

Map J-1B

# NORTH CARVER URBAN RENEWAL PLAN

CARVER, MASSACHUSETTS

Town of Carver, Massachusetts  
Carver Redevelopment Authority

Map J-1C

December 19, 2016

Approved by Carver Redevelopment Authority - December 19, 2016

Determination by the Carver Planning Board - December 27, 2016

Approved by the Carver Board of Selectmen – January 5, 2017



# Table of Contents

- EXECUTIVE SUMMARY ..... 1**
  - Background ..... 1
  - Vision for the Future ..... 2
  - Redevelopment Strategy ..... 2
  - Description of Project Area ..... 3
  - Goals and Objectives ..... 3
  - Justification for Urban Renewal ..... 4
  - Specific Urban Renewal Actions ..... 4
  - Financing Plan ..... 7
  - Economic and Community Benefits ..... 7
  - Sustainable Development Principles ..... 8
  - Citizen Participation ..... 8
  - Summary ..... 9
  
- SECTION 1. PROJECT AREA CHARACTERISTICS .....10**
  - Map A1. Project Area Boundary ..... 11
  - Map A2. Project Topography ..... 12
  - Map B. Spot Clearance ..... 13
  - Map C. Existing Parcel Numbers and Boundaries ..... 14
  - Map D1. Existing Land Uses ..... 15
  - Map D2. Existing Zoning Changes ..... 16
  - Map E. Proposed Zoning ..... 17
  - Map F1. Existing Thoroughfares and Rights of Way ..... 18
  - Map F2. Proposed Thoroughfares, Rights of Way and Utilities ..... 19
  - Map G. Parcels to Be Acquired ..... 20
  - Map H. Disposition Parcel ..... 21
  - Map I. Conceptual Site Development Plan and Land Uses ..... 22
  
- SECTION 2. PROJECT AREA ELIGIBILITY .....23**
  - Introduction ..... 23
  - Site Overview ..... 24
  - Planning and Redevelopment Efforts to Date ..... 27
  - Area Eligibility Finding ..... 29
  - Need for Urban Renewal ..... 39
  
- SECTION 3. OBJECTIVES OF THE PLAN .....41**
  - Goals and Objectives ..... 41
  - Redevelopment Vision ..... 41
  - Market Analysis ..... 42
  - Anticipated Investment ..... 43

Job Creation .....	44
Sustainable Development Principles.....	45
Zoning, Land-Use Restrictions and Design Controls .....	48
Design Review Process .....	51
Duration of Controls .....	51
Changes in Approved Plan.....	51
<b>SECTION 4. URBAN RENEWAL ACTIONS .....</b>	<b>52</b>
Specific Urban Renewal Actions.....	52
<b>SECTION 5. COST ESTIMATES AND FINANCIAL PLAN.....</b>	<b>54</b>
Budget and Financing .....	54
Site Acquisition Costs .....	54
Site Preparation Costs .....	54
Public Improvement Costs.....	55
Preliminary Relocation Costs .....	55
Total Project Cost.....	55
Administration and Contingencies.....	55
Sources of Funding .....	56
<b>SECTION 6. APPROVALS AND LEGAL DATA .....</b>	<b>59</b>
Public Hearing.....	59
Planning Board.....	59
Carver Redevelopment Authority .....	59
Board of Selectman .....	59
Massachusetts Historical Commission – Notification of Public Hearing.....	59
Massachusetts Environmental Policy Act .....	60
Opinion of Counsel .....	60
DHCD Plan Approval .....	60
<b>SECTION 7. SITE PREPARATION.....</b>	<b>61</b>
Demolition .....	61
Environmental .....	61
Other Activities.....	61
<b>SECTION 8. PUBLIC IMPROVEMENTS .....</b>	<b>63</b>
<b>SECTION 9. RELOCATION PLAN .....</b>	<b>64</b>
<b>SECTION 10. REDEVELOPER OBLIGATIONS .....</b>	<b>66</b>

**SECTION 11. DISPOSITION .....67**

**SECTION 12. CITIZEN PARTICIPATION .....68**

**APPENDICES .....70**

- 1. Market Analysis, FXM Associates, Mattapoisett, MA**
- 2. Engineering Report With Cost Estimates, Langdon Environmental LLC, Westborough, MA**
- 3. Requisite Municipal Approvals**
- 4. Preliminary Relocation Plan, Relocation Strategies, Hudson, MA**
- 5. Preliminary Development Agreement**
- 6. Citizen Participation Summary**

## EXECUTIVE SUMMARY

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### Background

The Town of Carver is a suburban community with strong agricultural roots. Its population was 11,509 in 2010 (US Census). Carver is located in southeastern Massachusetts, roughly 38 miles south of Boston in Plymouth County.

The Town covers an area of approximately 39.7 square miles. Most of Carver's land area is undeveloped and is either in agricultural use or is vacant open space.

Historically, cranberry growing has been Carver's primary economic staple. In the 1940s, Carver produced more cranberries than anywhere in the entire world. Decas Cranberry Products, the world's largest independently-owned cranberry ingredient company, is headquartered in Carver and has been processing cranberries in the local area for over 80 years. Today, Plymouth County remains the state's largest cranberry producer.

The Town of Carver recognizes the need to diversify its economy. The Carver Redevelopment Authority (CRA) has assessed a range of potential redevelopment options for a new business park located on underutilized land in North Carver. Based on the anticipated market for prepared commercial land and the beneficial fiscal impacts of carefully managed development on the Town of Carver, the CRA is now advancing this urban renewal plan (URP).

Massachusetts General Laws (MGL) Chapter 121B establishes the state urban renewal program as a vehicle for undertaking the redevelopment of specific areas determined by the local urban renewal agency, the CRA, to be "substandard, decadent or blighted open areas," as defined in the statute. The future redevelopment of such area must be undertaken in accordance with land use limitations as set forth in an approved URP.

MGL Chapter 121B authorizes municipalities, through their urban renewal agencies, to undertake a wide range of public actions to address problematic conditions and to create the kind of environment needed to attract and support private development and to promote sound community growth. Among the powers afforded an urban renewal agency under an approved URP are the following:

- To characterize areas as substandard, decadent or blighted open.
- To prepare urban renewal plans.
- To acquire and dispose of designated property including the taking of real property through the exercise of eminent domain.
- To establish design standards for the redevelopment of the area.
- To relocate businesses and residents occupying real property in urban renewal areas.

Urban renewal agencies are exempt from the Uniform Procurement Act (MGL Chapter 30B) when engaged in the development and disposition of real property in accordance with an approved URP.

The proposed North Carver Urban Renewal Plan (hereinafter referred to as the North Carver URP) is a critically important step forward in an over twenty-year effort to realize the full economic development potential of a large underutilized and blighted area in the northwest corner of the Town of Carver. This initiative is the culmination of a series of carefully thought-out steps that will, in the aggregate, transform an area that is, essentially, a remnant of several sand and gravel extraction operations, into a modern and flourishing economic engine for the community and the region (see detailed history in Section 2 below).



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### Vision for the Future

The Town of Carver seeks to capitalize on the strategic location of this particular area of North Carver for long-term economic development purposes. The Town envisions the private redevelopment of the area for modern, attractive and sustainable facilities for warehousing and distribution, light manufacturing and office uses, as well as future commercial and retail redevelopment.

The Town of Carver envisions the comprehensive redevelopment of a 301.4 acre site (Project Area), which comprises the North Carver URP, as a thriving community asset generating both property tax revenue and needed employment opportunities for area residents.



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### Redevelopment Strategy

This vision (see above) will be achieved in two phases of the implementation of the North Carver URP:

- **Phase 1.** The critical first phase focuses on the redevelopment of the large primarily abandoned and/or underutilized area in the western portion of the Project Area with high visibility from US Route 44. This phase will require significant public sector intervention to attract private investment and new construction.
- **Phase 2.** The second phase of the project will focus on retail and commercial redevelopment on the eastern edge of the Project Area along North Main Street. It is anticipated that the redevelopment momentum generated in Phase 1 will attract private investment to this area with minimal, if any, public intervention and resources.

This overall strategy is a market-driven approach designed to achieve the vision articulated above. It is anticipated that the full realization of the initial phase of this undertaking will be achieved in five to seven years.

The North Carver URP will take effect on the date of its approval by the Massachusetts Department of

Housing and Community Development (DHCD) and will continue in effect for 20 years.



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### Description of Project Area

The North Carver URP Project Area includes 23 privately owned parcels and 2 publicly-owned parcels of land totaling 301.4 acres (see Section 2, *Table 2. North Carver URP Project Area Parcel Listing*). Many of the parcels within the Project Area are not currently accessible via public ways.

The primary historic land use within the Project Area was the extraction of sand and gravel from a 127-acre parcel for re-use elsewhere. There was no restoration of the depleted land after the removal of marketable material was completed. Extraction activities ceased around the year 2000.

The remaining portions of the Project Area include a 30-acre abandoned (and now demolished) septage treatment facility that is currently partially-used as a yard for a landscaping business and 6 parcels totaling 65.9 acres containing cranberry bogs. The remainder of the Project Area contains several other smaller properties including vacant land as well as limited residential and commercial uses including a strip shopping center which had once been the location of a major supermarket chain.



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### Goals and Objectives

The North Carver URP will address the following goals and objectives:

- To alleviate decadent and blighted conditions that currently exist in this strategically situated area of North Carver located immediately to the northwest of the intersection of US Route 44 and MA Route 58.
- To maximize the development potential of this area by aggregating land in a configuration that would be attractive for private sector redevelopment.
- To provide convenient access to and egress from the area for the end-users of the property.
- To provide for all required infrastructure to support the redevelopment of the area.
- To prepare “shovel-ready” redevelopment sites that meet the requirements of the probable end-users in the marketplace.
- To attract private investment that is consistent with the Town of Carver’s Master Plan and the requirements of the Green Business Park district in the Town’s Zoning Bylaw.
- To protect the quality of the environment by fostering the redevelopment of the area in a fashion that will be sustainable over the long term.

- To provide for aesthetically pleasing redevelopment that will incorporate green space, wetland habitat and existing cranberry bogs so as to enhance the overall visual appeal of the Town of Carver.
- To undertake the redevelopment of the Project Area in a manner which minimizes any adverse impact on the surrounding areas.
- To create new employment opportunities and to substantially expand the Town's tax base.



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### **Justification for Urban Renewal**

Because of the condition, configuration and lack of proper access to the land in the North Carver URP Project Area, the dynamics of the private real estate market will not result in the redevelopment of the subject area. The only vehicle currently available under Massachusetts law for achieving all of the redevelopment goals for the North Carver URP (see above) is the MGL Chapter 121B urban renewal program. The data presented in Section 2 demonstrates that the North Carver URP Project Area qualifies as a “decadent” and “blighted open” area, as defined in the statute, and that it is improbable that the area would be redeveloped per the ordinary operations of private enterprise.



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### **Specific Urban Renewal Actions**

The proposed North Carver URP involves targeted public sector intervention in the 301.4-acre Project Area consisting of the following elements:

- The acquisition by the CRA of 13 privately owned parcels and the partial acquisition of 2 other privately-owned parcels, totaling 242.1 acres within the overall 301.4-acre Project Area (see Section 4). This will enable the CRA to remove conditions that are major factors in the existing decadence and blight as well as to create a redevelopment site with sufficient critical mass for a viable business park that will attract new economic development and stimulate private sector investment in the Town of Carver.
- The relocation of affected residents and businesses. The North Carver URP is expected involve the displacement of 3 commercial and 3 residential occupants on 6 parcels of land (see Section 9). Eligible displaced parties will be entitled to both technical advisory services and relocation payments from the CRA as provided for in the state and federal regulations. All eligible lawful occupants determined to be displaced as a result of the property acquisition for this project will be provided relocation assistance and payments pursuant to the Uniform Relocation Assistance and Real Property Acquisition Act of 1970, as amended; 42 U.S.C. Section 4601 *et seq.*; and the

applicable implementing regulations set forth in Title 49, Part 24 of the Code of Federal Regulations (together the “Uniform Act”). In addition, the CRA will adhere to the requirements of Massachusetts General Laws, Chapter 79A, and 760 Code of Massachusetts Regulations, Part 27.00

- The adoption of design controls for the Project Area to ensure that redevelopment activities will result in a positive addition to the Town of Carver and will reflect the overall vision for the redevelopment of the Project Area (see Section 3).
- The construction of infrastructure improvements in the Project Area that are necessary to support redevelopment activities, including new public roadway(s), stormwater controls, streetscape improvements, lighting and tree planting, and extending available water supply from the North Carver Water District for potable use and fire protection. Other infrastructure improvements including the extension of existing electrical and natural gas lines will be coordinated with the appropriate utility providers. As there is no public sewer available near the Project Area, wastewater treatment and disposal will be provided via an on-site system installed as part of site redevelopment activities. See Section 8 for greater detail on public improvements.

These urban renewal actions are summarized in *Table 1. North Carver URP Proposed Urban Renewal Action* (below).

**Table 1. North Carver Urban Renewal Project - Proposed Urban Renewal Actions**

<b>Project Area</b>	The North Carver Urban Renewal Plan Project Area totals 301.4 acres and is located along US Route 44 on the south, MA Route 58 (North Main Street) on the east, the Plympton town line on the north and the Middleborough town line on the west in the northern section of Carver.
<b>Acquisition</b>	<p>15 parcels to be acquired by the CRA, including 13 full acquisitions and 2 partial acquisitions.</p> <p>Full Acquisitions:</p> <ul style="list-style-type: none"> <li>▪ 3-4 Park Avenue (20-2-0-R)</li> <li>▪ 1 Park Avenue (20-2-1-R)</li> <li>▪ 0 Montello Street (20-3-0-R)</li> <li>▪ 0 Cobbs Pond (20-14-0-R)</li> <li>▪ 0 Rear Plymouth Street (21-2-A-R)</li> <li>▪ 12 Montello Street (22-3-0-R)</li> <li>▪ 18 Montello Street (22-3-1-R)</li> <li>▪ 20 Montello Street (22-3-A-R)</li> <li>▪ 0 Montello Street (22-5-A-R)</li> <li>▪ 0 Montello Street (22-4-0-R)</li> <li>▪ 10-B Montello Street (22-10-0-R)</li> <li>▪ 10-B Montello Street (22-10-1-R)</li> <li>▪ 10-A Montello Street (22-11-0-R)</li> </ul>
	<p>Partial Acquisitions (for roadway realignment only):</p> <ul style="list-style-type: none"> <li>▪ 0 Montello Street (24-1-0-E)</li> <li>▪ 0 Montello Street (24-2-0-E)</li> </ul>
<b>Relocation</b>	6 occupants will be relocated (3 residential and 3 commercial)
<b>Spot Clearance</b>	<p>5 buildings will be demolished:</p> <ul style="list-style-type: none"> <li>▪ 3-4 Park Avenue (Vacant)</li> <li>▪ 12 Montello Street</li> <li>▪ 20 Montello Street</li> <li>▪ 10-A Montello Street (Vacant)</li> <li>▪ 10-B Montello Street</li> </ul>
<b>To Be Rehabilitated</b>	The North Carver URP does not propose to undertake the rehabilitation of any of the buildings within the Project Area. The plan contains Design Controls and a Design Review Process that will apply to development activities, including private rehabilitation, within the Project Area.
<b>Roadway Modifications</b>	Widening/realigning portions of Montello Street. Construction of a new public roadway.
<b>Zone Changes</b>	1 parcel (20-14-0-R) will be rezoned Green Business Park. All other parcels to remain either Green Business Park or Highway Commercial.
<b>Proposed Project Improvements</b>	<p>Assembly of a redevelopment site to support the development of the area for modern, attractive and sustainable facilities for warehousing, distribution and manufacturing and to stimulate future phase commercial redevelopment along North Main Street.</p> <p>Roadway, utilities, streetscape improvements and public amenities to support redevelopment efforts.</p>



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## Financing Plan

Due to the substantial costs of executing the North Carver URP, overall project implementation is expected to be undertaken in phases over time as project funding is secured (see above). The creation of a consolidated site that is cleared of the remnants of previous activities and fully prepared for redevelopment is necessary to attract private developers. Thus, the initial phase of the North Carver URP will involve the assembly, clearance and preparation of land and the construction of all the infrastructure needed to support the development of a business park. The cost of implementing phase one is estimated at \$32.7 million and is expected to be funded by the private sector (see Section 11). A later phase will involve retail and commercial redevelopment along the MA Route 58/North Main Street corridor. This phase is expected to be funded by the private sector with minimal public investment.

A detailed budget and a financing plan for the implementation of the urban renewal project are provided in Section 5.



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## Economic and Community Benefits

The North Carver URP represents a significant step forward in a twenty-year effort to advance a strategic redevelopment opportunity along Carver's US Route 44 corridor. This initiative will ensure adequate expansion space for existing businesses within the Town of Carver while generating much-needed resources for attracting new businesses that will expand the employment and tax base. The project will promote the continued economic health and stability of the Town and pave the way for a broader revitalization within the community.

A study of market conditions and anticipated trends for office and industrial/warehouse space was undertaken by FXM Associates for the CRA in June, 2016 (see Section 2 and *Appendix 1. Market Analysis, FXM Associates*). This study suggests likely growth in demand in this submarket for office space, particularly medical office space. In addition, this analysis also indicates that demand in the industrial/warehouse sector is growing.

The strategic location of the North Carver URP and the capacity to assemble large "shovel-ready" sites would be a competitive advantage in attracting development in industrial/warehouse sector. Specifically, the North Carver URP will capitalize on Carver's strategic location in southeast New England between Boston, MA and Providence, RI with easy access via US Route 44, Interstate 495, Interstate 95, Interstate 90 and MA Route 3. Convenient commuter rail to Boston is available 7.6 miles from the site at the Middleborough/Lakeville station of the Massachusetts Bay Transportation Authority (MBTA). The CRA believes that these locational and readiness advantages will more than offset the disadvantage of a Carver commercial tax rate which is higher than in other communities in the submarket. In addition, the Town is expected to pursue economic development incentives, in exchange for the job retention and creation and private investment commitments in connection with the redevelopment in this area.

The implementation of the North Carver URP, based on the eventual full development of the Project Area under the existing Green Business Park zoning, is expected to result in up to 1.85 million square feet of new building space, up to 1,500 permanent jobs, up to 1,160 construction jobs, and up to \$5 million per year in incremental property taxes payable to the Town of Carver (see detailed analysis in Section 3). These estimates are based on standard industry multipliers provided by RKG Associates, Economic Planning and Real Estate Consultants, and the Urban Land Institute. The North Carver URP is also anticipated to stimulate additional future private sector commercial development along North Main Street on parcels within the Project Area that are not proposed to be acquired by the CRA.

The owner of the largest parcel within the Project Area has entered into a preliminary Development Agreement with the CRA (see Section 11). Under this Agreement, this owner has agreed to purchase from the CRA all the properties within the North Carver URP that are proposed to be acquired for private redevelopment. This owner would then redevelop the land in conformance with the approved North Carver URP and market the land to end-users or develop it for tenants on a build-to-suit basis. This redevelopment would be subject to the negotiation and execution of a Land Disposition Agreement (LDA) between the prospective redeveloper and the CRA. The LDA will contain protections to ensure the Town and local residents' interests are protected including a right of reversion for non-performance by the redeveloper and additional performance standards as applicable. The LDA will be subject to provisions of applicable law and must be approved by the CRA and DHCD.



