

# **Feasibility of Prospective Reuses of the Former Plymouth County Hospital Hanson, Massachusetts**



The Former Plymouth County Hospital (2008)

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## **I. Introduction**

### **What is the broad feasibility/relevance of an identified/reuse or set of reuses?**

In 2014, the Hanson Board of Selectmen requested assistance from the Old Colony Planning Council (OCPC) under the District Local Technical Assistance Program (DLTA) to conduct a comprehensive review of the development potential of the former Plymouth County Hospital. OCPC granted this request and has worked with the Office of the Board of Assessors and other interested town bodies.

The 55.56 acre former Plymouth County Hospital site located off of High Street has been proposed for various reuses, primarily elderly housing and community facilities, such as a new library, senior center and recreation area. Nothing to date has come to fruition and potential reuses are now being re-examined. The following traces the recent activities leading to the current effort.

## **II. Recent History and Past Studies**

### **A. Recent History**

The hospital was built in 1916 as a tuberculosis hospital and later became a long-term care facility operated by Plymouth County, and later by Cranberry Hospice. The hospice relocated in 1991 and the hospital closed permanently in 1992. The town acquired the complex and the surrounding 55.6 acres in 1999 for \$940,000 and explored reuse opportunities. It concluded that elderly housing with assisted living was appropriate and feasible. It issued an RFP and ultimately sold the site and buildings to a developer, Baran Partners, with an agreement to create such housing. The firm was unable to complete the project and the town reacquired the property in 2005.

After purchasing the site, the town was awarded \$50,000 from the state to study the feasibility of a Wellness Center, and later received \$25,000 for a supplemental marketing analysis and study of four proposed septic systems given the sites limited soil conditions. The town appropriated \$60,000 to install the four systems so that four lots (112, 142, 150 and 160 High Street) could be sold at auction. The four lots were expected to be sold for \$100,000 each in 2001, but were instead sold for a total of \$711,880, or approximately \$177,970 each.

## **B. Past Studies and Development Efforts**

### **1. 2000 VHB/FXM Assocs. Conceptual Master Plan Proposal**

This study was open to considering tax-paying commercial uses as well as housing and public uses of the site. The intention was to choose one alternative after a second public workshop and then to refine the reuse Master Plan. The conceptual master plan showed:

1. Senior Housing in a large building attached to the hospital and 12 smaller structures.
2. Municipal uses, possibly a police station, Senior Center, or other municipal functions in the former Plymouth County Bureau of Criminal Investigations and UMass Extension Service buildings.
3. An active recreation center area (soccer, baseball, etc.) between the municipal areas and the property line to the east.
4. A long passive recreation area using the northern tail portion of the site including minimal wetlands, running to the big meadow (and potentially accessible from the Bonney Hill Lane easement from the Lane to the edge of the site.)

The Town subsequently hired VHB/FXM to continue planning with using public workshops to refine the plan and ultimately led to the Baran Partners proposal.

### **2. 2005 Baran Partners**

As noted above, the firm of Baran Partners responded to the town's RFP and acquired the site to develop assisted and elderly housing.

