



# TOWN OF CARVER

## Planning Board

Bruce Maki, Chairman

Jim Walsh, Planning Director

108 Main Street, Carver, MA 02330

Phone: 508-866-3400 x3320 Fax: 508-866-3430

Email: [Jim.Walsh@carverma.gov](mailto:Jim.Walsh@carverma.gov)

*uppraker  
3/15/21*

Zoning Bylaw Study Committee, Monday, January 25, 2021, Meeting Room #1, Carver Town Hall, 108 Main Street, Carver, MA. The meeting was videotaped by Area 58 Cable Access for rebroadcast. The meeting was also broadcast via Zoom.

Members present: Cornelius Shea, Chair; Bruce Maki, Vice Chair; Sarah Hewins, Chuck Meredith, David Eldredge, Fran Mello, Adam Holmes

Also present: Jim Walsh, Planning Director; Helen Zincavage (SRPEDD), Bill Napolitano (SRPEDD), Loring Tripp, Sarah Stearns (Zoom);

Mr. Shea called the meeting to order at 5:04 followed by the Pledge of Allegiance

Discussion of proposed motion not to move TDR Bylaw amendment to Annual Town Meeting in April. Mr. Maki moved to not present TDR article at April Annual Town meeting, seconded by Ms. Hewins. Discussion ensued. Mr. Eldredge pointed out the committee is an advisory committee to the Planning Board. Ms. Hewins recommended amending the motion to recommend to Planning Board that a TDR article not go to 2021 Annual Town Meeting. Hewins moved and Maki seconded motion to do so. All in favor after roll call vote.

SRPEDD Presentation-The Chairman introduced Helen Zincavage of SRPEDD. Ms. Zincavage stated that SRPEDD has been tasked with assisting the Town with reviewing and updating the TDR Bylaw. Mr. Maki asked about how Carver arrived at having established a TDR Bylaw. Are there other Towns with a TDR Bylaw? Ms. Zincavage said that Plymouth has a TDR Bylaw and she worked in New Jersey that had TDR in use. Bill Napolitano of SRPEDD mentioned that Groton and Sunderland, MA had TDR bylaws. Also, the State's Smart Growth Toolkit lists TDR as tool for communities to use. Mr. Napolitano provided a brief history of TDR in Carver. In 2000, Larry Koff was preparing the Master Plan and recommended using TDR to protect sensitive areas. Also, the Plymouth-Wareham-Carver Task Force was looking at growth management tools as AD Makepeace was looking at developing its properties. In 2004, 2005 and 2006, the Town tweaked the bylaw but there was no map. In 2008 and 2009, Jack Hunter, former planner, looked at using the South Coast Rail Priority Protection Area (PAA) and Priority Development Area (PDA) maps to tweak the bylaw but no maps were adopted. In 2017, the Master Plan review looked at having a TDR Overlay Map, criteria and language to implement TDR bylaw.

Ms. Zincavage said that when working on the 2017 Master Plan two main problems were identified. First a map problem and second how do we feel about the calculations? Ms. Zincavage and Mr. Napolitano also thought that in addition to the map there should be criteria. You can't anticipate everything when designating the sending and receiving areas on the map. So you should have criteria to determine additional sending and receiving areas, so long as you can prove that you meet the criteria. The 2017 Master Plan recommendations sought to update the map and suggested using the South Coast Rail bubble map. The green areas on the map showed priority protection areas which channeled development away from sensitive areas totaled about 6,500 acres or 25% of the town. The priority development areas total about 1,140 acres and were typically linear and along corridors. They seemed to be located where existing strip malls, commercial development are located. These areas are surrounded by residential/agricultural areas. Ms. Zincavage and Mr. Napolitano looked at other elements of the master plan and wanted to look at a ¼ mile and ½ mile buffer around the PDA areas. The master plan work identified a desire by residents to have denser, walkable areas. The ¼ mile buffer increase the PDA to 3,492 acres and the ½ mile buffer increased to more than the PPA acreage. A question was asked if the town would be better to find an undeveloped area and build development in the area. Ms. Zincavage responded that it is easier to build off of existing nodes of development.

Ms. Zincavage asked the committee what areas should be looked into further and what density levels should be looked at. We should look at what the base densities should be.