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### **Sustainable Development Principles**

The Town of Carver and the CRA are fully committed to the redevelopment of the site consistent with the Commonwealth of Massachusetts' sustainable development principals. The North Carver URP will be the vehicle for assuring conformance with these principles, as they will be imposed in the North Carver URP itself as well as in the LDA with any private redeveloper (see Section 3).



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### **Citizen Participation**

The CRA has considered ongoing input from residents of Carver and Plympton in the development of the North Carver URP. Residents attended public meetings of the CRA at all key junctures in the planning process. The general policy of the CRA is to invite the public to speak its meetings. Multiple layout options were reviewed at these meetings and, based on the public input received, the CRA modified the preliminary plan as reflected in the Conceptual Site Redevelopment Plan now proposed in the North Carver URP (see Section 1, *Map I. Conceptual Site Development Plan and Land Uses*). This input also resulted in the modifications to proposed actions contemplated by the North Carver URP, including measures to reduce the impacts on project area residents.

The CRA will continue to provide for ongoing public participation in the proposed execution of the North Carver URP. Development proposals submitted for the consideration and approval of the CRA will be

made available to the public in an open meeting format (see more detailed information on Citizen Participation in Section 12). All project planning materials are published on the CRA’s website within the website of the Town of Carver. These materials include a project overview, next steps, draft objectives, the FXM market study, the draft urban renewal plan, the draft relocation plan and project-related maps.



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**Summary**

For almost a quarter of a century, the Town of Carver has steadily pursued its vision of converting a largely vacant, underutilized and blighted asset into a vibrant, valuable and productive economic resource for the Town of Carver and the Plymouth County region. The overall concept has been carefully formulated and the Town has undertaken multiple steps to move this significant economic development effort forward on an incremental basis.

The North Carver URP represents the next logical step toward achieving the fulfillment of this vision. The Town and the CRA are now poised to act on this extraordinary opportunity to secure Carver’s economic future.

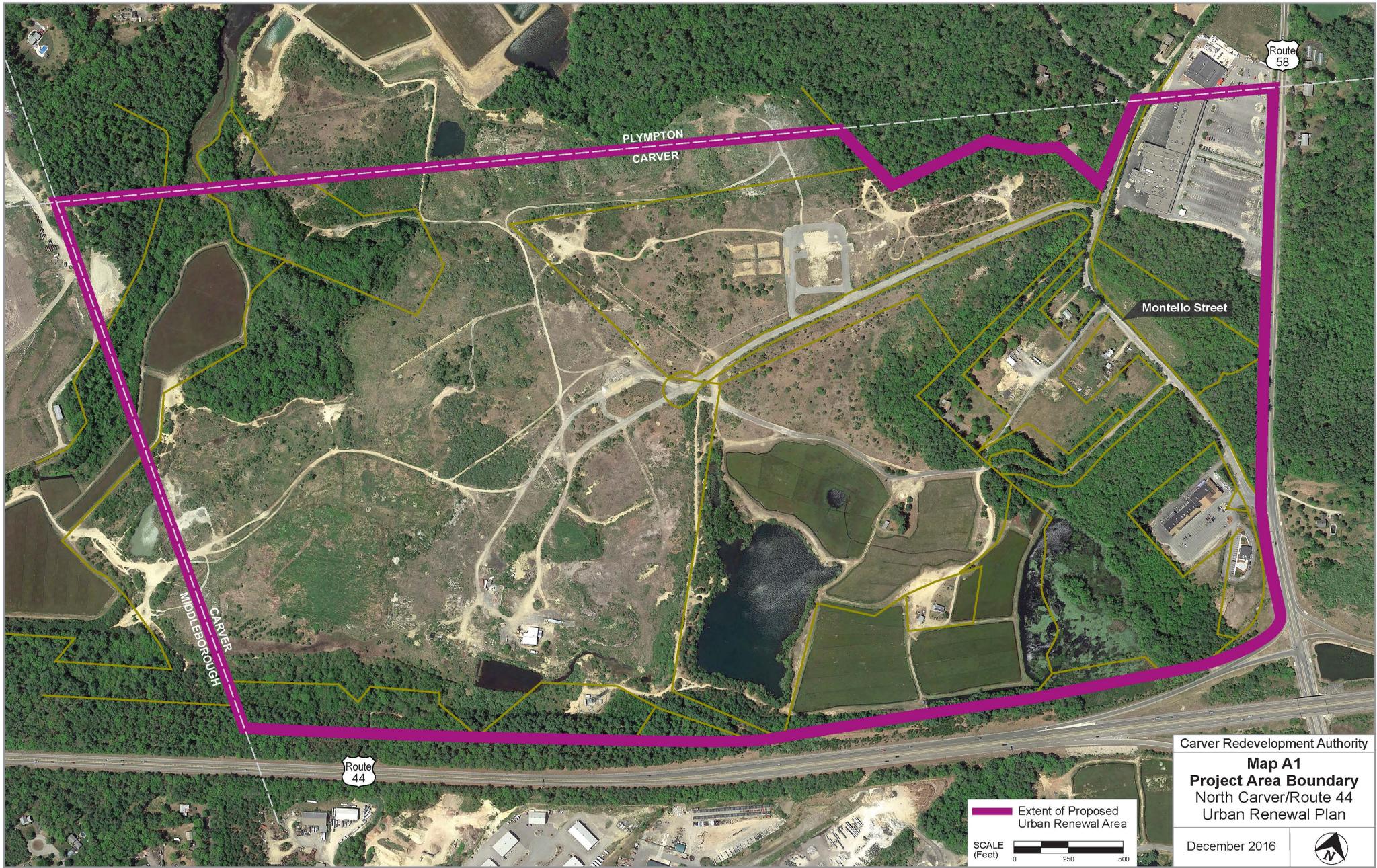
## SECTION 1. PROJECT AREA CHARACTERISTICS



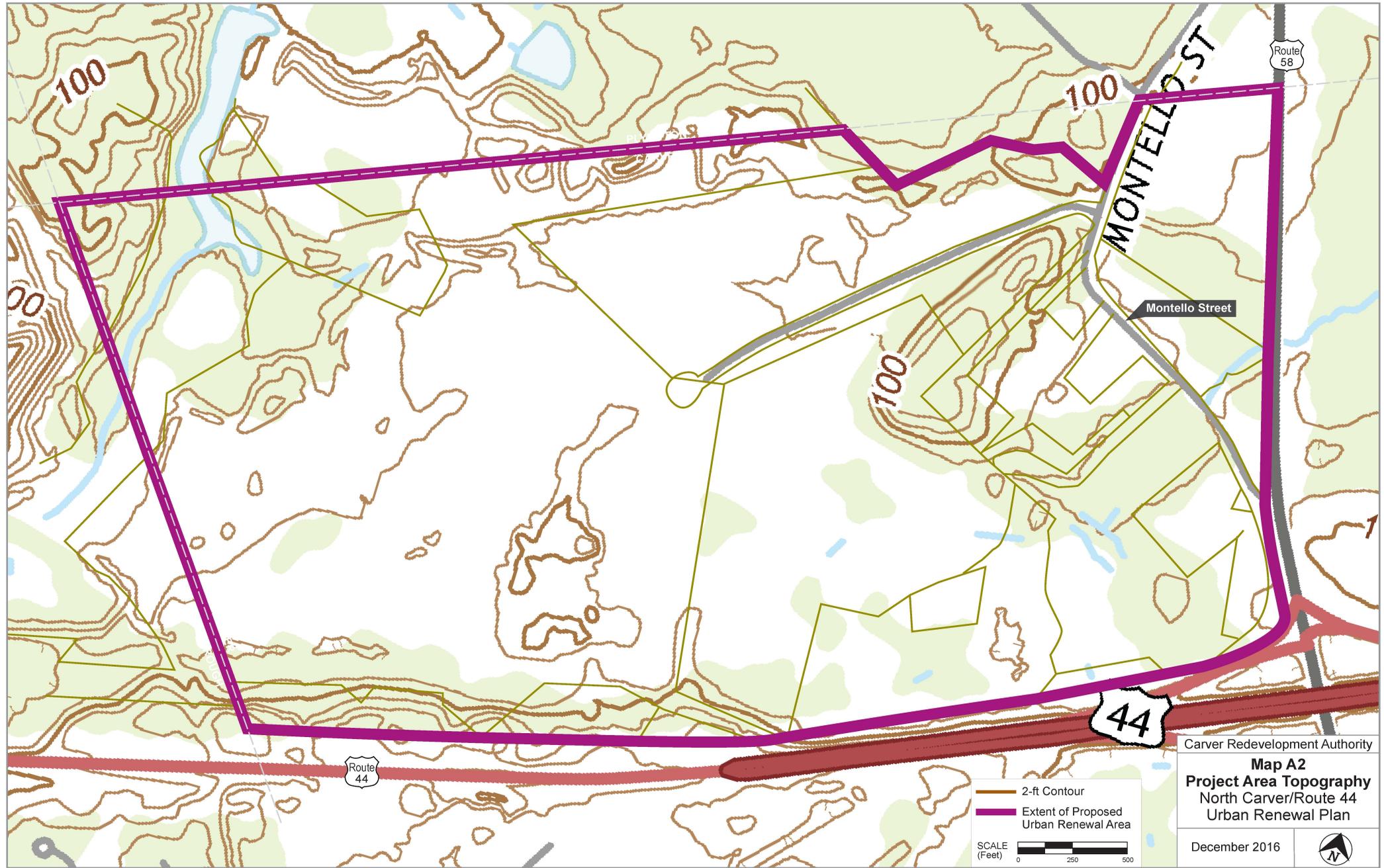
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All the required maps illustrating the Project Area and various elements of the North Carver URP are presented in the subsequent pages of this section.

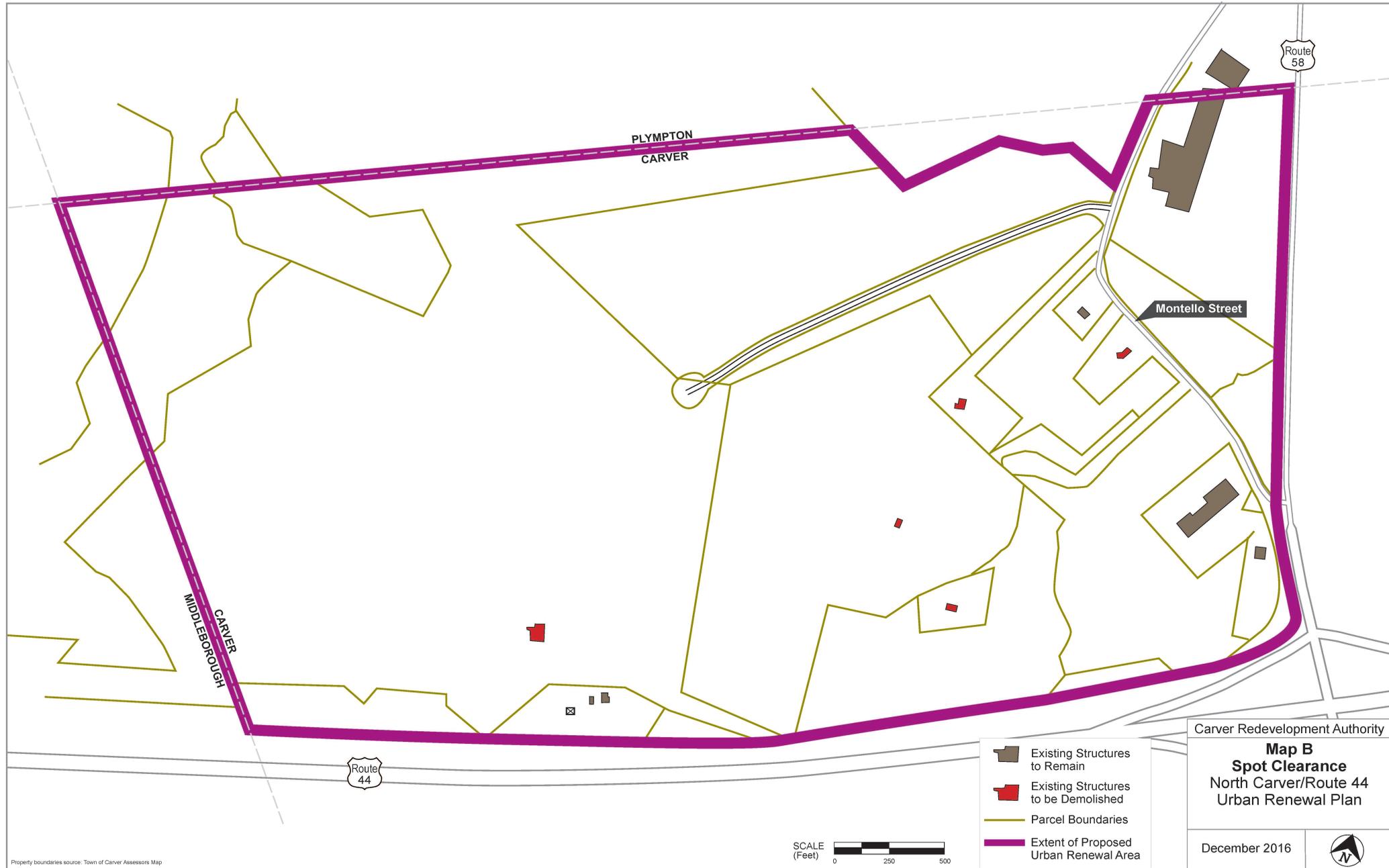
- Map A1. Project Area Boundary
- Map A2. Project Topography
- Map B. Spot Clearance
- Map C. Existing Parcel Numbers and Boundaries
- Map D1. Existing Land Uses
- Map D2. Existing Zoning
- Map E. Proposed Zoning Changes
- Map F1. Existing Thoroughfares and Rights of Way
- Map F2. Proposed Thoroughfares, Rights of Way and Utilities
- Map G. Parcels to Be Acquired
- Map H. Disposition Parcel
- Map I. Conceptual Site Development Plan and Land Uses