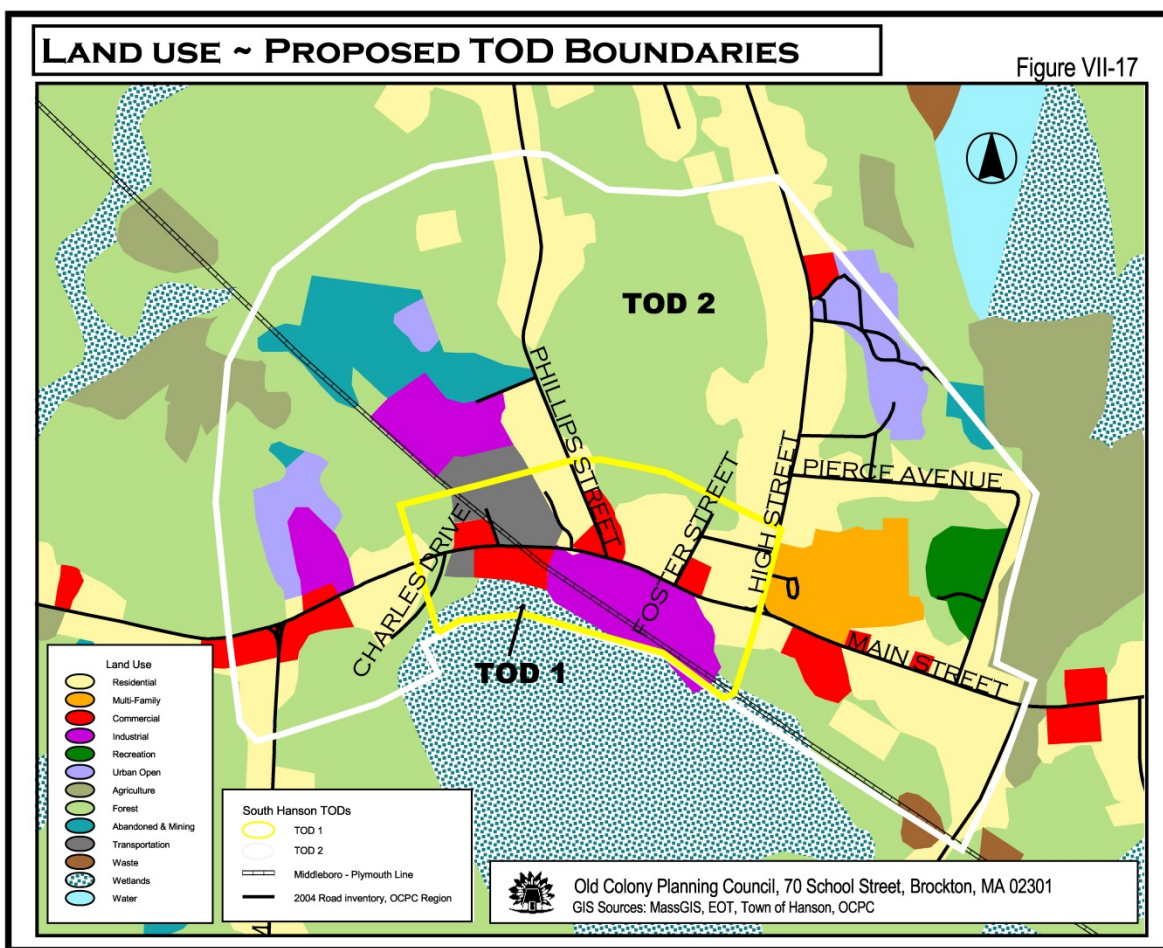
In 2002 LDS Consulting conducted an extensive market survey for Baran Partners. LDS reviewed the elderly population and income patterns within varying distances of the hospital and the nearby competing facilities, and found a good potential for mixed income assisted living reuse of the hospital.

In 2003 the town achieved Planning Board, Board of Health, Highway Department and Water Department approvals for the proposed mixed income elderly housing reuse of the former hospital and construction of new over-55 housing in separate structures, and prepared to sell the site to Baran Partners. This was done in 2004 with the firm hoping to obtain financing and begin construction by the end of that year. Unfortunately the partners were unable to do that, reportedly for both financing issues and septic limitations. After a "lengthy legal battle" the town re-acquired the site in 2005 and prepared to establish a Utilization Committee to recommend the reuse of the properties.

### 3. 2005 South Hanson TOD Study

This study conducted by the Old Colony Planning Council examined the potential for transit-oriented development (TOD) related to the nearby South Hanson commuter rail station. It proposed two zoning districts and included the hospital site at the northeast edge of the lower density (5-10 dwelling units/acre) TOD 2 District about half a mile from the station.