Ms. Hewins made comments on the labelling of certain areas of the maps. She also commented on areas shown as Priority Development Areas that should be reduced because of wetlands and other restrictions on development.

Discussion ensued about the receiving area in South Carver identified on the PDA/PPA map. How could that be a receiving area when currently there are solar projects proposed for the many of the properties in the area. Makepeace owns about 3,000 acres in the area. Mr. Walsh responded that even though they are planned for solar projects, 20 to 30 years down the road when the leases for the solar projects expire, the land could be used for other purposes. Mr. Napolitano added that there have been changes to the land development patterns since the 2017 Master Plan. This exercise recognizes the permitting and proposed development of a number of different solar projects in an area, which may have been planned for development as residential use.

Ms. Zincavage said that she is looking for some direction from the committee as to what to look at in more detail. Should I be looking at the PDA areas with ½ mile buffer? Mr. Eldredge asked about the build-up of certain areas and would we be doing traffic studies to deal with congested areas. Ms. Zincavage said that SRPEDD could not go into that level of detail. We can do a buildout analysis to look at the theoretical buildout at certain densities and what the general impacts of that would be.

Mr. Maki said that PDA areas are close to highways and that if people lived near the highways and commuted to work that would not impact traffic going through town. If

you develop outside the areas close to highways then you would have to develop a roadway structure to support development in outlying areas to get you to the highways.

Mr. Walsh brought up the fact that during the pandemic many companies have people working from home and that reduced the number of people commuting. The pandemic may also create some changes in development patterns as companies change their practices because of the pandemic.

Adam Holmes was recognized by the Chair. I was not previously involved with the Master Plan update or other planning efforts with the Town. We all come to these meetings with our own perspectives. I was really interested on being on this committee. I think if we want to collaborate with a developer and write a TDR bylaw that facilitates growth and development in the right areas that we want to look at the 495 interchange in South Carver and the Route 44 interchange in North Carver and nowhere else because in all the discussions I have heard in town is that we want to maintain the rural character of Carver. I am not sure that a dense residential development say in Carver Square that in 20 years someone may want to put 50 units of housing in. I am not sure that that type of dense development in downtown Carver preserves the rural character of Carver that everyone says they want to maintain. In order to give SRPEDD guidance, the committee needs to have a dialogue and determine the direction the town would like to go. We should have a conversation with ourselves as to what we want to accomplish with this bylaw and amongst each other. As Ms. Hewins indicated that a lot of land in South Carver is river areas, wetlands and bogs and would not be a good location for intense development. We need to have an honest conversation about where development can occur. Much of the Town contains wetlands and there is not a lot of area available for development.

Mr. Shea said that he would like to see some limited new development in Carver Center to help rehabilitate some properties but would not want overdevelopment. He would not agree to a 50 unit development in Carver Center.

Ms. Hewins-there is a lot of vacant land in Carver that is either wetlands or bogs. There is not a lot of developable land.

Mr. Walsh suggested looking at land along Route 58 south of Route 44 identify potentially developable land as well as Carver Center.

Ms. Zincavage said that that is the directions she is looking for, that to identify specific areas and parcels and drill down to determine their buildability. Ms. Hewins mentioned the Aubuchon Hardware property and along Route 58 north to see what is developable.

Mr. Eldredge asked about the 30-acre parcel with 10 acres buildable land. He thought that in terms of affordable and moderate priced housing you could put a lot of units on that 10 acre parcel.

Mr. Holmes said that if the TDR bylaw is done right there will be opportunities for development that will become available that weren't there before. Example the Robie's lot may become valuable to another developer in the future.

Bill Napolitano-That is what we were talking about by using the TDR map as a reference then using criteria to hone in on an area.

Ms. Zircavage- I am going to suggest looking at North Carver north of Silva, Purchase and Wenham Road and zero in on parcels. We could come back at the next meeting and use the interactive map.

Minutes-There are no minutes available to approve. Mr. Maki moved to table the minutes until the next meeting, Ms. Hewins seconded the motion. Roll call vote, all in favor, motion carries.

Next meeting: February 3, 2021 at 5:00 pm.

Motion to adjourn by Maki, seconded Hewins. Meeting adjourned at 6:44 pm.