicit and illustrated design guidelines specific to the overlay in order to protect abutting uses and to encourage the "look and feel" of the example developments from the preceding pages.

Actions:

- a) Lakeville Economic Development Committee (LEDC), Planning Board and BOS reach municipal consensus on development of TOD bylaw to replace existing zoning; this must include outreach to neighborhood residents and groups;
- b) Planning Board in collaboration with LEDC work with Ahold and National Development to draft TOD bylaw;
- c) Planning Board and LEDC continue public outreach to build support and consensus; and
- d) Adopt TOD bylaw at town meeting

2) ROUTE 105 COMPLETE STREETS PROGRAM – A critical component of integrating the State Hospital site with the Lakeville Station and other areas is improving pedestrian access, connectivity, and safety along the Route 105 corridor. This could be addressed under MassDOT's Complete Streets Funding Program (established under the 2014 Transportation Bond Bill), which offers incentives to adopt policies and practices that provide safe and accessible options for all travel modes including walking, biking, transit, and vehicles for people of all ages and abilities. The program contains three primary requirements municipalities must meet in order to be eligible for technical assistance and construction funding: (1) attendance of a municipal employee at a Complete Streets training session, (2) adoption of a complete streets policy, and (3) development of a Prioritization Plan.

To receive priority consideration for funding, communities are encouraged to enter into the Commonwealth's Community Compact initiative whereby, a community agrees to implement at least one best practice selected from across a variety of areas. "Complete Streets" is included as one of the listed best practices.

Actions:

- a) Town of Lakeville agrees to adopt the Complete Streets Program and work with MassDOT and SRPEDD to implement program requirements;
- b) Lakeville voluntarily becomes a Community Compact member, thereby strengthening their position to receive priority for funding; and
- c) Lakeville in partnership with MassDOT positions Route 105 for design and reconstruction under Complete Street's program.

Supplemental Action

Lakeville works with MassDOT and SRPEDD to initiate the process of including Route 105 design and construction in Transportation Improvement Program (TIP) as an additional funding strategy.

3) INFRASTRUCTURE – A critical component to the redevelopment of the former hospital site is water and wastewater infrastructure and service. Reestablishing water and sewer service is crucial to attracting scalable, high value development. Currently, the site has access to the needed infrastructure (i.e. water and sewer lines), however, it has no active service from the neighboring Town of Middleborough. Elsewhere in the study area, Taunton provides municipal water service to the Lakeville Corporate Park and to residential development surrounding the Lakeville Commuter Rail Station; wastewater service is available to the existing TOD housing through a private, on-site “package treatment” facility.

The Town of Lakeville will need to re-activate the existing water and sewer lines servicing the site from Middleborough. The following actions are recommended:

Actions:

- a) Lakeville BOS revive negotiations with the current Middleborough administration in order to establish an inter-municipal agreement (IMA) for water and sewer service. There have been recent changes in Middleborough’s administrative hierarchy (new town administrator/BOS turnover) that could create a different/positive outcome;
- b) Initiate preliminary discussions with legislative representative(s) to build consensus and support for securing IMA (parallel action to revived negotiations with Middleborough);
- c) Lakeville BOS initiate discussions with Ahold and National Development representative on revived talks with Middleborough on IMA for water and sewer (parallel action to revived negotiations with Middleborough); and
- d) Request legislative assistance with actual negotiations, if needed (at a minimum request representative[s] or legislative aid[s] to attend meeting, monitor and report progress).

V. CONCLUSION

The Middleborough/Lakeville MBTA Commuter Rail station offers a major competitive advantage for the Route 105 corridor. While successful redevelopment of the State Hospital site is the primary focus of this report, all of the Opportunity Sites for Redevelopment benefit from this advantage and the study area’s numerous other assets. Lakeville and its partners can use this report’s existing conditions data, numerous development scenarios, and implementation strategies to leverage these strengths and to begin the process of realizing the study area’s potential, which can benefit not only Lakeville, but neighboring towns and the entire region. This “menu of options” can lead to positive change for not only the corridor, but for Lakeville as a whole.