The TOD 1 District, centered on the station, would allow multi-family development at >10 dwelling units/acre with some housing over commercial uses, and with varied commercial uses and mixed uses near the station.



The report acknowledged that the hospital is “a prime site for redevelopment” with approximately 30 acres in the proposed TOD 2 study area. An attractive development in this wooded area could be expected to attract residents using the commuter rail a half mile (10 minute walk) away. Yet, other residential sites much nearer the station like the Depot Village Chapter 40B project remain unbuilt. Thus any housing would have to be attractive, affordable, and able to offer needed services such as assisted living to at least some of the residents. At the same time, the site has sufficient infrastructure to

accommodate some commercial, light industrial or major civic uses. None-the-less there is a partly developed industrial park and vacant commercial space near the station. In addition civic uses (e.g., a library or senior center) or commercial uses would better fit in sites where they could strengthen either South Hanson Center or Hanson Center, than be between them.

Note the compact high density TOD 1 District centered on the rail station where the tracks cross Main Street, and the larger, lower density TOD II District. The latter includes the hospital site, largely coded Urban Open on the Land Use Map, in the northeastern corner of the District, just north of Pierce Avenue. The intent is to concentrate mixed use development in TOD 1 and to have moderate density housing in most of TOD 2, excluding the existing Industrial area. There has been no action on this proposal.

#### **4. 2006 Conservation Commission Recommendations**

In an August 24, 2006 memo to the Committee, Conservation Commission Chair Phil Lindquist offered the following observation and recommendations:

- That the area just south of the hospital developed with several accessory buildings and the water tower and a communications tower, be used for town purposes ... “such as a senior center, elderly housing, fire stations etc.” since “the central location within the town would be ideal for such (varied) purposes.”
- That the area north of the developed part containing two streams, a bordering vegetated wetland, and a vernal pool remain undeveloped due to the topography, and that the path remain linking the developed area with the fields, and possibly incorporate a Bay Circuit Trail loop.
- That the areas fields providing unique habitat for many species needing an open field habitat (often former farm fields) are increasingly rare. They should be maintained to prevent conversion to forest by a using mowing schedule reflecting the needs of the local species, as recommended in recent Audubon Society report to South Weymouth Naval Air Station reuse project.

#### **5. 2006 Plymouth County Hospital Utilization Committee**

The Committee’s September 12, 2006 Interim Report concluded that any future development must have an (undefined) “economic and social benefit for all who live in Hanson.” It recommended:

1. Using (the former) Parcel 1, the 5.4 acres accommodating the hospital complex, for an Assisted Living/Continuing Care facility surrounded by (the former) reserved 16.5-acre wooded parcel 1A.
2. Using parcel 1-1, the southern portion of the 34-acre balance of the property running north from the hospital for a Library/Community Center with removal of the buildings formerly housing the County’s Bureau of Criminal Investigation (BCI), the UMass Extension Service, and old paint shops, while preserving the historic antique cape house and the major Water Department standpipe.



The northern (“tail”) portion of this strip extends to a large meadow and some small peripheral wetlands but has no direct access from High Street except for an easement from Bonney Hill Lane. It was suggested for low impact recreation, playgrounds, picnic areas, and walking trails, and for continuation of the Bay Circuit Trail (otherwise running along High Street), if not for the more extensive fields envisioned in the VHB/FXM plan. In turn, with removal of the present smaller buildings, the southern end of the strip “would be a perfect place for a library-community center.” The Plan saw such a complex, located at neither of the town’s existing centers, but between them, as “a destination (serving) as a natural connection” between the parts of Hanson.