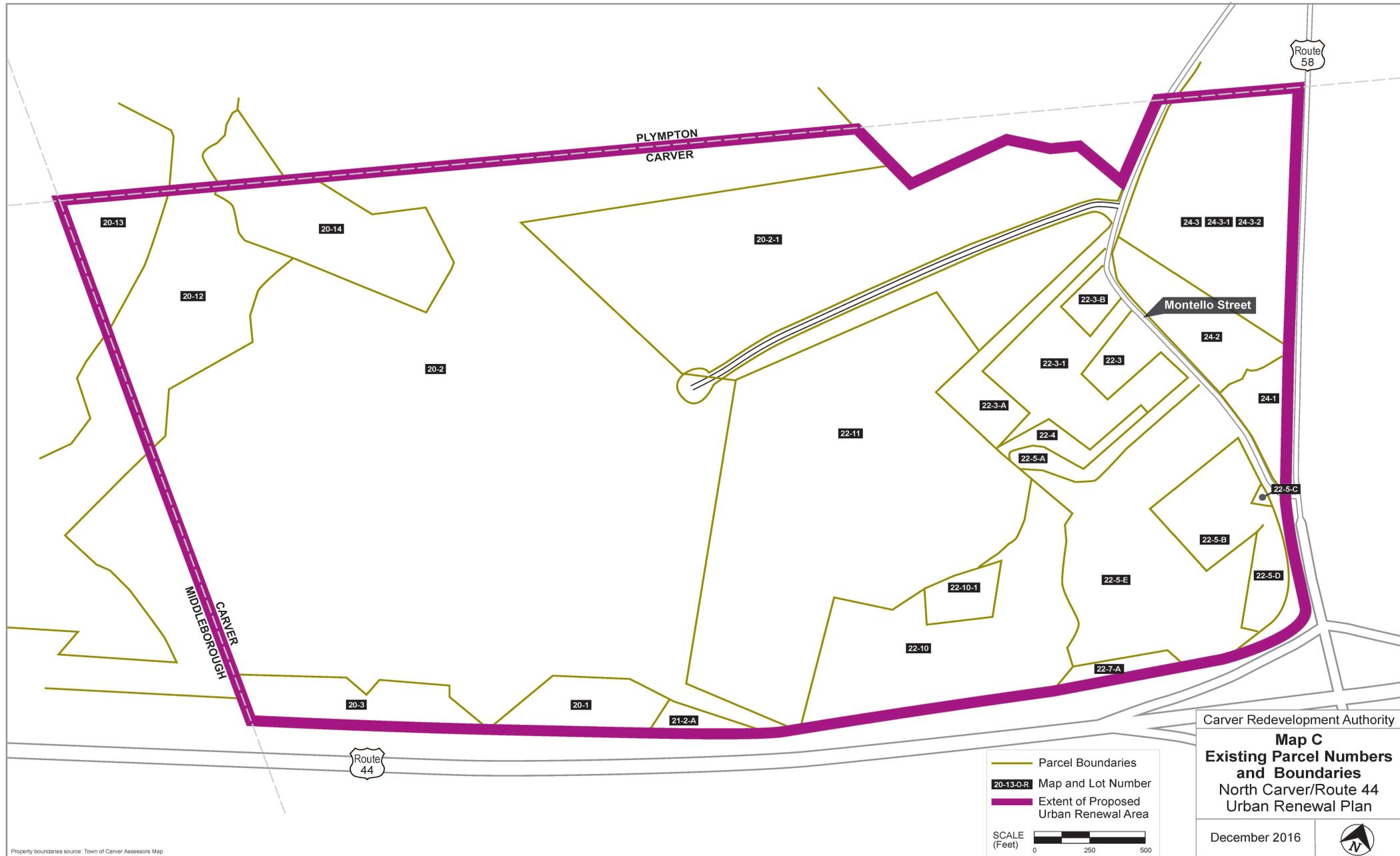
Map A1. Project Area Boundary



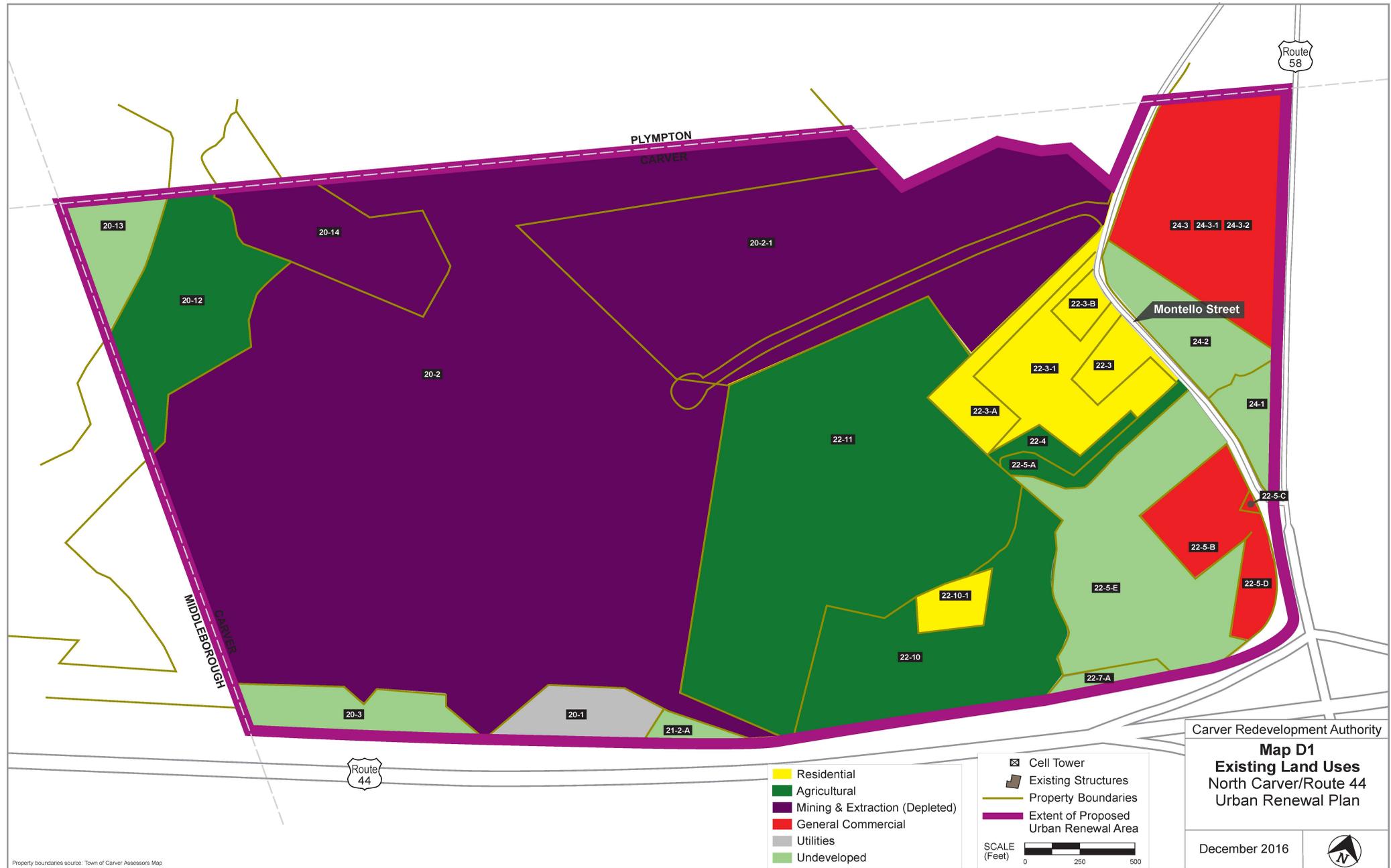
Map A2. Project Topography



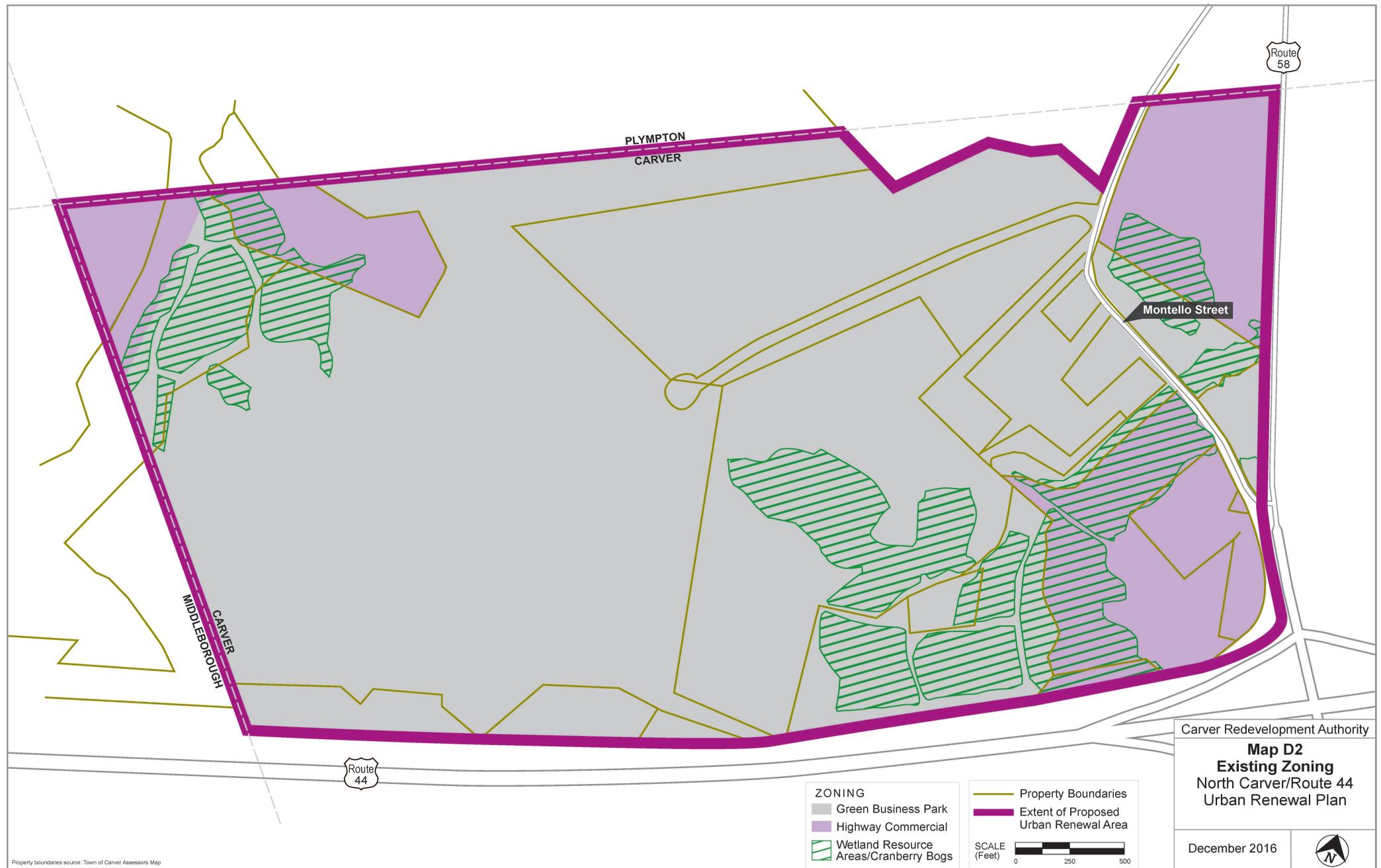
Map B. Spot Clearance



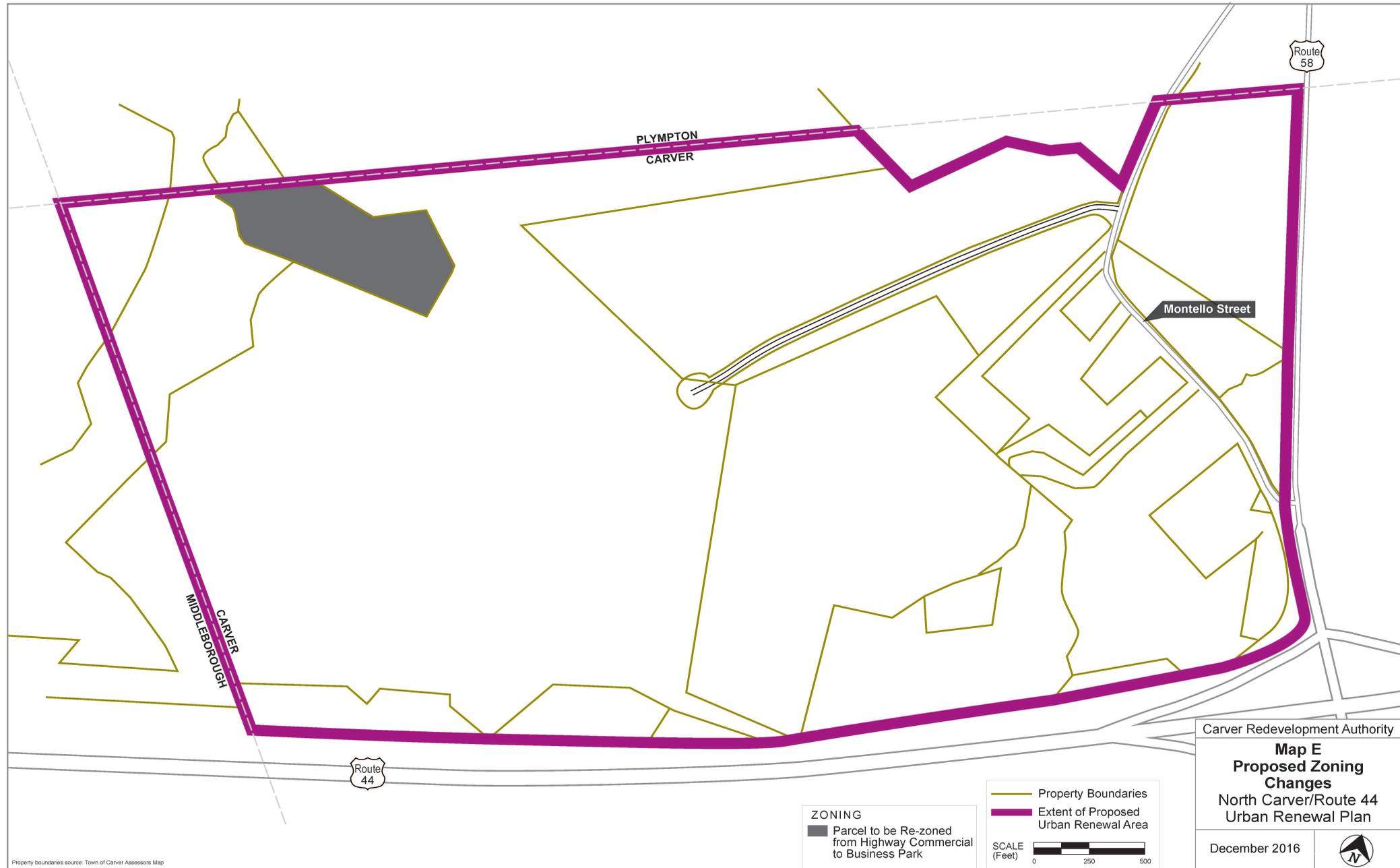
Map C. Existing Parcel Numbers and Boundaries



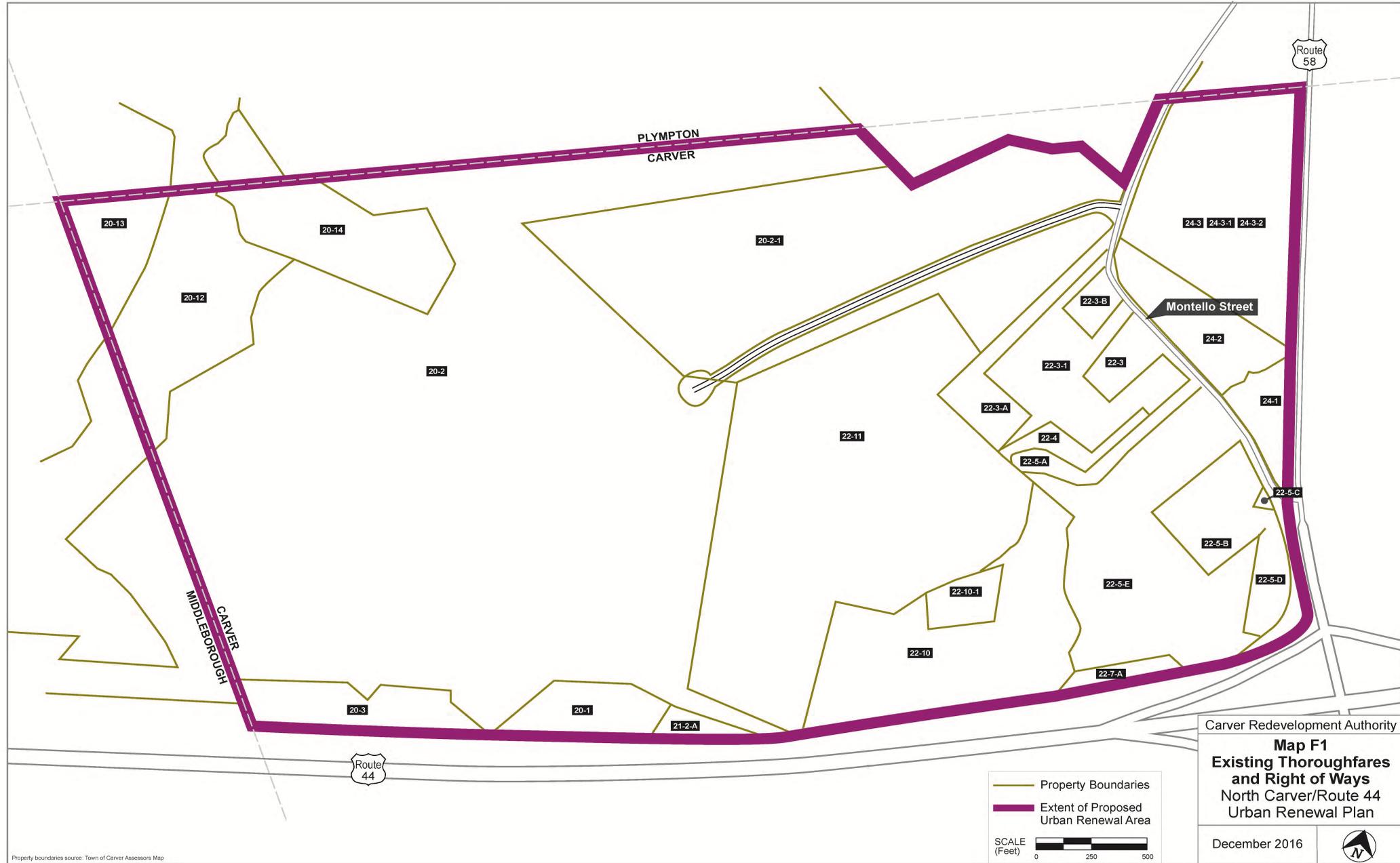
Map D1. Existing Land Uses



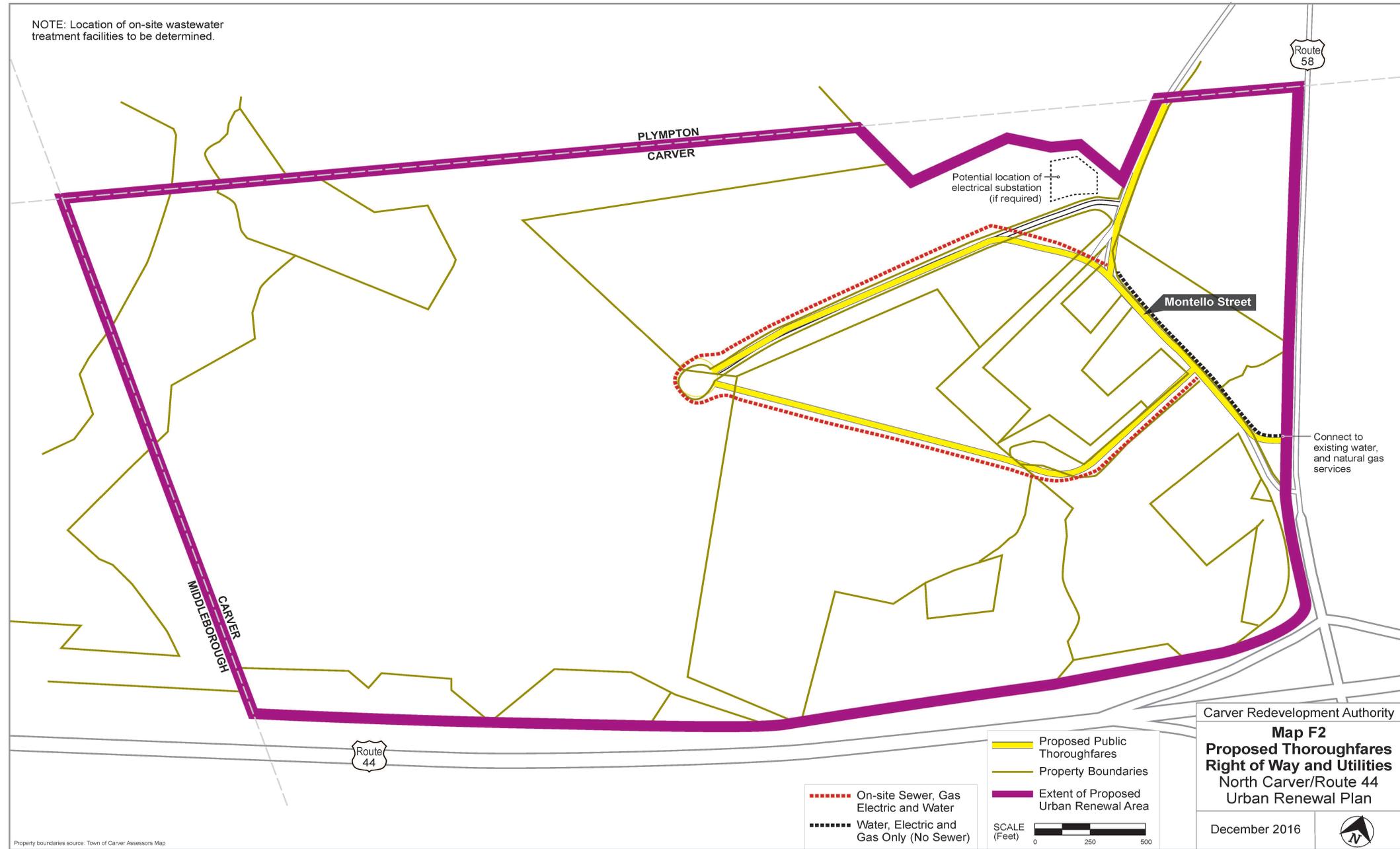
Map D2. Existing Zoning Changes



Map E. Proposed Zoning



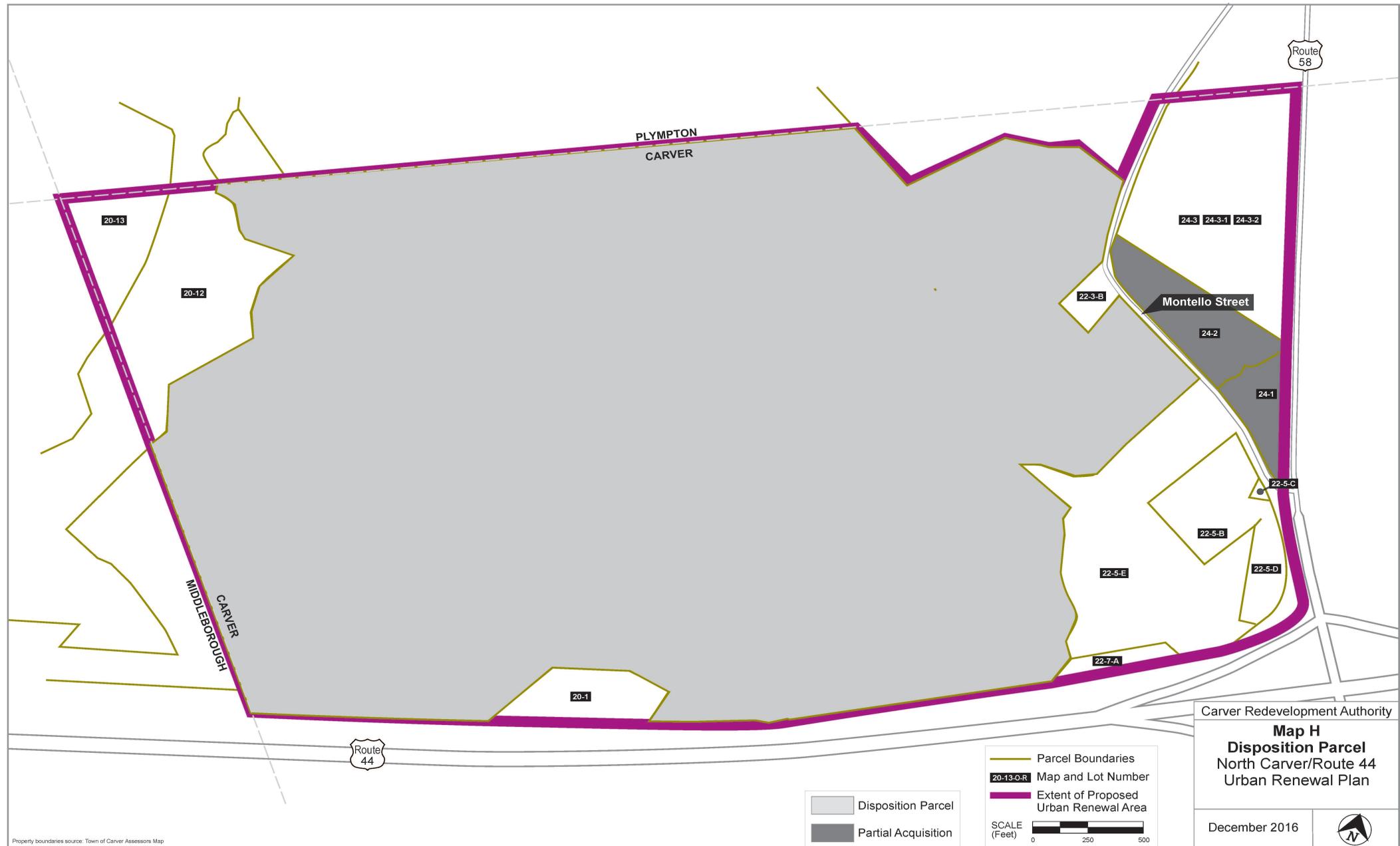
Map F1. Existing Thoroughfares and Public Rights of Way