## **6. 2006 Undated Proposed Action Plan Report from the Committee**

This action plan recommended:

- Conducting a market survey.
- Leasing Parcel 1 to the Hanson Housing Authority for \$1.00/year for its non-profit arm to finance, design, build and operate the proposed assisted living/continuing care facility. Present Authority Staff is aware of such an arrangement.
- Retaining the surrounding wooded parcel 1A to give the developer a more attractive, well-buffered site.
- Deferring any decision to rehabilitate/adapt or demolish the present buildings until there is a response to an RFP offering both options, and including the results of any structural evaluation.
- If the hospital is demolished, preserving its facades by incorporating them into the new buildings
- Giving control of the northern portion of the site (the tail and meadow) to the Conservation Commission for the proposed open space and recreation use.
- Considering a combined Library/Community Center for the Extension Service building even though the library is only seeking funds for a new library and would like to remain at its present site given a multi-use space shared with the abutting Senior Center.
- Leasing rather than selling the land in order to retain long-term control over it.
- Leasing the historic cape house to the Historical Commission (99 years for \$1.00) to restore and operate it as a public historic site with a resident caretaker.

## 7. 2006 Bonney Hill Meadows Sub-Committee Report

This proposed creating the Bonney Hill Meadows out of 25 acres of conservation restricted former farm fields and woodlands in a portion of Parcel 1-1

It would feature:

- Access by an improved walking trail easement from Bonney Hill Lane and off-street parking
- Creation of another trail with a boardwalk and bridge over wetlands and water where needed
- Two covered picnic shelters
- Accommodation of a portion of the Bay Circuit Trail
- Follow a proposed stewardship plan to optimize wildlife and recreation
- Deed the land as permanently restricted conservation land (probably through a Conservation Restriction)



Northern end of paved trail in “tail” section of site running along edge of former Ridder property and approaching the Meadow.

## **8. 2007 Selectmen Questioning of the Utilization Committee's Interim Report**

Q: Why lease all of the property rather than try to sell it?

A: To retain control of all of the property and to potentially get more favorable financing as a lease holder.

Q: What are the plans for the present buildings?

A: These depend on the responses to the forthcoming RFP giving options of rehabilitation/adaptation or demolition/new construction with preservation of existing facades.

Q: Do you have other options for each parcel?

A: Yes, but the chosen uses seem to most benefit Hanson's present and future citizens. (No elaboration.)

Q: How were the options prioritized?

A: By feasibility, viability, zoning compliance, and avoiding duplication of present facilities.

## **9. 2007 LDS Consulting Update of the 2002 Report**

In December 2007 LDS Consulting updated their 2002 study for Baran Partners.

Findings: No new assisted living projects were planned in the 12 surrounding communities; Pembroke, Whitman, East Bridgewater, Rockland, Halifax, Bridgewater, Abington, Norwell, Holbrook, West Bridgewater, Plympton, and Avon. This list omitted Cohasset with its Golden Living Center, Hingham's Linden Ponds continuing care facility, and all facilities in Plymouth, but described two centers in Brockton, 11.3 miles from the Hanson site. Thus, there was no competition in the eight-mile study area, but some just beyond it.

According to LDS a review of the capture rate of potential residents from various distances and of the in-migration of elders from outside the PMA and SMA, and of growing key populations suggested "a need in Hanson for a modest sized assisted living facility" of perhaps 66 units. However, she cautioned that location is "key to this type of facility." That is, accessibility, visibility, and character as a desirable "destination" are important. [This is quite a qualified endorsement.] Note: In a subsequent interview with Tony Green and John Judge of the Green Companies, developers of the Pine Hills, Mr. Judge observed that assisted living facilities do best in urban areas where amenities are close by.

## **10. 2007/2008 Undated Utilization Committee Report**

This document confirmed the Interim Report's conclusions. It rejected single-family housing for its high service costs, and rejected senior retirement communities as already over-built. It quoted the RFP saying that the VHB/FXM reuse plan had concluded that the highest and best use of the site would be a combination of senior housing, active and passive recreation, and municipal buildings, including a community center. It noted that the Conservation Commission supported a similar mix of uses. The Committee reported having three sub-groups study the three parcels with the following conclusions:

1. The northern part of Parcel I-1 (the tail, based on different mapping) remained recommended for low impact recreation/open space.
2. The southern part of Parcel I-1 (now holding miscellaneous facilities) remained recommended for town-wide "connector" facilities like a Senior Center /Community Center or a Library/Community Center.
3. The group examining the parcel containing the hospital buildings, continued to favor assisted living and senior housing with supportive services, and with any nearby senior center, community center and/or library as major amenities. Thus there was very little change in the overall concept for the site.

The third group also suggested that the housing take the form three connected buildings or sections with assisted living and senior housing in the wings and common services and amenities in the center building or section. The report suggests that "the central building and its two connected wings, all that remains of the original hospital, seems to have the right configuration for the suggested layout." However, it notes the difficulties and potential greater cost of rehabilitation/adaptation over new construction. The report suggested that the project could possibly be developed by a Housing Authority-sponsored non-profit housing corporation.

This uncertainty would be less if the underlying structural condition of the hospital were known. To date there appear to be no structural analyses of the present building distinguishing surface deterioration from the underlying conditions. Brian Clemons from the Utilization Committee reports that the main building is made of substantial terracotta block and that only the partially burnt Annex was stick built.

## **11. 2008 Hanson Master Plan by Thomas Planning Services & Old Colony Planning Council**

The plan describes the buildings and grounds, noting that the long narrow "tail" portion of the site runs north at least 2000 feet to a point past Bonney Hill Lane and the former sewage lagoons, to a large meadow. It describes the main building as containing an estimated 46,000 square feet with another estimated 9,000 square feet in the former administration buildings on High Street and lesser structures, and notes the hospital's deterioration from disuse, fire damage and vandalism. This

vandalism was made easier since only the ground floor window were secured and boarded up while the upper floors remained accessible by fire escapes and open windows.

Yet when examined in 2006 some of the interiors were in surprisingly good condition (intact plaster ceilings, no bulging floor tiles, solid walls...) despite exposure to rain and weather with missing windows.

In terms of open space issues, the plan notes that along with improvements to the Bonney Hill Lane easement to the site's open land, there are "two mapped parcels including a house at the end of Big Rock Lane offering a connection between the hospital and the Fern Hill Cemetery between High Street and Wampatuck Pond, increasing access to the pond from the hospital's open space"

The Plan notes that the Senior Center and the linked Public Library both have outgrown their space, suggesting that one or the other move to a new site. It reports that others have suggested two options; moving the Senior Center to a renovated Bureau of Criminal Investigation building, or building a new freestanding Center on the Hospital grounds.

These suggestions did not consider the importance of accessibility or proximity to related services or facilities. Such considerations would call for keeping the Library and/or Senior Center at one of the two town centers, with the library most appropriately located next to the two elementary schools, as discussed later. More broadly, these concerns could call for locating any new senior housing in the town center or in South Hanson Center despite owning the hospital site.

**Specific Recommendations** The Master Plan reviews many strategies for the town and makes some specific recommendations. The options were:

- 1: Continue the present low density scattered growth policies
- 2: Direct growth to the existing town centers with limited regulation of design
3. Reinforce the centers, protect open space, improve non-residential areas, limit the overall rate of growth, and ensure high quality design.

In summary... "the recommended land use plan for Hanson is to build on the best features of the existing land use patterns, to preserve open space, to concentrate intensive development in and near the two centers, to reduce the potential build out in the low density areas, and to preserve the quiet green town the residents value." (P.II-31) Thus most growth should be compact at a moderate density consuming little land, or perhaps some development can then be at a very low density allowing small scale agriculture.

In this spirit, the Plan essentially recommends Option Three and its implications for South Hanson, and goes on to explore strategies to affect it, and to support related land use Policy Objectives developed in a previous visioning process. Most of these Policy Objectives affect the hospital site

only indirectly, since the hospital is at very edge of the South Hanson TOD. The major strategies and related Policy Objectives and their implications for the study site follow.