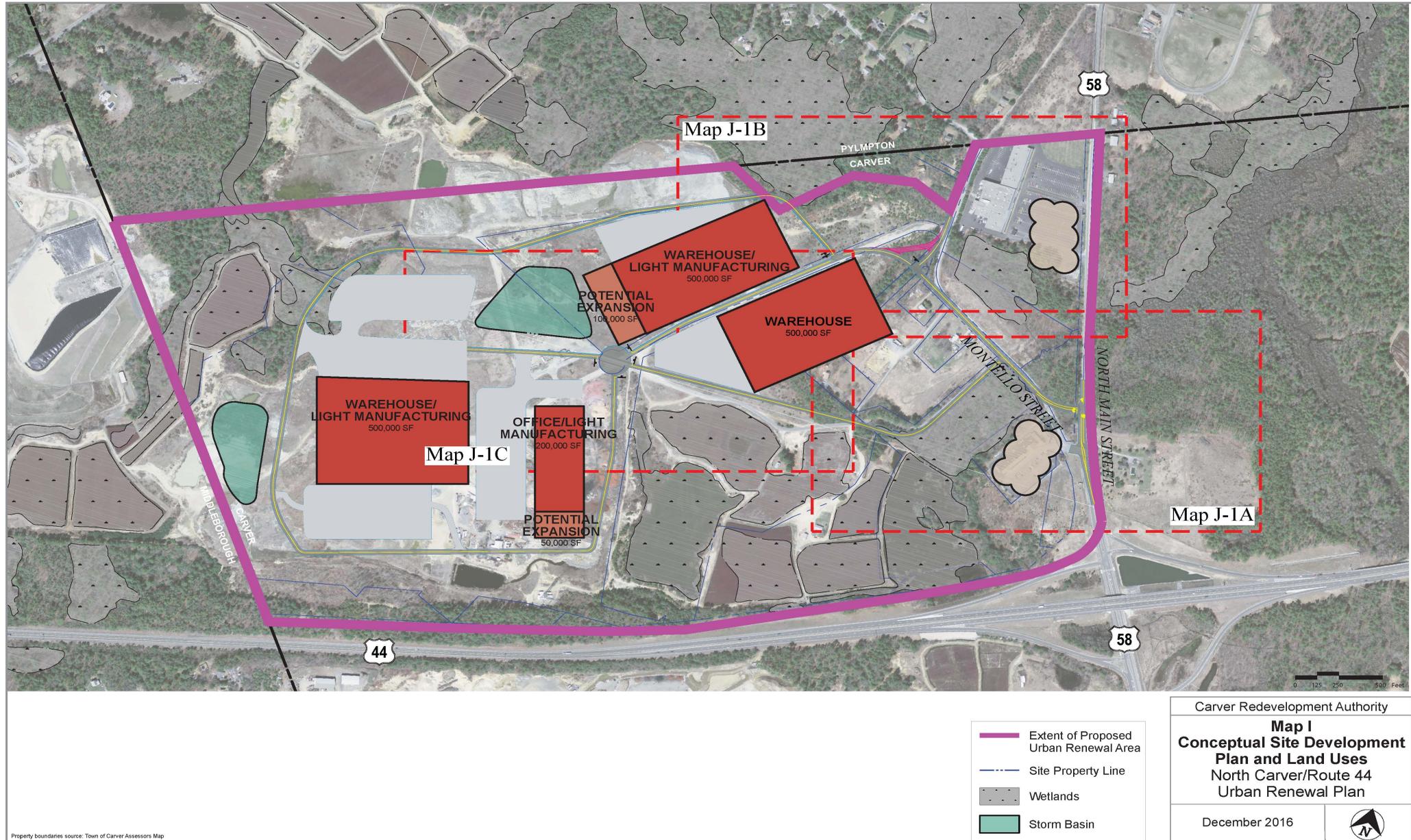
Map F2. Proposed Thoroughfares, Public Rights of Way and Utilities



Map G. Parcels to Be Acquired



Map H. Disposition Parcel



Map I. Conceptual Site Development Plan and Land Uses

## SECTION 2. PROJECT AREA ELIGIBILITY

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### Introduction

Under MGL Chapter 121B, urban renewal plans can be undertaken only in a designated area that an urban renewal agency has determined to be a “substandard, decadent or blighted open”. Further, governmental action must be warranted to assist in the revitalization and redevelopment of the area.

Establishing the legal basis for creating an urban renewal plan in accordance with the statute requires an examination of existing land use characteristics, socioeconomic conditions, and other economic indicators. The data evaluated as part of the area eligibility determination for the Project Area included Town Assessors’ records identifying parcel ownership, land and building assessments, the square footage of parcels and structures, the current usage, and existing easements. In addition, field surveys were conducted in November and December 2015 and, most recently, in October 2016. Field survey information, along with planning and permit information from the Town was used to compile a profile of parcel usage within the Project Area. Analysis of this data led to the findings presented in this section.

The CRA is proposing specific public sector actions that are necessary to encourage the redevelopment and revitalization of an area that is plagued with chronic physical and economic decline. The North Carver URP is designed to position the area to achieve its full economic development potential, thereby generating major benefits to the community in terms of job creation and increasing tax revenue.

Based on the data and other descriptive materials presented in this section, the CRA hereby finds that the designated North Carver URP Project Area qualifies as both a “blighted open area” and a “decadent area.” This section will establish the basis for these findings by demonstrating that the North Carver URP Project Area exhibits a number of the physical attributes listed under the statutory definitions of both a “decadent area” and a “blighted open area.”

The existing conditions are clearly “detrimental to the sound economic growth of the community.” Further, it is improbable that the Project Area would be redeveloped per the ordinary operations of private enterprise.

The North Carver URP will be an essential tool in revitalizing the Project Area. It will encourage sound economic growth; assemble a 242.1 acre area for the development of a business park; support private economic development efforts, including future phase commercial development along North Main Street; and provide for public improvements necessary to support redevelopment activities.

The purpose of the North Carver URP is to spur private investment by assembling certain properties that have the highest potential for stimulating private investment. This undertaking will involve specific actions to reverse the trend of economic and socioeconomic decline that are impeding the orderly and proper redevelopment of the area.

This section will explain this conclusion, and, therefore, the resulting need for governmental intervention.



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### Site Overview

The North Carver URP area is situated in northwest corner of Carver and is bounded generally by US Route 44 on the south, North Main Street (MA Route 58) on the east, the Plympton town line on the north and the Middleborough town line on the west (see Section 1, *Map A1. Project Area Boundary*). The boundary includes 23 privately owned parcels and 2 publicly owned parcel of land totaling 301.4 acres (see Section 2, *Table 2. North Carver URP Site Parcel Listing*). Many of the parcels within the Project Area are not accessible via public ways.

A large portion - 42 percent - of the North Carver URP Project Area (approximately 127 acres) is generally known as the “Whitworth Property” (Assessor’s Parcel identification 20-2-0-R shown on Section 1, *Map C. Existing Parcel Numbers and Boundaries*) and has historically been used for sand and gravel mining operations. It has been owned by Heirs of Sumner Mead (1968 to 1997), Stone Cranberry Corporation (1997 to 2013), and Route 44 Development, LLC. (2013 to present). Over the years, various firms were engaged by the owners to conduct extraction of soils operations on this property and conduct other operations including a wood waste landfill and a wood waste processing operation.

The typical extraction operations on the former Whitworth Property involved stripping the land of the natural vegetation, topsoil and subsoil, removing the marketable sand and gravel, screening and washing the extracted materials and finally trucking it away for re-use elsewhere. There was no restoration of the remaining land after the removal of marketable material was completed.

Extraction activities on this property ceased around the year 2000, and the site has remained generally inactive and underutilized for close to 15 years. A gravel screening plant has been removed from the site. The primary exception to this inactivity was the lease of approximately ten acres of land at the easterly portion of the so-called Whitworth Property (Assessor’s Parcel identification number 20-2-0-R) for the operation of a wood processing facility from 2006 to 2011. This operation produced commercial wood chips from logs and wood waste, top soil/mulch, cranberry waste, and stumps. Approximately 3 acres of this property was also used for a wood waste landfill in the 1980’s as approved by the Carver Board of Health and the Massachusetts Department of Environmental Protection (MassDEP). All of the post-soil extraction activities are currently inactive and have left items and conditions that need to be remediated and cleaned up prior to the development of the Project Area.

In 2013, the new owner of the Whitworth Property, Route 44 Development, LLC, commenced the process of preparing the property for potential future development. This initial work involved remediating the historic environmental issues and importing appropriate soils to grade the site to prepare it for future redevelopment.

The remaining portions of the North Carver URP Project Area include a 30-acre abandoned (and now demolished) septage treatment facility, 6 parcels (totaling 65.9 acres) with cranberry bogs, and several other smaller properties including vacant land as well as limited residential or commercial uses including a strip shopping center which had once been the location of a major supermarket chain.

**Table 2. North Carver Urban Renewal Project - Project Area Parcel Listing**

To Be Acquired   
 Partial Acquisition Only

Number	Parcel ID	Address	Owner (FY17)	Area	FY 17 Assessment	Zoning	Land Use	TBA	Relocation	Zone Change
1	20-1-0-R	0 Off Montello Street	44 Gravel & Sand, Inc.	2.79	\$410,400	GBP	Cell Tower	No	NA	No
2	20-2-0-R	3-4 Park Avenue	Route 44 Development, LLC	127.04	\$2,293,000	GBP	Former Sand/Gravel Pit	Yes	None	No
3	20-2-1-R	1 Park Avenue	Walsh Commercial Properties, LLC.	30.00	\$1,188,700	GBP	Vacant Land (Former Sewage Plant - Foundations Remain)	Yes	Business	No
4	20-3-0-R	0 Montello Street	Stump Realty Trust Thomas Jeffrey, Trustee	4.50	\$8,200	GBP	Undevelopable Land	Yes	None	No
5	20-12-0-R	0 Cobbs Pond	John L. Melville	7.55	\$99,600	HC	Bogs	No	NA	NA
6	20-13-0-R	0 Off Montello Street	Town of Middleboro DPW	4.02	\$24,500	HC	Undevelopable Land	No	NA	NA
7	20-14-0-R	0 Cobbs Pond	Julie Kuhn	7.48	\$45,600	HC	Vacant Land	Yes	None	YES
8	21-2-A-R	0 Rear Plymouth Street	Mehutchett Realty Trust Paul Clancy, Trustee	0.90	\$2,300	GBP	Undevelopable Land	Yes	None	No
9	22-3-0-R	12 Montello Street	Michael A & Sharon M. Tassinari	1.50	\$227,500	GBP	Residential	Yes	Single Family - Owner Occupied	No
10	22-3-1-R	18 Montello Street	David C. Borofski	7.90	\$292,800	GBP	Equipment Storage	Yes	Business	No
11	22-3-A-R	20 Montello Street	John S. & Lisa M. Allen	2.68	\$290,600	GBP	Residential	Yes	Single Family - Owner Occupied	No
12	22-3-B-R	16 Montello Street	Bruce & Karen Tuscher	0.97	\$218,800	GBP	Residential	No	NA	No
13	22-5-A-R	0 Montello Street	The LSC Investment Trust	1.08	\$260	GBP	Linton Bog - Bog Road	Yes	None	No
14	22-4-0-R	0 Montello Street	The LSC Investment Trust	0.60	\$140	GBP	Linton Bog - Bog Road	Yes	None	NA
15	22-5-B-R	2 Montello Street	The Advanced Group Carver LLC	3.73	\$1,654,000	HC	Shopping Center (Aubuchon Hardware)	No	NA	NA
16	22-5-C-E	North Main Street	Town of Carver	0.12	\$6,100	HC	Vacant Land	No	NA	NA
17	22-5-D-R	2-D Montello Street	The Advanced Group Carver LLC	1.79	\$624,300	HC	Commercial (Dunkin Donuts)	No	NA	NA
18	22-5-E-R	0 Montello Street	The Advanced Group Carver LLC	15.80	\$207,200	HC	Vacant Land	No	NA	NA
19	22-7-A-R	0 Off Montello Street	Estate of Ebenezer A. Shaw et al	1.10	\$6,700	HC	Undevelopable Land	No	NA	NA
20	22-10-0-R	10-B Montello Street	Robert C. Melville	15.16	\$31,610	GBP	Bogs	Yes	Bogs - TBD	No
21	22-10-1-R	10-B Montello Street	Robert C. Melville	1.38	\$233,200	GBP	Residential/Bogs	Yes	Single Family Renter Occupied	No
22	22-11-0-R	10-A Montello Street	The LSC Investment Trust	40.15	\$211,810	GBP	Linton Bogs Residential (Vacant)	Yes	Bog - TBD	No
23	24-1-0-E	0 Montello Street	S.A. Webby, Inc.	2.49	\$322,600	GBP	Vacant Land	Partial Only	NA - Partial Acquisition For Roadway Realignment Only	No
24	24-2-0-E	0 Montello Street	S.A. Webby, Inc.	5.20	\$86,900	GBP	Vacant Land	Partial Only	NA - Partial Acquisition For Roadway Realignment Only	No
25	24-3-1-R	160 N. Main Street	Waterstone Southeast Portfolio	15.46	\$2,651,000	HC	Retail Condo (Mixed-Use Strip Center)	No	NA	NA

There are a number of existing known environmental issues within the North Carver URP area:

- **Parcel 20-2-0-R.** The 127-acre site of the former sand and gravel operation (the Whitworth Property) is a brownfields site that has been assessed and remediated under the Massachusetts Contingency Plan (MCP 310 CMR 40.0000). The MCP activities include site assessment and remediation of deep groundwater on the property that was impacted by two upgradient releases located south of US Route 44. The assessment and remediation activities on this property associated with these releases including groundwater treatment sites are in the process of being removed and closed out. An on-site release related to the historic storage of organic cranberry waste has been assessed and is also currently being closed out in accordance with the requirements of the MassDEP's MCP Regulations.

The owner of this property is also planning to advance initial reclamation activities on this Property, including removing subsurface debris from historic operations and illegal dumping, remediating the existing on-site wood waste landfill as required by MassDEP's Solid Waste Management Regulations (310 CMR 19.000), accepting approved soils to begin to restore the property to grades appropriate for future development, processing the on-site tree and stump pile, and processing of asphalt, brick and concrete (ABC) materials to provide materials for the construction of roadways, parking areas and building foundations related to the future redevelopment of the site.

- **Parcel 20-2-1-R.** In 2006, the owner of the former septage treatment plant on this 30-acre property was cited by MassDEP for Water Pollution and Air Quality violations and ordered to stop accepting septage. This plant then permanently ceased operations and was demolished (some concrete slabs remain). A portion of this property is currently used as a yard for a local contractor and the site does not have any buildings.

The Town of Middleborough operates a solid waste landfill immediately west of the North Carver URP Project Area in Middleborough. The Town of Middleborough also owns a parcel within the North Carver URP Project Area that is a buffer to their landfill (Parcel 20-13-0-R). There are no known issues with the Middleborough Landfill that will impact the proposed redevelopment of the North Carver URP Project Area.

Given its historical use, there may be hazardous materials found within the Project Area that may require coordination with MassDEP. During future project implementation activities, any unanticipated hazards that may be encountered will be addressed properly and in full accordance with applicable laws and regulations. See Section 7 Site Preparation.

The 2005 substantial upgrading of the adjacent US Route 44 as a limited-access highway and the recent adoption of a Green Business Park Zone by the Town of Carver have generated further impetus for the redevelopment of this conveniently located commercial area. However, a series of physical and practical hurdles must be overcome before the area becomes fully productive for economic development purposes (see below).

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## Planning and Redevelopment Efforts to Date

The Town of Carver has been persistently pursuing the redevelopment of the general North Carver URP area for over twenty years. In the context of limited resources, the Town's approach has been incremental in nature and has included the following initiatives:

- **Economic Development Strategies Plan (1995).** In 1995, the Town engaged the consulting team of McDermott/O'Neill & Associates and The Howell Group to prepare an Economic Development Strategies Plan (EDSP) for the Town. The EDSP stated that "perhaps more than any infrastructure project now underway, the relocation and expansion of US Route 44 will boost the potential for business growth in North Carver." One of the priorities that emerged from the EDSP was to "recruit wholesale/retail distribution businesses to North Carver." The EDSP also recommended providing tax incentives including the creation of an Economic Opportunity Area (EOA) in North Carver to offer tax incentives and streamline the permitting process to attract wholesale/retail, distribution businesses to the community.
- **Town Master Plan (2001).** In its 2001 Master Plan, the Town identified the "Route 44 Corridor" as one of seven priority opportunity areas for economic development. This Master Plan indicated that the area along US Route 44 is a viable site for warehouse wholesale/retail distribution business because of the convenient access to the regional highway network and the need to mitigate the tax burden on residential property. The Master Plan recommended that the Town establish and adopt an economic development strategy for the US Route 44 Corridor. It also recommended that the Town pursue economic development incentives specifically targeted to the commercial properties in this area. The Town's Master Plan is currently being updated with the Southeast Regional Planning and Economic District (SRPEDD) and it is clear that the subject area will continue to be designated a priority for economic development.
- **US Route 44 Extension (2005).** In 2005, a 7.5-mile section (3.1 miles in Carver) of US Route 44 was extended from MA Route 58 to MA Route 3. The new four lane limited access highway included two new interchanges within Carver, one at MA Route 58 immediately southeast of the Project Area and the other at the Plympton/Kingston town line at Spring Street. These roadway improvements have increased the attractiveness of the US Route 44 area for development. The North Carver URP area is located immediately adjacent to the improved highway and provides direct access to the US Route 44 and MA Route 58 interchange. These improvements provide easy access to MA Route 3 (north-south), Interstate 495 (north-south) and MA Route 24 (from the Fall River/New Bedford area to Boston). The completion of these improvements substantially enhanced the attractiveness of the North Carver URP area for economic development.
- **Water Engineering Study (2006).** In 2006, the Town commissioned Norfolk RAM Group, LLC of Plymouth, MA to provide consulting services to identify and evaluate options for expanding the public water supply in North Carver with the objective of capitalizing on economic opportunities along US Route 44. The study, entitled "Water Engineering and Planning Services for North Carver, Town of Carver," set forth potential physical and financial scenarios to bring water

service to the area. It also included a market feasibility study by FXM Associates of Mattapoisett, MA focused on potential redevelopment scenarios for the Whitworth Property (see below). The study recommended extending public water supply to the area at a cost of \$15 million and funding the construction through a combination of federal, state and local grants and debt, including the use of District Improvement Financing (see below).