**Policy Objective 1:** Improving and protecting villages by adopting mandatory flexible development in the Agricultural and Residential AA Districts and reducing strip business zoning. If applied to the A District also this could encourage more sensitive, efficient cluster development in any new residential project.

**Policy Objective 2:** Revitalizing South Hanson using Chapters 40R and 40S could facilitate well designed residential uses on the hospital site, but the Policy Objective does not call for it.

**Policy Objective 3:** Improving Commercial areas with signage and other features could make the TOD 1 area a more attractive local destination for new residents of the hospital site.

**Policy Objective 4:** Reinforcing the town character with increased lot sizes and reduced coverage, growth limits, and increased pedestrian /bicycle connections between subdivisions. This would consume more land, reduce wildlife habitat, possibly slow growth and increase local car-free mobility, but lessen chances for a distinctive compact village at the hospital site.

**Policy Objective 5:** Encourage open space and a quiet atmosphere by combining open space acquisition and preservation with cluster development and use of Community Preservation Act Resources. This could allow a compact neighborhood at the hospital site integrated with surrounding varied open space.

### **Housing Issues**

Selected housing-related actions discussed in Chapter III, and directly or indirectly relating to the site and to South Hanson generally follow:

- 1) Establish a public/private partnership to review public and private sites including the hospital site, and to develop those with a potential for meeting local and regional housing needs.
- 2) Establish a South Hanson mixed residential district in the proposed Transit Oriented Development District around the commuter rail station
- 3) Adopt zoning under Chapter 40R to allow/require increased density at the South Hanson commuter rail station and to receive state reimbursement per unit along with support for increased school costs through Chapter 40S
- 4) Establish additional housing options for seniors (other than single family) such as age-restricted housing, assisted living, continuing care and congregate housing
- 5) Adopt the Community Preservation Act to increase state matched resources for needed housing, open space/recreation, and historic preservation activities.

The policies and objectives above focus more on intensifying and enhancing South Hanson Center as sought in the South Hanson TOD study, than on developing the hospital site, but they also leave room for residential development or limited institutional development at that site and adjacent land with such development complementing the resources around the station area. They do not, however suggest a specific reuse for the site.

## **12. 2009 Hanson Open Space and Recreation Plan**

The Open Space Plan assumes open space use of the “tail” section to the north and active recreation use of the southern portion with accessory buildings closest to the hospital grounds. Mentioned in the Plan are:

Under Scenic Resources it notes that “There are numerous existing trails throughout the property (mostly old roads...) that can be improved to connect to the Bay Circuit Trail which would otherwise run along High Street and not through the woods. The Plan notes that in 2007 the Town leased the hospital building and 7 acres to the Hanson Housing Authority in hopes the site will “evolve into a vibrant center of activity.” However, the present Authority staff has no knowledge of the arrangement and there is no reference to it in the Authority’s portion of the 2007 Annual Town Report.

The Analysis of Need notes that the Bay Circuit Trail and Greenway “is now complete, but there are many areas that could be improved upon to get users off of roads and into the woods.” Accordingly the Action Plan map shows a portion of the Trail running along the eastern edge of the wooded grounds but only to Bonney Hill Lane, thereby missing the scenic meadow portion of the property, rather than going through the meadow to a connection to Big Rock Road. The 5 Year Action Plan calls for acquiring “lands or conservation restrictions on parcels that are strategic to the Bay Circuit Trail” under Goal 1, and for “deeding 20 acres of the Hospital site to the Conservation Commission for wildlife habit and walking trails.”

Thus the Utilization Committee and the Open Space Plan each call for significant areas of active and passive recreation.

Note that there is considerable repetition in these studies with the candidate uses remaining elderly or assisted housing, community facilities (Library and/or senior center) and open space and recreation, while the community in the form of the Town Administrator is looking for economic development while the Utilization Committee concludes that the “future of the property shall not be primarily for [private] profit but must be to benefit all of us who live and pay taxes in Hanson as we seek possible and feasible uses...”