- **Market Feasibility Analyses (2006 & 2008).** A 2006 market feasibility study, by FXM Associates of Mattapoisett MA, entitled “Findings of the Market and Fiscal Assessment of the Development Options for the Whitworth Property” as well as a 2008 update thereof investigated the potential for capitalizing on the then recently completed upgrade of US Route 44. This study also assessed the area’s potential for office and retail re-use. In addition, this study estimated job growth, long-term employment opportunities and potential municipal tax revenues based on conceptual implementation strategies. At that time, the site was zoned “Highway Commercial” which allowed light industrial and commercial uses, but not distribution uses (the zoning was later changed – see below). This study indicated that the site was suitable for redevelopment, but that certain infrastructure improvements were required. Specifically, the report cited the need for a municipal water supply serving North Carver, especially in the subject area, which the study noted was the largest parcel of undeveloped commercial land remaining within the entire Town.
- **District Improvement Financing (2006 & 2010).** In 2006, the Town established the North Carver District Improvement Financing (DIF) District. The district consists of the northwest area of Carver. The use of district improvement financing would allow the Town to use some or all of the incremental tax revenue generated by future development within the designated district as a revenue source to support the cost of constructing a water distribution system. In 2010, the Town Meeting approved the designation with the intent that 50 percent of the incremental tax revenue from new developments would fund the water district debt service.
- **Installation of Water Service (2007 & 2010).** In 2007, the Town authorized the filing of special legislation creating the North Carver Water District (NCWD) in order to build a public water supply system that would stimulate commercial growth in the north part of the Town. This legislation was signed into law the following year as Chapter 124 of the Acts of 2008. The NCWD completed the construction of a water system in 2010, thus overcoming a major obstacle to the development of the North Carver URP area.
- **Priority Development Site (2009).** In 2008, the Town designated the North Carver URP Project Area as a “priority development site” under MGL Chapter 43-D, allowing fast track permitting to facilitate the redevelopment of the site. Accelerated permitting is an important marketing advantage that will be critically important in the implementation of the North Carver URP.
- **Green Business Park Zoning Enactment (2010).** In 2010, the Town created a new zoning district targeted for North Carver to attract private investment and to support economic development. In late 2010, the Town adopted that new zoning category and re-zoned most of the North Carver URP area from “Highway Commercial” to “Green Business Park.” This re-zoning effort expanded the permitted uses for the site to include industrial uses such as manufacturing, wholesale, warehousing and distribution as well as research and development and the manufacturing, processing, assembly, or fabrication of alternative energy components and permitted large-scale ground mounted solar photovoltaic installations.

- **Comprehensive Economic Development Strategy (2010)**. Since 2010, the regional planning agency, the Southeast Regional Planning and Economic Development District (SRPEDD), has designated a business park in the North Carver URP area as one of the high priority development projects in its Comprehensive Economic Development Strategy (CEDS), a locally based, regionally-driven economic development planning process. This designation made the area eligible for funding from the US Economic Development Administration (EDA). The project, in one form or another, has been identified in the CEDS as a regional economic development project since 2008, dating back to efforts focused on US Route 44 upgrades and the development of municipal water infrastructure to support economic development.
- **CEDS Update (2016)**. In 2016, SRPEDD renewed the CEDS designation of the North Carver URP, indicating that it is one of its eight priority EDA development projects in the 27-community region for 2016 - 2017.
- **Market Overview Analysis (2016)**. In June 2016, the CRA engaged FXM Associates to undertake a limited study of current market conditions and trends affecting office and industrial/wholesale space in North Carver. FXM examined both regional (Plymouth County) employment trends in industries that generate demand for office and industrial/wholesale space, and trends in the inventory, prices, occupancy and net absorption for office and industrial/wholesale space for the more narrowly defined submarket defined as Carver and surrounding towns. This analysis suggests likely growth in demand in this submarket for office space, particularly medical office space. In addition, this analysis indicates that demand in the industrial/warehouse sector is growing. Further, the strategic location of the North Carver URP and the capacity to assemble large “shovel-ready” sites there would be a competitive advantage in attracting development in the industrial/warehouse sector. A copy of the analysis is provided in *Appendix 1. Market Analysis, FXM Associates*.
- **Interim Redevelopment Initiatives**. Over the years, the Town has approved a series of small-scale private projects to allow the cleanup and limited development of the North Carver URP site within the context of the overall long-term vision for its eventual redevelopment. These include the initial reclamation activities being undertaken by the owner of the former Whitworth Parcel and approved by the Carver Planning Board.




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## Area Eligibility Finding

The following *Table 3. North Carver URP Project Area Qualifying Criteria*, summarizes the specific conditions that support certain statutory requirement findings that the Project Area is both “decadent” and “blighted open” requiring the statutory tools of urban renewal. Justification for each finding is also provided in this section:

<b>Table 3. North Carver Urban Renewal Project - Project Area Qualifying Criteria</b>	
<b>Statutory Finding</b>	<b>MGL Chapter 121B Project Area Qualifying Criteria</b>
<b>Decadent Area</b>	Substantial change in business or economic conditions
	Diversity of ownership
	Irregular lot sizes
	Obsolete street patterns
<b>Blighted Open Area</b>	Existence of ledge, rock, unsuitable soil, or other physical conditions
	Necessity for unduly expensive excavation, fill or grading
	Inappropriate or otherwise faulty platting or subdivision
	Deterioration of site improvements or facilities
	Division of the area by rights-of-way
	Diversity of ownership of plots
	Inadequacy of transportation facilities or other utilities
	Substantial change in business or economic conditions or practices
	Abandonment or cessation of a previous use or of work on improvements begun but not feasible to complete
	Other conditions which are not being remedied by the ordinary operations of private enterprise

**Decadent Area:**

- **Substantial change in business or economic conditions or practices:** The Project Area is clearly in need of specific actions to reverse the long-term trend of economic decline. The challenges in the Project Area have been well documented by multiple previous studies and plans.

As early as 2001, the Economic Development Strategies Plan (EDSP) prepared by McDermott/O’Neill & Associates states that: “It is commonly accepted that, in most communities, residential growth does not generate enough new tax revenue to cover the new expenses generated by that growth.” The EDSP went on to suggest that the fiscal impact of residential growth in Carver has been compounded by the relatively low tax valuation of land devoted to cranberry growing, which accounts for half of the total land area in Carver. The Town of Carver has continued to see an increase in its residential growth.

According to a 2016 Massachusetts Department of Revenue report, cranberry and other farming-related activities encompass over half of the town’s total acreage, its commercial and industrial sector comprises only 12.6 percent of the property tax base. Single-family residents, therefore, shoulder the bulk of the tax levy, which funds just over half of Carver’s \$41.7 million FY2016 total operating budget.

In Boston Business Journal's (BBJ) summary of statewide data, the average FY 2016 residential tax bill for a single-family home in Carver was \$4,553, a 27 percent increase in a 10-year period. According to the BBJ, the Town's residential tax rate ranked 113<sup>th</sup> statewide, while its commercial tax rate of \$26.14 ranked 57<sup>th</sup> statewide. Carver recently set its FY 2017 commercial tax rate at \$27.31 per \$1,000. Like all Massachusetts municipalities, Carver is facing revenue constraints and growing cost pressures and is looking for ways to expand and diversify its tax base.

The redevelopment of this largely vacant, underutilized site with higher intensity uses will advance the Town's goals to diversify and increase its tax base, create new employment opportunities, decrease the residential tax burden and will stimulate the economy of Carver. The proposed development provides a "blank slate" with excellent nearby access to the highway system as well as a readily available work force. The size of the site and its generally flat topography can accommodate a wide variety of large tenants that cannot be accommodated at competing sites in the general vicinity. The location in Carver also accommodates the current trend for companies to move out of the Boston-metropolitan area to areas that can service the south shore and south coast areas of Massachusetts, Cape Cod and Rhode Island.

Over the years, the Town has been moving forward on addressing the EDSP priorities including the recommendation that it "recruit wholesale/retail distribution businesses to North Carver." The majority of the site has been rezoned for Green Business Park use; and the site has improved highway access and it is the only area in the Town with the capacity to provide public water. A serious historic constraint to the development had been the lack of a public water system that has been addressed with the implementation of the North Carver Water District. The underutilization of land in the area today continues to severely limit the economic growth of the Town and its ability to diversify its tax base and create jobs.



**Figure 1. Site of former septage treatment facility.**

Additionally, questionable business practices by certain owners over the years have resulted in the physical deterioration of the Project Area. The environmental effects from prior sand and gravel mining operations and a septage treatment facility have restricted the development potential of a significant portion -- 52 percent - of the Project Area. These former operations have left behind debris, stockpiles, foundations and subsurface and surficial contamination. As a general matter, areas that are in a state of physical decline, that are underutilized, or that are improperly deployed, limit the Town's ability to be competitive in a larger economic context.

A large portion -- 42 percent -- of the Project Area (approximately 127 acres) is generally known as the "Whitworth Property" and has historically been used for sand and gravel mining operations. It has been owned by Heirs of Sumner Mead (1968 to 1997), Stone Cranberry Corporation (1997 to 2013), and Route 44 Development, LLC. (2013 to present). Over the years,

various firms were engaged by the owners to conduct soil extraction and other operations on the property.

The typical extraction operations on the property involved stripping the land of the natural vegetation, topsoil and subsoil, removing the marketable sand and gravel, screening and washing the extracted materials and finally trucking it away for re-use elsewhere. There was no restoration of the remaining land after the removal of marketable material was completed.

Extraction activities essentially ceased around the year 2000, and the site has remained generally inactive and underutilized for close to 15 years. A gravel screening plant has been removed from the site.

The primary exception to this inactivity was the lease of approximately 10 acres of land at the easterly portion of the so-called Whitworth Property for the operation of a wood processing facility from 2006 to 2011. This operation produced commercial wood chips from logs and wood waste, top soil/mulch, cranberry waste, and stumps.

In 2013, the new owner of the Whitworth Property, Route 44 Development, LLC, commenced the process of preparing the site for future development. This work involves remediating the historic environmental issues and grading the site to prepare it for future redevelopment.

The remaining portions of the North Carver URP area include a 30-acre abandoned (and now demolished) septage treatment facility, a 40-acre parcel with a cranberry bog and a single-family residence, a 15-acre bog, and several other smaller properties including vacant land and smaller bogs. There are also limited residential and commercial uses including an Aubuchon Hardware, a newer Dunkin Donuts, and a strip shopping center built in 1990 which had once been the location of a major supermarket chain that which relocated in 2005. Today, the repurposed, non-anchored strip center houses an “extreme value” variety shop, a fitness center, a hair salon, an ATM, a dance studio and an appliance repair shop.

- **Diversity of ownership:** Diversity of ownership occurs when adjacent properties are owned by multiple parties impeding future development. This characteristic is applied to areas where larger development parcels are necessary for viable redevelopment projects. When areas are characterized by a proliferation of small, and often irregularly shaped, parcels under different ownership, development is often severely limited because of the difficulty of assembling parcels large enough to support new development.

While several of the current parcels are in common ownership as shown in *Table 2. North Carver URP Project Area Parcel Listing*, the majority of the parcels within the Project Area are held in individual ownership, making effective redevelopment more difficult if not impossible. Given the overall size of the Project Area, many of the lots are smaller and some lack adequate or any street frontage. The Project Area comprises 25 parcels, which are owned by a total of 20 different property owners. Of those 20 separate owners, 13 - 65 percent - are owned by individuals or entities who are located outside Carver (based on Assessor mailing addresses).

The minimum lot size within the Green Business Park and Highway Commercial zone is 60,000 (1.38 acres). Of the 25 total parcels, 6 parcels - 24 percent - do not meet the minimum lot size requirements of the Zoning Bylaw. Of the 20 parcels in separate ownership, 4 of them - 20

percent - would still not meet the minimum lot size requirements. Clearly, a diverse ownership structure exists and is inhibiting the assemblage of parcels large enough for economically viable redevelopment.

- **Irregular lot sizes:** Conditions typically associated with irregular lots involve shapes, layouts and sizes that are simply inadequate to support redevelopment without the lots being assembled into larger development parcels. Faulty lot layouts are generally too small or irregularly shaped for reasonable development, have identifiable obstacles to development, have accessibility problems, or are not useful for other reasons.

As indicated above, 24 percent of the 25 parcels do not meet the minimum lot size requirements of the Town's current Zoning Bylaw. Furthermore, 9 of the 25 parcels in the Project Area - 36 percent - are less than 2 acres, and 4 of those are under 1 acre. Of the 20 parcels that are in separate ownership (which presumes those in common ownership could be more easily combined into a larger parcel), 5 - 25 percent - would still be under 2 acres, and 3 of those would still be under 1 acre.

Faulty lot layouts, some without frontage, and inadequately-sized lots can be found scattered throughout the Project Area, as depicted in Section 1, *Map C. Existing Parcel Numbers and Boundaries*. The Project Area lot layout has no regard for surface contours, drainage and other physical characteristics of the terrain, access from Montello Street, and surrounding conditions. Irregularly shaped lot sizes and faulty interior arrangement have compromised property usefulness and impaired development.

- **Obsolete street patterns, division of the area by rights-of-way:** The lack of public access to a majority of the Project Area site has resulted in poor vehicle access, no pedestrian access and very rough internal circulation. The Assessor's addresses utilize "Off", "Rear" or "0" rather than a street number to describe a majority of the parcel addresses, because these parcels are generally landlocked or require access through an adjacent parcel. Two parcels are listed as "Park Avenue," which does not exist as a public way and is only an unpaved access and utility easement. Fourteen of the parcels comprising 213.9 acres, or roughly 71 percent of the Project Area have access constraints ranging from being landlocked, to having restricted access including through an adjacent property, via a private unimproved easement, or only have "frontage" along US Route



Figure 2. Primary site access easement known as Park Avenue.

44 (presumably remnants from highway takings) with no access. This condition alone has had significant deleterious effects on the Project Area. This has created a situation where one enters certain areas of the Project Area “at your own risk,” and has resulted in neglect, illegal dumping, excessive litter, trash, debris, or weeds and a sense of chronic underutilization.

**Blighted Open:**

- **Existence of ledge, rock, unsuitable soil, or other physical conditions:** Historic sand and gravel extraction operations within the Project Area involved stripping the land of the natural vegetation, topsoil and subsoil, removing the marketable sand and gravel, screening and washing the extracted materials and finally trucking it away for reuse elsewhere. There was no restoration of the remaining land after the removal of marketable material was completed. Although extraction activities essentially ceased around the year 2000, these portions of the Project Area have remained generally inactive and underutilized.

The Project Area also contains a 30-acre abandoned septage-treatment facility. The facility has been demolished, but abandoned concrete foundation slabs still remain in place. It is unknown if any additional contamination remains.

These conditions will necessitate extensive removal, grading, and subsurface cleanup plus adequate and improved public access and infrastructure in order to make the property a viable redevelopment area.

- **Necessity for unduly expensive excavation, fill or grading:** As indicated above, a major portion of the Project Area will require extensive site restoration activities involving removal of piles of debris, cleanup of a prior stump and wood dump, importing soils and grading in order to



**Figure 3. Remnants of past business operations at the former Whitworth property.**

support future redevelopment. Historic activities at the former Whitworth Property (Assessor’s Parcel identification number 20-2-0-R) have left the surface excavated too close to the groundwater table with large piles of stumps and logs, a wood waste landfill, piles of debris and waste, and a buried area of organic peat material that is not suitable for foundations for large buildings. The current owner has started to address the piles, wood waste landfill and the peat area to accommodate future buildings. The property owner has also estimated the need to import up to

600,000 cubic yards of appropriate soils to restore grades to a flatter plateau with adequate separation to groundwater that can be developed. Without the importation of a substantial quantity of soils, the current contours and conditions are not appropriate for a viable development as desired by the Town.

- **Inappropriate or otherwise faulty platting or subdivision:** As discussed above, almost half of the properties, comprising 213.9 acres or roughly 71 percent of the 301.4-acre Project Area, have restricted access, and most could be considered landlocked. A “Subdivision Not Required” Plan approved by the Planning Board in 1993 divided a former 157-acre parcel into a 127-acre land-locked parcel (the former Whitworth Property) accessed only by an access and utility easement, and a 30-acre parcel with “limited” frontage on Montello Street. Part of the latter’s frontage is an unpaved access and utility easement, which serves as an informal access point to the rear parcels. This single subdivision clearly impacted a substantial portion - 42 percent - of the Project Area. There are 4 additional parcels in the Project Area comprising 9.3 acres that appear to have no other frontage than on US Route 44, a divided highway at that point with no access or egress from these parcels. Why these practices impacting access and egress occurred is unknown, but they are evident of practices that hindered access and usefulness of the land.
- **Deterioration of site improvements or facilities:** The Project Area contains numerous outdated improvements, which do not permit the area to be utilized to its full potential. The vehicular and pedestrian accessibility in and around the Project Area is problematic and retards vehicular circulation within the area. Specifically, the condition and configuration of Montello Street, in particular its intersection with MA Route 58 requires significant upgrades and improvements to allow any development of the Project Area. Vehicular access to the site is also awkward and hazardous.

Many of the undeveloped parcels have remnants of past improvements, including foundation slabs, building material debris, overgrown vegetation and tree stumps that severely hinder the internal access to the Project Area and future development. These factors contribute to the deteriorated and derelict condition of the Project Area.

- **Division of the area by rights-of-way:** The current primary ingress and egress access into the majority of the Project Area including the former Whitworth Property is a 60-foot wide, roughly 1,500-foot-long access and utility easement (not a public way). This unpaved easement was configured to take advantage of the limited street frontage that existed when the parcels were subdivided. Today, this single point of entry serves as the primary access leading to a series of informal dirt pathways, of varying but considerable lengths, that then provide access to as many as 12 internal parcels. This condition and location of the private dead-end system does not provide adequate access for motorists, pedestrians or emergency vehicles. Turning radii are inadequate. Of note is that any driveway or access into the former Whitworth Property and



Figure 4. Primary access easement entrance.

abutting parcels will be of a length that will require a second intersection with Montello Street for access by emergency vehicles and for smooth traffic flow. This second connection point does not currently exist.

- **Diversity of ownership:** See narrative under “Decadent” above.
- **Inadequacy of transportation facilities or other utilities:** The majority of the Project Area lacks public infrastructure improvements and utilities. Electricity and natural gas of sufficient capacity to support the proposed development will have to be extended from a significant distance. Water service is available along MA Route 58, but it is likely that additional pressure and potential flow enhancements will need to be implemented to service the proposed development. Given the type of on-site soils and the lack of any nearby publicly-owned sewers, wastewater treatment will likely be provided by a new on-site facility.

Further, the Project Area has no discernible order or pattern to the location of uses, lacks public road connections, non-motorized facilities, public safety features, landscaping, or amenities, and is obsolete by today’s standards.

- **Substantial change in business or economic conditions or practices:** See narrative under “Decadent” above.
- **Abandonment or cessation of a previous use or of work on improvements begun but not feasible to complete:** The Project Area is in varying stages of disrepair and decay. While certain occupied properties are in better condition, the vacated parcels are littered with the remnants of prior business operations including debris, stumps and other materials, building slabs and are generally unkempt and unsightly. The site is overgrown with weeds and illegal disposal of waste is occurring. Building demolition of the former septage treatment plant occurred at one point in the past, but concrete foundation slabs remain. The primary means of access road is unpaved, rutted and deteriorating. As presented above, the former Whitworth Property that comprises approximately 40 percent of the Project Area requires importing a substantial amount of soil to prepare grades necessary for development as well as cleanup the remnants of numerous historic operations that have been abandoned.
- **Other conditions which are not being remedied by the ordinary operations of private enterprise:** The Project Area includes a large blighted property where historic over-excavation of sand and gravel and other abandoned activities have left it in a condition requiring significant reclamation activities to be suitable for the type of development envisioned by the Town during its 20-year long planning process. The potential for additional hazardous waste contamination still exists. Other properties are randomly located, have irregular lot sizes and shapes and limit the necessary vehicle access to the Project Area. The combination of the current site conditions as well as the need to make significant upgrades for access and provision of utilities necessitate actions that are beyond the ability of private enterprise to perform so as to allow the Project Area to be developed.

The creation and implementation of the North Carver URP under MGL Chapter 121B is a critical ingredient in the Town’s efforts to achieve the redevelopment of the Project Area. An URP will establish the legal framework for the orderly development of the area including the following essential public sector activities:

- **Property Acquisition.** Awkward lot and street configurations, conflicting land use patterns and the physical decline of properties have made the efficient redevelopment of the Project Area virtually impossible. The legal authority to acquire certain properties by eminent domain is required in order to allow the assembly of a suitable disposition parcel including access and utility improvements, if necessary, after good faith negotiations with the current property owners.
- **Access.** There is only one public way within the North Carver URP (Montello Street). North Main Street (MA Route 58) is located along its eastern perimeter, US Route 44 is located along its southern perimeter. Montello Street provides very limited access to the interior parcels, including the former Whitworth Property, along a private access and utility easement.. Thus, there are numerous interior parcels that are effectively landlocked. This condition alone has had significant deleterious effects on the Project Area. This situation resulted from land takings for the construction of US Route 44 and historic subdivision practices. Some owners utilize an existing unimproved easement, commonly referred to as Park Avenue, for private site access. There are also a series of easements that traverse individual parcels. The North Carver URP will necessarily involve site assembly, subdivision, and the relocation and/or construction of public roads to provide suitable access to all the land.
- **Strategic Subdivision of Land.** The lack of a unified or integrated architectural theme or development pattern has led to the economic decline of the general Project Area along with visual blight. The assembled site will be subdivided into new parcels that will reflect the optimal use of the site as a whole in the context of the demands of the marketplace for prepared land.
- **Infrastructure Construction.** The assembly of the Project Area into a viable disposition parcel will allow the efficient and cost effective layout, design and construction of roadway to assure proper access and egress to and circulation within the site. It will also allow the required infrastructure including stormwater controls, streetscape improvements, lighting and tree planting, and extending available water supply from the North Carver Water District for potable use and fire protection. While the Project Area is in close-proximity to excellent roadway transportation access and municipal water, it has limited utility infrastructure.
- **Imposition of Development Controls.** A lack of unified or integrated design theme has resulted in poor aesthetic characteristics and an overall appearance of abandonment and decline. In order to achieve the Town's vision for the future of the property, it is critical that a carefully crafted set of redevelopment controls be designed to achieve the goals of the North Carver URP to govern the redevelopment and use of the parcels within the area. These controls will be imposed under the North Carver URP for a period of 20 years in order to assure the long-term quality of the built environment.
- **Sustainability.** The development controls described above will incorporate provisions mandating that the private development of the site be based on fundamental sustainability principles.

The conditions described in the findings set forth in this section have substantially impaired the sound growth of the Project Area, decreasing private investment and discouraging overall investment. Based upon the data contained and referenced in this URP, it is clear that the area is in a decadent condition,

which is beyond remedy and control solely by the existing regulatory process, and which cannot be dealt with effectively by the ordinary operations of private enterprise without the aid provided for in this URP. Therefore, the redevelopment of the Project Area, by the means set forth in this URP, is necessary in order to achieve the permanent and comprehensive elimination of the existing decadent and blighted conditions.



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### Clearance Activities

In order to accomplish the goals and objectives of the North Carver URP, the plan proposes the assembly of a strategic redevelopment site involving the acquisition of 13 privately owned parcels and the partial acquisition of another 2 privately-owned parcels, totaling 242.1 acres (see Section 1, *Map G. Parcels to be Acquired*). The North Carver URP proposes the spot clearance of 5 buildings (see Section 1, *Map B. Spot Clearance*). There are no clearance areas in the North Carver URP.

The spot clearance of these 5 buildings is in compliance with the eligibility requirements for spot clearance set forth in 760CMR 12.02(2), which states “Where spot clearance is proposed, a showing that the clearance is necessary in order to achieve the objectives of the plan”, and as further expanded by the following DHCD guidance “if conditions warranting clearance do not exist, the appropriate treatment may be spot clearance to remove substandard buildings and blighting influences or spot clearance to provide land for project improvements and supporting facilities that are necessary to achieve the objectives of the Urban Renewal Plan. Spot clearance may involve buildings that are in good condition, but whose demolition is necessary to achieve Plan objectives (e.g., to construct infrastructure improvements, to improve public access to and within the area, to provide significant economic development opportunities).” Spot clearance is necessary in order to achieve the objectives of the North Carver URP, as set forth in Section 3.

These parcels will be assembled and spot clearance undertaken to create a site with sufficient critical mass for a viable business park that will attract new economic development and private investment to the Town of Carver (see Section 1, *Map H. Disposition Parcel* and *Map I. Conceptual Site Development Plan and Land Uses*). The proposed land uses for this site include: warehouses and distribution facilities, office space, light manufacturing, and Research & Development.

The following properties to be cleared on a spot basis are shown in *Table 4. North Carver URP Buildings to be Cleared* (below):

<b>Table 4. North Carver Urban Renewal Project - Buildings to be Cleared</b>		
<b>Parcel Number</b>	<b>Address</b>	<b>Building Area</b>
22-3-0-R	12 Montello Street	1,673 SF
22-3-A-R	20 Montello Street	1,844 SF
22-11-0-R	10-A Montello Street	561 SF
22-10-1-R	10-B Montello Street	1,008 SF
20-2-0-R	3-4 Park Avenue	4,100 SF
<b>Total Area</b>		<b>9,186 SF</b>
<b>Note:</b> Building area does not include accessory outbuildings to be demolished.		

These 5 buildings comprise 9,186 square feet in total. The extent of the clearance can be justified as spot clearance and as necessary to achieve the objectives of the plan. Of the 13 parcels to be assembled under the North Carver URP (not including the 2 partial acquisitions), 5 have buildings and all of these will be cleared. Furthermore, the area contained in these 5 structures comprises only 8.2 percent of the total building area in the Project Area.

The clearance of these 5 buildings is necessary in order to achieve the objectives of the North Carver URP, including:

- The assembly and creation of a disposition parcel with sufficient critical mass for a viable business park that will attract new economic development and private investment to the Town of Carver.
- The construction of infrastructure improvements in the Project Area that is necessary to support redevelopment activities, including new public roadway(s), stormwater controls, and extending available water supply to the Site from the North Carver Water District for potable use and fire protection other utilities.



**Need for Urban Renewal**

The conditions described in the findings set forth in this section have substantially impaired the sound growth of the Project Area, decreasing private investment and discouraging overall investment. For 20

years, the Project Area has experienced chronic disinvestment, clearly demonstrating that the operations of the private sector alone will not result in the redevelopment of this area. Based upon the data contained and referenced in this Plan, it is clear that the area is in a decadent condition, which is beyond remedy and control solely by the existing regulatory process, and which cannot be dealt with effectively by the ordinary operations of private enterprise without the aid provided for in this Plan. Therefore, the redevelopment of the Project Area, by the means set forth in this Plan, is necessary in order to achieve the permanent and comprehensive elimination of the decadent and blighted conditions in the North Carver URP Project Area.

**SECTION 3. OBJECTIVES OF THE PLAN**



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**Goals and Objectives**

The North Carver URP will address the following goals and objectives:

- To alleviate decadent and blighted conditions which currently exist in a strategically situated area of North Carver at the intersection of US Route 44 and MA Route 58.
- To maximize the development potential of this area by aggregating land in a configuration that would be attractive for private sector redevelopment.
- To provide safe and convenient access to and egress from the Project Area for the end-users of the property.
- To provide for all required infrastructure to support the redevelopment of the area.
- To prepare “shovel-ready” redevelopment sites that meet the requirements of the probable end-users in the marketplace.
- To attract private investment that is consistent with the Town of Carver’s Master Plan and the requirements of the Green Business Park district in the Town’s Zoning Bylaw.
- To protect the quality of the environment by fostering the redevelopment of the area in a fashion that will be sustainable over the long term.
- To provide for aesthetically pleasing redevelopment that will incorporate green space, wetland habitat and some existing cranberry bogs so as to enhance the overall visual appeal of the Town of Carver.
- To undertake the redevelopment of the Project Area in a manner which minimizes any adverse impact on the surrounding areas.
- To create new employment opportunities and to substantially expand the Town’s tax base.



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**Redevelopment Vision**

The Town of Carver seeks to capitalize on the strategic location of this blighted and under-performing

Project Area in the northwest corner of Carver for long-term economic development purposes. The Town envisions the private development of the Project Area for modern, attractive and sustainable warehouse, distribution and manufacturing facilities. Such development will convert this virtually abandoned site into a thriving commercial asset, generating both property tax revenue and needed employment opportunities for area residents.

Conceptual plans prepared during the preparation of the North Carver URP forecast the development of up to 1.85 million square feet of space within the Project Area with the potential for additional future development on parcels within the Project Area that are not proposed to be acquired by the CRA. The type of development contemplated for the Project Area, including warehouse and distribution centers, office space and light manufacturing, could be accommodated within the Project Area once the necessary reclamation and infrastructure improvements are implemented. Further, the CRA anticipates that initial development activities will stimulate future private sector commercial development along North Main Street.



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### Market Analysis

The full implementation of the North Carver URP is dependent on private redevelopers, in the context of market conditions and economic circumstances. In assessing the potential for the redevelopment of the land in the Project Area, the current owners of the former Whitworth Property, Route 44 Development, LLC, have analyzed the marketplace for warehouse and distribution space with the following results:

- Nationally, the trend in new regional warehouse and distribution centers has been toward larger facilities. Nearby examples include the Sysco Food Distribution Center in Plympton (650,000 square feet) and the Amazon Fulfillment Center in Fall River (1.2 million square). The Project Area has sufficient size to accommodate this type of development.
- The Boston metropolitan area lacks newer, high quality buildings and there are few areas available for developing a new facility on a cost-effective basis. Therefore, companies in need of such facilities are looking to move further south of Boston to areas like Carver with excellent access and adequate space for development.
- Existing industrial parks in southeastern Massachusetts cannot accommodate these kind of larger warehouse and distribution facilities. The existing industrial parks in the region are largely built-out with limited room for future projects.
- The regional warehouse/distribution market in Southeastern Massachusetts is strong and demand continues to be high. The regional warehouse/distribution market in Southeastern Massachusetts is strong and demand continues to be high. According to Newmark Grubb Knight Frank, one of the world’s largest commercial advisory firms, “the regional warehouse/distribution market in Southeastern Massachusetts is strong and demand continues to be high. Vacancy rates for warehouse/distribution space in the Greater Boston industrial market has reached 7.5 percent with YTD positive absorption of 1.2 million square feet as of Quarter 3 2016. Further, the development is

well positioned to outperform the broader market as tenants with larger space requirements continue to focus on newer inventory characterized by high ceilings (greater than 28') and ESFR sprinklers. This product is extremely well leased throughout Greater Boston (<5 percent vacancy) and continues to lease before second-generation Class B inventory. Given the shortage of inventory and vacancy within this product class, the project will be positioned very favorably among its competitive set of buildings" (December, 2016).

Accordingly, this market assessment has determined that the Project Area is very suitable for the proposed type of development, provided that the site preparation and reclamation is completed and that adequate infrastructure including improved vehicular access to US Route 44 is constructed.

In addition, a market analysis prepared for the CRA by FXM Associates in June 2016 has confirmed these findings. This study also suggests likely growth in demand in this submarket for office space, particularly medical office space (see *Appendix 1. Market Analysis, FXM Associates*).



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### **Anticipated Investment**

The implementation of the North Carver URP is anticipated to generate significant capital investment by the private sector. Based on the conceptual development program (see Section 1, *Map I. Conceptual Development Plan and Land Uses*), the proposed development project is projected to result in the construction of approximately 1.85 million square feet of new building space. Depending on the specific end-use and the level of construction undertaken (e.g. warehouse vs. office space), the private cost of construction is projected to be approximately \$90-\$115 per square foot for a total of about \$183,750,000.

This investment will generate new property-tax revenue for the Town of Carver. It is estimated that this revenue could be as much as \$5 million annually, depending on the size of the development, as summarized in *Table 5. North Carver URP Project Development and Tax Revenue Projections* (below). Finally, the construction value of the project will have short-term benefits in the form of temporary construction jobs and spending.

**Table 5. North Carver Urban Renewal Project - Project Development and Tax Revenue Projections**

<b>Development Type</b>	<b>Estimated Square Feet</b>	<b>\$/SF Cost</b>	<b>Projected Construction Value</b>	<b>Projected Annual Tax Revenues Attributable to New Construction</b>
Office/Light Manufacturing	250,000 SF	\$115	\$28,750,000	\$785,163
Warehouse/Light Manufacturing	1,100,000 SF	\$100	\$110,000,000	\$3,004,100
Warehouse	500,000 SF	\$90	\$45,000,000	\$1,228,950
<b>Total</b>	<b>1,850,000 SF</b>	<b>N/A</b>	<b>\$183,750,000</b>	<b>\$5,018,213</b>

**Source:** Per SF construction based on standard industry multipliers provided by RKG Economic Planning and Real Estate Consultants and the Urban Land Institute.  
**Note:** Annual tax revenues estimated at 100 percent of construction costs @ FY17 Town of Carver commercial tax rate of \$27.31/\$1,000. Does not assume any property tax incentives.

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### Job Creation

The anticipated redevelopment program will facilitate the creation of both temporary jobs during construction and permanent jobs. The new commercial buildings will support an estimated 1,500 new jobs. Further, it is expected that no jobs will be lost through the relocation of the 3 commercial occupants. The CRA is committed to working with site occupants to ensure that any displaced business is relocated to another site in the Town of Carver.

In addition to this direct employment, the North Carver URP is expected to generate another 1,160 construction jobs, assuming one Full Time Equivalent for every \$55,000 of construction value wages (with wages comprising 35 percent of construction value).

The job creation projections are summarized in *Table 6. North Carver URP Job Creation Projections* (below):

**Table 6. North Carver Urban Renewal Project – Job Creation Projections**

Development Type	Jobs/SF	SF New Construction	Projected Jobs	Jobs to be Displaced/Retained	Net New Jobs
Office/Light Manufacturing	1 Job/1,000 SF	250,000 SF	250 Jobs	0	250 Job
Warehouse/Light Manufacturing	1 Job/1,200 SF	1,100,000 SF	917 Jobs	0	917 Jobs
Warehouse	1 Job/ 1,500 SF	500,000	333 Jobs	0	333 Jobs
<b>Total</b>		<b>1,850,000 SF</b>	<b>1,500 Jobs</b>	<b>0 Jobs</b>	<b>1,500 Jobs</b>

**Source:** Jobs created per SF are based on standard industry multipliers provided by RKG Economic Planning and Real Estate Consultants and the Urban Land Institute.

### Sustainable Development Principles

The Town of Carver and the CRA are fully committed to the responsible redevelopment of the Project Area consistent with the Commonwealth of Massachusetts’ sustainable development principles. The North Carver URP will be the vehicle for assuring conformance with these principles, as they will be imposed in the North Carver URP itself as well as in the Land Disposition Agreement with any private redeveloper.

- **Principle 1 - Redevelop First.** The North Carver URP will result in public actions to stimulate public and private revitalization efforts within North Carver that take advantage of existing infrastructure and encourage the reuse and rehabilitation of that infrastructure and of existing buildings. The North Carver URP focuses on blighted and previously exploited properties rather than focusing on never-developed land.
- **Principle 2 - Concentrate Development.** The North Carver URP supports compact development that will conserve land resources, integrate land uses and enhance the built environment. It involves the redevelopment of vacant or underutilized properties and the assembly and creation of new development property, including a significant parcel that will make possible a mixed-use industrial park development project. That project includes a modern, attractive and sustainable mix of facilities for warehousing, distribution and manufacturing, which will result in substantial

job creation. The plan also contemplates future commercial redevelopment along North Main Street.

- **Principle 3 - Be Fair.** The North Carver URP focuses on investing in a long blighted and underutilized site through the implementation of a carefully planned redevelopment program. That program is based on a multi-year planning effort that has given careful consideration to promoting equitable sharing of development costs and benefits, and a development plan that is physically viable, market based and financially achievable. The project will promote diversity and create job opportunities for residents of all income levels. Ongoing community outreach will provide for public input that will ensure social, economic and environmental justice throughout the planning, permitting and implementation processes.
- **Principle 4 - Restore and Enhance the Environment.** The North Carver URP will revitalize a strategically located blighted, brownfields site which will result in significant private investment and the creation of 1,500 new jobs. Redevelopment of the Project Area that has been blighted by historic activities will be undertaken in a manner that protects and preserves existing natural resources both within the Project Area and on sites that have not been previously developed. The project also involves environmental remediation, as required. The project will create a viable development parcel to support an exciting mixed-use redevelopment project with attractive public amenities. This project will support environmental responsibility and green design.
- **Principle 5 - Conserve Natural Resources.** The North Carver URP focuses on the redevelopment and reuse of existing natural or man-made resources, such as cranberry bogs, and seeks to integrate these features as the centerpiece of its redevelopment strategy. There will be no development on the land currently maintained as cranberry bogs. Development of the Project Area focused on the blighted properties including the contaminated former Whitworth Property will potentially replace development on other natural parcels.
- **Principle 6 - Expand Housing Opportunities.** The North Carver URP envisions significant new job creation, which in-turn, could create additional demand for housing. The Town feels that it will have sufficient existing inventory to meet future housing demand. The Town also wants to maintain diversity in the housing stock that includes housing that meets the full range of local needs, including affordable housing. The Town will work to ensure that quality housing for people of all backgrounds and income levels, including special-needs and disabled individuals, is a central component of its housing production plan.
- **Principle 7 - Provide Transportation Choices.** The proposed business park site suffers from inadequate access, which the North Carver URP will address through a new public roadway system providing access to development sites and connections to the nearby highway system.
- **Principle 8 – Increase Job Opportunities.** The North Carver URP is designed to attract new industrial and commercial development activities to Carver. The planned business park and the jobs that it will generate, will help existing businesses to grow and expand. It is also anticipated that the project will serve as a catalyst for other commercial redevelopment along the North Main Street area, further expanding investment and new job opportunities.

- **Principle 9 - Foster Sustainable Businesses.** The North Carver URP will support economic development consistent with regional and local objectives. The project will support smart growth principles by bolstering the local economy, improving the quality of life, providing people with additional shopping, entertainment, transportation and service choices, and fostering economic growth in Carver.
- **Principle 10 - Plan Regionally.** A business park in North Carver has been part of the regional CEDS and identified in the associated planning process for over 20 years. Furthermore, the project is currently one of seven priority economic development projects in the region, and is the only non-urban project on the priority list.




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The proposed redevelopment activities are currently anticipated to include the following:

- **Site Preparation and Restoration.** The owner of the former Whitworth Property has undertaken a program to restore the property to a condition for potential future development. These initial activities include the completion of the assessment and remediation of the various groundwater releases (both from upgradient and on-site sources); importation and placement of approximately 600,000 cubic yards of soils to raise and flatten grades and provide a plateau for development; process asphalt, brick and concrete (ABC) materials for use in roadways and parking areas; close the wood waste landfill in accordance with MassDEP's Regulations; and consolidate, process, and either reuse or remove the existing piles of waste, wood and debris. It is anticipated that these activities will take up to two years to complete and will be timed to accommodate redevelopment.
- **Permitting and Regulatory Approval.** The overall development project will require filing of an Environmental Notification Form (ENF) and Environmental Impact Report (EIR) with the Massachusetts Environmental Protection Act (MEPA) office. These documents will describe the overall impacts of the proposed development, the anticipated permitting requirements and mitigation measures. The expanded ENF will include this URP and the Draft and Final EIR's will be prepared as needed to accommodate the future development.

In addition to the MEPA process, the project will be required to obtain approvals from MassDEP for the closure of the wood waste landfill and the groundwater discharge permit for the on-site wastewater treatment facility; an Order of Conditions from the Carver Conservation Commission; access permits from the Massachusetts Department of Transportation (MassDOT); and Special Permit(s) from the Carver Planning Board. Carver Town Meeting will also have to approve the re-zoning of the single parcel to Green Business Park as shown on the proposed zoning map (see Section 1, *Map E. Proposed Zoning Changes*). The timing of these permit applications and approvals will be determined based on the need to accommodate proposed development.

- **Parcel Assembly.** The properties designated for acquisition within the Project Area will be acquired, cleared and redeveloped by private entities in accordance with this Plan. The assembly

of properties in the Project Area will be very important in the overall development anticipated by the North Carver URP. The CRA will make every effort to acquire the various parcels from the current property owners through negotiated purchase. The legal authority to acquire certain properties by eminent domain will be utilized as a last resort to allow the assembly of a suitable disposition parcel including access and utility improvements, if necessary, after good faith negotiations with the current property owners.

- **Implementation of Infrastructure Improvements.** Once the permits and regulatory submissions have been finalized, the various infrastructure improvements can be implemented including extending gas, electric and water service to the Project Area; construction of access roads and upgrades to Montello Street including the intersection with MA Route 58. Treatment of wastewater and stormwater will be performed by on-site facilities constructed as part of the proposed development.



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### **Zoning, Land-Use Restrictions and Design Controls**

The proposed development uses in the Project Area are allowed by right as part of the Town of Carver's Green Business Park and Highway Commercial zoning districts. Any approvals required for specific development projects will be approved by the Carver Planning Board through their Special Permit process and any variances from zoning will be submitted for approval by the Carver Zoning Board of Appeals.

- **Permitted Uses.** Permitted uses will include those allowed under the Green Business Park or Highway Commercial zoning districts, as applicable.
- **Design Controls.** In order to achieve the objectives of the North Carver URP, all properties within the Project Area will be subject to the development controls specified in this section. The following Design Controls are intended to augment the Carver Zoning Bylaw and to establish mandatory design guidelines in order to ensure that redevelopment within the Project Area is consistent with the objectives of the North Carver URP. That redevelopment would include activities planned for the disposition parcel as well as other development that may occur within the Project Area.
  - **Purpose.** The purpose of these Design Controls are as follows:
    - To encourage high-quality development and creative design.
    - To protect and enhance property values and community economic viability.
    - To facilitate a clear and expeditious project review process.
    - To require consistent design while allowing for variety and innovation.

Each proposed project must be considered individually and in context. The CRA and the Town of Carver is committed to a collaborative review process to ensure enduring and sustainable commercial areas with high-quality design. Flexibility in considering alternative approaches to good design allows for creativity, while avoiding undue hardships in particular situations.

- **Site Design.** Effective site planning techniques should create a unified business park environment that enhances the character of the Project Area and Town. Site design must:
  - Create a distinctive character and sense of place.
  - Enhance the vitality of the business park.
  - Create a comfortable and welcoming environment for customers and employees.
  
- **Building Orientation:** The orientation of buildings and the siting of other components (e.g. entrances, parking lots/garages, and driveways) shall be planned to assure a viable, safe, and attractive design. Site planning is concerned with how the various components of the development relate to adjacent streets and existing development, and how the various elements relate to each other on site:
  - If adjacent to a residential zoning district, additional building setbacks should be provided to reduce the visual impact of large-scale buildings on abutting properties.
  - Elements should be arranged to emphasize the more aesthetically pleasing components (e.g. landscaping and superior architectural features) and disguise less attractive elements (e.g. service facilities, outdoor storage, equipment areas, and refuse enclosures) through proper placement and design of buildings, screening walls and landscaping.
  - When multiple buildings require service/loading facilities, the design of such facilities should be clustered together to reduce visual and noise impacts.
  - Loading areas should be located and designed to minimize direct exposure to public view. These areas should be buffered with landscaping to reduce the visual impacts whenever possible.
  
- **Parking Lot Design and Circulation.** Planning for safe and efficient movement of vehicles and pedestrians may result in an aesthetically appealing site with less impervious surface:
  - Primary access points for visitors should be enhanced with elements such as ornamental landscaping, low-level decorative walls, monument-type signs, or decorative paving to emphasize site access locations.
  - Site access and internal circulation should promote safety, efficiency, convenience, and minimize conflict between vehicles and tractor trailer trucks. Appropriate maneuvering and stacking areas for trucks should be a primary consideration in the overall design of the circulation system.
  - Trucks shall be prohibited from idling during parking and loading to avoid air quality and noise impacts.
  
- **Landscape Elements.** Landscaping shall be used to soften the edges of the development, screen unattractive views, buffer conflicting land uses, provide shade, and increase the visual appeal of a project:
  - When industrial and warehouse uses are located adjacent to less intense uses, additional landscaping may be required to mitigate potential adverse impacts.

- The front, public entrance should be separated from parking areas by landscaping and pedestrian walkways.
  - Landscaping should be designed as an integral part of the project. Consideration should be given to the compatibility with the adjacent street frontage and neighboring properties.
  - The colors, materials and appearance of walls and fences should be compatible with the overall design, character and style of the development.
- **Architectural Design.** The architecture of the exterior of the buildings should ensure that the proposed development complements the community setting and character. The design must:
    - Make a positive contribution to the public realm.
    - Use high-quality materials that will contribute to the longevity of the building.
  - **Entry Features.** Highly visible building entries provide a visual cue for pedestrians seeking to access a building and help ensure safety and security of employees and visitors. Building entries should be clearly identifiable and integrated within the overall building design through the use of projections, recesses, columns, roof structures, or other design elements.
  - **Lighting.** Projects must have provisions for lighting that is functional while respecting adjacent properties. Lighting must not intrude on or create a nuisance for nearby occupants. At the same time, lighting should provide for adequate visibility and security for customers and employees:
    - The design of the fixtures and structural supports should be architecturally compatible with the development as a whole.
    - Exposed light bulbs are not permitted. Exterior fixtures shall be Dark Sky compliant to the extent feasible.
    - Exterior doorways and entries should be fully illuminated over the entire face and frame of the opening.
    - Wall mounted lights should not extend above the height of the wall or parapet to which they are mounted.
    - Fixtures must be outfitted with energy efficient LED, or equivalent, light bulbs.
  - **Roof Forms.** Business park buildings often have very large roof expanses, that when coupled with long wall elevations, can cause a monotonous effect. Varying roof forms, or parapet walls, can enhance a building's appearance and help screen unattractive mechanical equipment:
    - Rooflines should include variations to avoid long, horizontal expanses, including: façade articulation, alternating roof or parapet heights, providing variations in materials and colors, etc.
    - Roof ladders should be located inside the building or designed to be compatible with the design of the building.
    - Roof drains and rooftop equipment should be screened from view by architectural features and integrated with the design.
    - Mechanical equipment, including: compressors, air conditioners, antennas, pumps, heating and ventilation equipment, generators, chillers, elevator penthouses, water tanks, stand pipes, satellite dishes, and communications equipment shall be screened from view.

- Noise originating from rooftop equipment shall be attenuated to a maximum of 60 dB at the property line. Acoustical studies and modeling will be required.
- Solar arrays are only allowed as accessory uses on rooftops. Ground mounted arrays are not allowed in the Project Area. Roof arrays shall be designed as integral to the building.



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### **Design Review Process**

The CRA shall review and approve all redevelopment projects proposed to be undertaken within the North Carver URP to ensure compatibility with the objectives of the plan and the applicable design controls as articulated above. No structure shall be renovated, expanded, constructed or replaced without prior review and written approval of plans by the CRA.

The CRA design review requirements, although separate from the site-plan approval process required under the Town's Zoning Bylaw, will follow the Town's design review process with respect to both submission requirements and applicability, and will be conducted concurrently with site-plan approval.

CRA will jointly review development review proposals with the Carver Planning Board. The CRA must determine compliance with the above guidelines. The Planning Board must conduct a site plan review and issue sign permits in compliance with the Carver Zoning Bylaw.



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### **Duration of Controls**

The North Carver URP will take effect upon the date of its approval by DHCD and will remain in effect for a period of 20 years.



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### **Changes in Approved Plan**

This North Carver URP may be modified at any time by the CRA, following the procedures outlined at 760 CMR 12.03 - Plan Changes

## SECTION 4. URBAN RENEWAL ACTIONS

### Specific Urban Renewal Actions

The following general public actions will be undertaken under the North Craver URP within the constraints of MGL Chapter 121B and the urban renewal regulations established by the DHCD:

- **Acquisition.** The acquisition of 13 privately owned parcels and partial acquisition of another 2 privately-owned parcels (for roadway realignment only), totaling 242.1 acres within the 301.4-acre Project Area (see Section 1, *Map G. Parcels to be Acquired* and Section 2, *Table 2. North Craver URP Project Area Parcel Listing*) through the exercise of rights and powers afforded to the CRA, in order to assemble a viable site for private development consistent with the Town’s Green Business Park zoning.
- **Relocation.** The relocation of affected residents and businesses (see Section 9) and the provision of relocation advisory services and benefits to eligible displaced parties.
- **Spot Clearance.** The spot clearance of 5 buildings (see Section 1, *Map B. Spot Clearance* and Section 3) necessary to achieve the objectives of this plan. Environmental site investigations as required as part of the acquisition and clearance activities. Removal of site foundations, slabs and other debris, if found.
- **Public Infrastructure.** The construction of public improvements, including new public roadways complete with utilities in order to support new development and private investment. The public infrastructure improvements will include the reconstruction of Montello Street, including the intersection with MA Route 58, and extending available water supply to the site from the North Craver Water District for potable use and fire protection. The CRA will work with regulated utilities to extend appropriate electric and gas service to the Project Area. Treatment of wastewater and stormwater will be done with on-site facilities constructed as part of the proposed development.
- **Disposition Parcel.** The creation of a viable disposition parcel, which could be subdivided based on market demand, to support and encourage redevelopment (see Section 1, *Map H. Disposition Parcel* and Section 11).
- **Design Controls.** The establishment of design controls for the redevelopment of acquired parcels and the possible rehabilitation of existing buildings to ensure a uniform level of quality.

The urban renewal actions to be undertaken to redevelop the area are further summarized below in *Table 7. North Craver URP Proposed Urban Renewal Actions*.

**Table 7. North Carver Urban Renewal Project - Proposed Urban Renewal Actions**

<b>Project Area</b>	The North Carver Urban Renewal Plan Project Area totals 301.4 acres and is located along US Route 44 on the south, MA Route 58 (North Main Street) on the east, the Plympton town line on the north and the Middleborough town line on the west in the northern section of Carver.
<b>Acquisition</b>	<p>15 parcels to be acquired, including 13 full acquisitions and 2 partial acquisitions.</p> <p>Full Acquisitions:</p> <ul style="list-style-type: none"> <li>▪ 3-4 Park Avenue (20-2-0-R)</li> <li>▪ 1 Park Avenue (20-2-1-R)</li> <li>▪ 0 Montello Street (20-3-0-R)</li> <li>▪ 0 Cobbs Pond (20-14-0-R)</li> <li>▪ 0 Rear Plymouth Street (21-2-A-R)</li> <li>▪ 12 Montello Street (22-3-0-R)</li> <li>▪ 18 Montello Street (22-3-1-R)</li> <li>▪ 20 Montello Street (22-3-A-R)</li> <li>▪ 0 Montello Street (22-5-A-R)</li> <li>▪ 0 Montello Street (22-4-0-R)</li> <li>▪ 10-B Montello Street (22-10-0-R)</li> <li>▪ 10-B Montello Street (22-10-1-R)</li> <li>▪ 10-A Montello Street (22-11-0-R)</li> </ul> <p>Partial Acquisitions (for roadway realignment only):</p> <ul style="list-style-type: none"> <li>▪ 0 Montello Street (24-1-0-E)</li> <li>▪ 0 Montello Street (24-2-0-E)</li> </ul>
<b>Relocation</b>	6 occupants will be relocated (3 residential and 3 commercial)
<b>Spot Clearance</b>	<p>5 buildings will be demolished:</p> <ul style="list-style-type: none"> <li>▪ 3-4 Park Avenue (Vacant)</li> <li>▪ 12 Montello Street</li> <li>▪ 20 Montello Street</li> <li>▪ 10-A Montello Street (Vacant)</li> <li>▪ 10-B Montello Street</li> </ul>
<b>To Be Rehabilitated</b>	The North Carver URP does not propose to undertake the direct rehabilitation of any of the buildings within the Project Area. The plan contains Design Controls and a Design Review Process that will apply to development activities, including rehabilitation, within the Project Area.
<b>Roadway Modifications</b>	Widening/realigning portions of Montello Street. Construction of a new public roadway.
<b>Zone Changes</b>	One parcel (20-14-0-R) will be rezoned Green Business Park. All other parcels to remain either Green Business Park or Highway Commercial.
<b>Proposed Project Improvements</b>	<p>Assembly of a redevelopment site to support the development of the area for modern, attractive and sustainable facilities for warehousing, distribution and manufacturing and to stimulate future phase commercial redevelopment along North Main Street.</p> <p>Roadway, utilities, streetscape improvements and public amenities to support redevelopment efforts.</p>

**SECTION 5. COST ESTIMATES AND FINANCIAL PLAN**

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**Budget and Financing**

A project budget/financial plan for the North Carver URP has been prepared and is provided in this section in *Table 8. North Carver URP Project Budget*. The financing plan was developed in accordance with 760 CMR 12.02 (4), which requires that the plan include the elements listed below:

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**Site Acquisition Costs**

The CRA utilized FY 2017 property valuation assessments as the basis for the initial estimate of each parcel to be acquired. Pursuant to 760 CMR 12.04, after DHCD’s formal approval of the North Carver URP, the CRA will obtain two independent appraisals for each parcel to be acquired prior to actual land acquisition.

There are no properties in the North Carver URP in which any officer or employee of the municipality or of the CRA has, or is believed to have, any direct or indirect interest.

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**Site Preparation Costs**

The site preparation improvements to be undertaken are summarized in Section 7. The cost estimates for these activities include environmental cleanup, building demolition and grading of parcels and are provided in this Section in *Table 8. North Carver URP Project Budget*. Environmental cleanup costs were estimated based on historical budgets developed by Charter Contracting Company in conjunction with Langdon Environmental. The environmental remediation remaining at the Whitworth Property includes regulatory closure of the six (6) acre landfill, ongoing monitoring and remediation of the groundwater contamination that originates from an off-site source, and site reclamation with imported MassDEP approved materials. Grading and building demolition costs were based on industry standards as applied to the square footage of buildings to be demolished and parcels to be graded. Supporting documentation and narrative description of the proposed improvements, cost estimates and a budget are provided in Section 7 and *Appendix 2. Engineering Report with Cost Estimates, Langdon Environmental*.



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### **Public Improvement Costs**

Cost estimates for public improvements that will support redevelopment activities were prepared by the CRA's engineer, Langdon Environmental and are incorporated into *Table 8. North Carver URP Project Budget*. Supporting documentation, including a narrative description of the proposed public improvements and a budget, are provided in Section 8 and in *Appendix 2. Engineering Report with Cost Estimates, Langdon Environmental*.



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### **Preliminary Relocation Costs**

The North Carver URP will involve the displacement of 6 residential occupants, 3 residential and 3 commercial. Cost estimates for expenses in connection with the relocation of affected businesses and residents were developed as part of the Preliminary Relocation Plan (see Section 9) and are summarized in *Table 8. North Carver URP Project Budget* and are based on other recently completed public relocation projects. All relocation activities will comply with applicable state and federal regulations and will be supported by a final Relocation Plan.



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### **Total Project Cost**

The total estimated gross cost of implementing the activities contemplated by the North Carver URP is \$32.7 million, inclusive of urban renewal site assembly activities as well as site preparation and public improvements. Due to the substantial costs of executing the plan, the North Carver URP will be implemented in phases, which will allow for its implementation as project funding is secured.



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### **Administration and Contingencies**

The project budget shown in *Table 8. North Carver URP Project Budget* includes administrative expenses and reserves for contingencies.



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### **Sources of Funding**

The Preliminary Development Agreement with Route 44, LLC (see Section 11 and *Appendix 5. Preliminary Development Agreement*) requires this redeveloper to fully fund all the costs associated with the implementation of the North Carver URP. If this particular development does not come to fruition, the CRA will work with the Town of Carver to secure the funding from various public sources as well as private sources, to effectuate the North Carver URP. The Town of Carver shall not be required to pay any of the plan costs.

**Table 8. North Carver Urban Renewal Project - Project Budget**

<b><u>SOURCES:</u></b>		
Redeveloper/Equity/Debt/Other		100%
Other Local/State/Federal Funding*		None Anticipated
<b>TOTAL SOURCES</b>		
<b><u>USES:</u></b>		
<b><u>URBAN RENEWAL COSTS:</u></b>		
<b>Real Estate (15 properties):</b>		
Real Estates Purchases (based on FY 17 Assessed Value)		\$5,148,320
Real Estate Reserve (25%)		<u>1,287,080</u>
	<b>Sub-Total - Real Estate</b>	<b>\$6,435,400</b>
<b>Land Acquisition Expenses:</b>		
Two Appraisals Each Parcel @ \$2,000 average/property		\$60,000
Closings (15 parcels @ \$1,500/parcel)		22,500
Acquisition Surveys (15 parcels @ \$750/parcel)		11,250
Title Searches (15 parcels @ \$750/parcel)		<u>11,250</u>
	<b>Sub-Total - Land Acquisition Expenses</b>	<b>\$6,540,400</b>
<b>Relocation:</b>		
Relocation Payments (4 Residential, 3 Commercial per Consultant)		\$300,000
Relocation Management Services (Consultant)		65,000
Final Relocation Plan Preparation (Consultant)		7,500
Property Management & Security Services (9 months @ \$1,000/month)		9,000
Post Acquisition Utilities (Water, Sewer, Gas, Electric) - Paid by Occupant		0
Insurance (9 months @ \$500 per occupied property/year)		2,625
Boarding and Securing Acquired Properties (6 structures @ \$500)		3,000
Maintenance & Supplies (9 months @ \$50/property/month)		<u>6,750</u>
	<b>Sub-Total Relocation</b>	<b>\$393,875</b>
<b>Urban Renewal Project Administration/Other Related:</b>		
Program Administration (10% of Non-Real Estate Costs)		\$72,888
CRA Legal Services		100,000
Environmental Site Assessments (15 parcels @ \$4,000 each)		60,000
Engineering (Allowance)		<u>40,000</u>
	<b>Sub-Total - Urban Renewal Project Administration/Other Related</b>	<b>\$272,888</b>
Sub-Total (All Categories )		<b>\$7,207,163</b>
Contingency (20% of Non-Real Estate Costs)		<u>154,353</u>
<b>TOTAL URBAN RENEWAL COSTS</b>		<b><u>\$7,361,515</u></b>

**Table 8. North Carver Urban Renewal Project - Project Budget (continued)**

<b><u>SITE PREPARATION AND PUBLIC IMPROVEMENT COSTS **</u></b>	
<b>Clearance and Related:</b>	
Building Demolition	\$200,000
Site Grading after Clearance	<u>30,000</u>
<b>Sub-Total - Clearance and Related</b>	<b>\$230,000</b>
<b>On-Site Preparation Activities Including Utilities:</b>	
Clearing and Grubbing - Assumes 125 acres at \$7,000 per acre	\$875,000
Remediation Activities:	
Capping of Stump Dump on Whitworth Property	1,000,000
Processing and Disposal of Stump and Log Pile on Whitworth Property	250,000
Allowance for Additional Groundwater Investigations and Remediation	50,000
Reclaim Portions of URP Site Where Natural Soils Removed	1,413,000
Earthwork - See Table 1 in Appendix 2 for Detail	2,266,000
New Roadway on-Site - 4,500 linear feet of 32-foot wide road	1,125,000
Underground Utilities (water, sewer, gas, electric, communication) - See Table 2 in Appendix 2	2,582,000
New Electrical Service including Substation	3,000,000
On-Site Wastewater Treatment Facility to Support Development - Allowance	2,000,000
Water Storage Tank for Fire Suppression (500,000 gallons at \$5 per gallon)	<u>2,500,000</u>
<b>Sub-Total - On-Site Preparation Activities Including Utilities</b>	<b>\$17,061,000</b>
<b>Public Roadway Improvements Including Utilities:</b>	
Water Main in Montello Street	\$375,000
Montello Street Realignment @ Route 58 Intersection	1,380,000
Relocation and Reconstruction of Montello Street	<u>750,000</u>
<b>Sub-Total - Roadway Improvements Including Utilities</b>	<b>\$2,505,000</b>
<b>Engineering Consultants:</b>	
Permitting and Initial Designs - MEPA, Conservation Commission, etc.	\$350,000
Site Civil Engineering	400,000
MassDOT-Compliant Engineering Specs and Permitting	<u>530,000</u>
<b>Sub-Total - Engineering Consultants</b>	<b>\$1,280,000</b>
<b>Sub-Total (All Categories )</b>	
	<b>\$21,076,000</b>
Public Improvement Contingency @ 20%	<u>4,215,200</u>
<b>TOTAL SITE PREPARATION AND PUBLIC IMPROVEMENT COSTS</b>	<b>\$25,291,200</b>
<b>TOTAL PROJECT USES</b>	<b><u>\$32,652,715</u></b>

**NOTES:** \* The Town of Carver shall not be required to pay any of the plan costs.

\*\* Estimated Site Preparation/Public Improvement costs to support new development of 1.8 million square feet on the 242.1 acre disposition site. See Appendix 2 - Langdon Environmental Engineering Report with Cost Estimates.

**SECTION 6. APPROVALS AND LEGAL DATA**

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**Public Hearing**

The Carver Board of Selectmen held a public hearing relating to the North Carver URP on Januray 5, 2017. A copy of the public hearing notices and certified minutes of the hearing are provided in *Appendix 3. Requisite Municipal Approvals.*



**Planning Board**

A copy of the vote of the Carver Planning Board at its December 27, 2016 meeting, indicating that the North Caver URP is based on a local survey and conforms to the comprehensive plan for the Town as a whole, is provided in *Appendix 3. Requisite Municipal Approvals.*



**Carver Redevelopment Authority**

The North Carver URP was approved by the Carver Redevelopment Authority on December 19, 2016. A certified copy of the approval is provided in *Appendix 3. Requisite Municipal Approvals.*



**Board of Selectman**

The North Carver URP was approved by the carver Board of Selectmen on January 5, 2017. A certified copy of the Selectmen’s approval is provided in *Appendix 3. Requisite Municipal Approvals.*



**Massachusetts Historical Commission – Notification of Public Hearing**

Copies of public hearing notices transmitted to the Massachusetts Historical Commission are provided in *Appendix 3. Requisite Municipal Approvals.*



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### **Massachusetts Environmental Policy Act**

An Expanded Environmental Notification Form (ENF) for the project was filed with the Executive Office of Energy and Environmental Affairs (EOEEA) in accordance with the Massachusetts Environmental Policy Act (MEPA) on January 31, 2017. This ENF would enable the CRA to proceed with the implementation of the North Carver URP. A Record of Decision is pending.



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### **Opinion of Counsel**

A copy of the Opinion of Counsel provided to the CRA concerning the North Carver URP is provided in *Appendix 3. Requisite Municipal Approvals*.



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### **DHCD Plan Approval**

A copy of the DHCD approval letter will be inserted into *Appendix 3. Requisite Municipal Approvals* upon issuance. It is understood that DHCD will issue only a conditional approval of the North Carver URP until the MEPA process (see above) has been completed.

**SECTION 7. SITE PREPARATION**

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**Demolition**

The implementation of the North Carver URP will require the CRA to demolish and clear certain buildings and/or structures within the Project Area. However, these activities will be conducted on a limited basis, involving only those structures required to achieve the objectives of this plan. Site preparation activities will include the demolition of 5 buildings and associated site improvements including the removal of foundations to permit construction, removal of any asbestos and/or lead in these buildings prior to demolition and grading and compaction, as necessary.

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**Environmental**

Properties scheduled for acquisition (see above) will be investigated immediately upon acquisition and hazardous conditions will be addressed in accordance with applicable state and federal regulations. Clearly, there are several hazardous materials sites that may require coordination with the Massachusetts DEP. Should these investigations identify any environmental contamination, the funding for any necessary remediation will be provided through an adjustment to the market value of property and an offset to the disposition proceeds will be made to reflect the diminution in value caused by the presence of such contamination.

During future project construction, should any unanticipated hazards be encountered, they will be addressed properly and in full accordance with applicable laws and regulations. Individual development projects will be expected to implement mitigation measures, as appropriate, to each specific proposal.

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**Other Activities**

The current owner of the Whitworth Property has undertaken initial site preparation activities to restore the property to a condition that would be ready for future development as part of the North Carver URP. The ongoing and proposed site preparation activities on this property are as follows:

- Acceptance of appropriate soils to restore grades to create a flat plateau with appropriate drainage suitable for development. It is estimated that this process could require more than 600,000 cubic yards of soils. The soils to be utilized for this work will be tested and accepted in accordance with procedures approved by the MassDEP.

- Remediation of contaminated groundwater is ongoing under MassDEP's Massachusetts Contingency Plan Regulations. At this time, the existing treatment system on-site that addressed contamination of the deep groundwater is being removed along with the associated groundwater monitoring wells. An on-site release related to the storage of organic cranberry wastes has also been assessed and is being closed out in accordance with the MCP.
- Processing of imported asphalt brick and concrete (ABC) materials to provide appropriate materials for the extensive roadway and parking areas needed for the proposed development.
- Consolidation and cleanup of the existing piles of debris and solid waste. Concrete debris will be processed on-site for reuse in roadways or parking areas and all solid waste will be consolidated and removed either for recycling or disposal in accordance with MassDEP regulations. The large pile of stumps and logs located along the southern property edge will be ground and either used for slope stabilization on-site or removed for appropriate reuse off-site in accordance with MassDEP's regulations.
- Closure of the wood waste landfill in accordance with MassDEP regulations will be performed either by capping it in-place or excavating it and re-using the organic materials as topsoil.

A scope of work for the necessary site improvements along with preliminary cost estimates for public improvements was prepared by Langdon Environmental for the CRA and is provided in *Appendix 2. Engineering Report with Cost Estimates, Langdon Environmental.*

## SECTION 8. PUBLIC IMPROVEMENTS



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To implement the proposed development, several public infrastructure improvements within the Project Area are required, including new public roadways with utilities in order to support new development and private investment.

The public infrastructure improvements will include updates to Montello Street, including its intersection with MA Route 58, the extension of water service to the site, and the connection of a water storage tank to the public water system. The CRA will work with regulated utilities to extend appropriate electric and gas service to the Project Area. Treatment of wastewater and stormwater will be performed by on-site facilities constructed as part of the proposed development.

A scope of work for the proposed public improvements along with preliminary cost estimates for the improvements was prepared by Langdon Environmental for the CRA and is provided in *Appendix 2. Engineering Report with Cost Estimates, Langdon Environmental.*

**SECTION 9. RELOCATION PLAN**

The proposed actions of the North Carver URP will require the full or partial acquisition of 15 privately owned properties and is expected to involve the displacement the current occupants on approximately 6 parcels occupied by both commercial enterprises and residents. Among these parcels, there are 2 homeowner occupied properties, 3 commercial or owner-non occupant investment properties, and 1 residential tenant (see *Table 9. North Carver URP Occupant Listing* below).

All eligible lawful occupants determined to be displaced as a result of the property acquisition for this project will be provided relocation assistance and payments pursuant to the Uniform Relocation Assistance and Real Property Acquisition Act of 1970, as amended; 42 U.S.C. Section 4601 *et seq.*; and the applicable implementing regulations set forth in Title 49, Part 24 of the Code of Federal Regulations (together the “Uniform Act”). In addition, the CRA will adhere to the requirements of Massachusetts General Laws, Chapter 79A, and 760 Code of Massachusetts Regulations, Part 27.00.

MGL Chapter 79A states that projects involving the displacement of occupants of more than 5 dwelling or business units, must submit a relocation plan to the Bureau of Relocation. A preliminary Relocation Plan has been prepared for the CRA by its relocation consultant, Relocation Strategies, of Hudson, MA, and is provided in *Appendix 4. Preliminary Relocation Plan, Relocation Strategies*.

<b>Parcel Number</b>	<b>Address</b>	<b>Assessed Owner</b>	<b>Occupant Type</b>
20-2-1-R	1 Park Avenue	Walsh	Business Landscaper
22-3-1-R	18 Montello Street	Borofski	Business Contractor Yard
22-10-1-R	10-B Montello Street	Melville	Business Owner Non-Occupant
22-10-1-R	10-B Montello Street	Melville	Residential Homeowner Occupant
22-3-0-R	12 Montello Street	Tassanari	Residential Homeowner Occupant
22-3-A-R	20 Montello Street	Allen	Residential Homeowner Occupant
<b>Note:</b> Occupant listing based on property assessment records.			

This preliminary relocation plan has been prepared exclusively for this project and outlines the anticipated relocation program and procedures that will be undertaken by the CRA in connection with its assistance to displaced occupants. This preliminary plan did not include tenant interviews; it is based on experience with similar, recently completed public relocation projects. The relocation plan will be refined and updated as the project scope is finalized.

All relocation activities will comply with applicable state and federal regulations and will be supported by a Relocation Plan prepared in accordance with applicable federal and state requirements including those contained in 760 CMR 27.00, Relocation Assistance Regulations. No displacement will occur until a relocation plan has been finalized and approved by the Massachusetts Bureau of Relocation.

No displacement will occur until a relocation plan has been finalized and a designated relocation advisory agency has been approved by the Massachusetts Bureau of Relocation. The CRA intends to use the services of a designated relocation advisory agency to provide advisory services to affected occupants.

The CRA will follow all applicable requirements set forth in MGL Chapter 79A, and the regulations found at 760 CMR 27.00 and applicable federal regulations, in connection with the displacement of any and all project occupants.

## SECTION 10. REDEVELOPER OBLIGATIONS

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Each disposition of property within the North Carver URP will be undertaken pursuant to a detailed Land Disposition Agreement (LDA) executed between the CRA and the approved redeveloper. Designated redevelopers will be required to comply with the zoning and Design Controls established for the Project Area (see Section 3).

The Design Controls are intended to augment the Carver Zoning Bylaw and to establish mandatory design guidelines in order to ensure that redevelopment within the Project Area is consistent with the objectives of the North Carver URP. That redevelopment would include activities planned for the disposition parcel as well as other development that may occur within the Project Area. The purposes of these Design Controls are as follows:

- To encourage high-quality development and creative design.
- To protect and enhance property values and community economic viability.
- To facilitate a clear and expeditious project review process.
- To require consistent design while allowing for variety and innovation.

The CRA will not enter into an LDA until the redeveloper has furnished satisfactory evidence that the redeveloper possesses significant qualifications to implement the proposed project as well as the financial and other resources required to acquire and develop the property in accordance with the North Carver URP.

The LDA will describe the development to be constructed in detail and incorporate protections to ensure that the project will be built in accordance with the provisions of the North Carver URP, substantially as proposed and that interests of the Town, the CRA and local residents are fully protected. The LDA will contain performance standards and safeguards as applicable, including a right of reversion for failure to perform in accordance with the LDA. All LDAs are subject to the approval of DHCD.

**SECTION 11. DISPOSITION**

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The improvements illustrated in Figure I. Conceptual Site Development Plan and Land Uses are conceptual in nature and are intended to depict one manner in which the Project Area could be developed consistent with the North Carver URP. Proposed redeveloper(s) of the subject sites will be provided with the opportunity to propose an alternative land use and/or building configuration, subject to the requirements of the North Carver URP, the objectives of the Town of Carver and the CRA and applicable law. All development proposals must be reviewed and approved by the CRA and the appropriate public bodies of the Town of Carver.

Under MGL Chapter 121B and MGL Chapter 30B, the sale or lease of industrial or commercial real property by the redevelopment authorities, such as the CRA or their successors, that are engaged in the development and disposition of real estate in accordance with a fully approved urban renewal plan, is exempt from the public disposition procedures required of all other local entities.

The only prospective redeveloper identified during the North Carver URP planning process is Route 44 Development, LLC, which is the owner of the largest parcel within the Project Area. Route 44 Development, LLC has entered into a preliminary Development Agreement (provided in *Appendix 5. Preliminary Development Agreement*) with the CRA. Under this Agreement, Route 44 Development, LLC has also agreed to purchase all the remaining properties within the Project Area that are proposed to be made available for private redevelopment. Route 44 Development, LLC proposes to redevelop the land in conformance with the approved North Carver URP and to market the land to end-users or develop it for tenants on a build-to-suit basis. Route 44 Development LLC has also agreed to finance the full cost of the North Carver URP, including project infrastructure. The disposition of land to this, or any other, redeveloper would be subject to the execution of an LDA between the interested redeveloper and the CRA (see Section 10).

Should this prospective redevelopment not come to fruition, the CRA is committed to working with the Town of Carver to assemble a financing package to implement the North Carver URP. This package could include local, state and federal sources as well as private redeveloper participation.

## SECTION 12. CITIZEN PARTICIPATION

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The CRA has considered input from interested and affected residents of Carver and the contiguous Town of Plympton in the preparation and adoption of the North Carver URP. Many residents attended a series of monthly publically posted open meetings of the CRA during 2016 where detailed planning discussions were conducted.

The North Carver URP was discussed at a series properly posted public meetings of the CRA. These meetings were held at Town Hall at 7:00 PM on the following dates:

- October 28, 2015
- November 18, 2015
- December 7, 2015
- January 4, 2016
- February 1, 2016
- March 21, 2016
- April 13, 2016
- May 23, 2016
- June 6, 2016
- July 18, 2016
- September 12, 2016
- September 26, 2016
- October 24, 2016
- November 21, 2016
- December 19, 2016

Many of these meetings were televised on local community access television. The public was invited to provide input to the CRA at almost all of these meetings. The CRA maintained regular contact with interested residents via email. A distribution list of 35 addresses was maintained and approximately 40 emails were sent by the CRA to the recipients (copies are included in *Appendix 6. Citizen Participation Summary*).

In addition, regular and ongoing updates on various plan preparation activities were provided to the public through the open meeting notice, the posting of meeting minutes and the posting of North Carver URP planning materials on the CRA’s website (<http://www.carverma.gov/redevelopment-authority>). These materials included a project overview, next steps, draft plan objectives, the FXM market study (see Section 2), the draft urban renewal plan, the draft relocation plan and project-related maps.

Based on the public input received at these CRA meetings, certain refinements and modifications to the plan were incorporated. Multiple alternative site plan layout options were reviewed and, based on the public input received, the CRA modified the preliminary plan as reflected in the Conceptual Site Redevelopment Plan in the now proposed North Carver URP (see Section 1, *Map I. Conceptual Site Development Plan and Land Uses*). This input also resulted in the modifications to proposed actions

contemplated by the North Carver URP, including measures to reduce the impacts on project area residents. The CRA will continue to provide for ongoing public participation throughout the execution of the project.

Further, a presentation of the proposed North Carver URP was also made at a public hearing of the Board of Selectman providing an opportunity to receive additional comments and input on the plan.

The CRA will continue to meet with individuals, and business owners, community organizations and affected property owners and occupants as necessary to solicit input or to address concerns and consider requests by individuals and organizations. Meanwhile, the CRA will keep the general public abreast of all plan-related activities through public meetings, media releases and the like, and will invite public comment and input as appropriate.

Copies of the meeting notices and meeting minutes from the public meetings are provided in the Citizen Participation Summary in *Appendix 6. Citizen Participation Summary*. Copies of the minutes of the requisite public hearing which was held by the Carver Board of Selectmen on January 5, 2017 and other local approvals are provided in Appendix 3.

## **APPENDICES**

- 1. Market Analysis, FXM Associates, Mattapoisett, MA**
- 2. Engineering Report With Cost Estimates, Langdon Environmental LLC, Westborough, MA**
- 3. Requisite Municipal Approvals**
- 4. Preliminary Relocation Plan, Relocation Strategies, Hudson, MA**
- 5. Preliminary Development Agreement**
- 6. Citizen Participation Summary**