### **13. 2014-Present Effort**

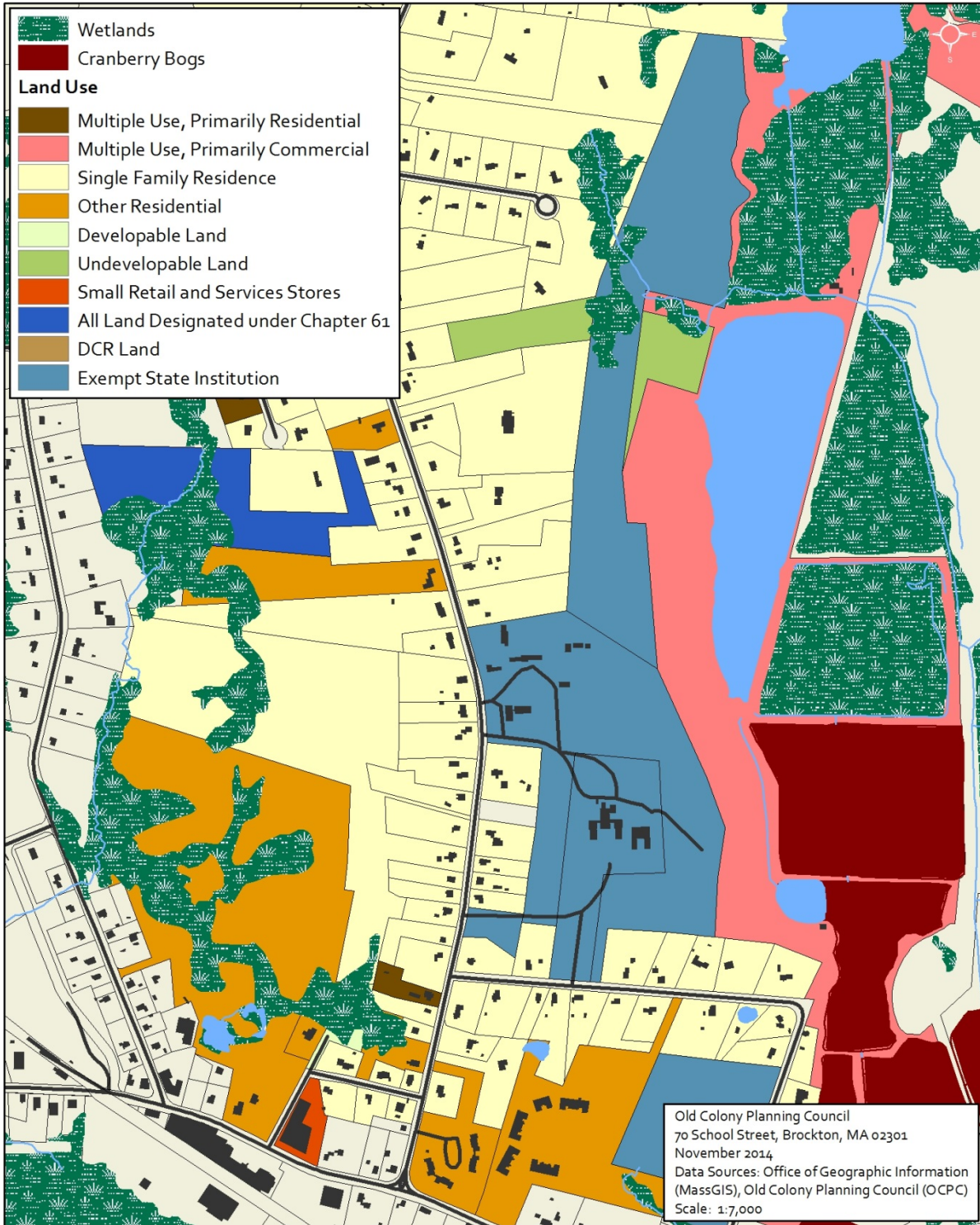
The efforts to find an appropriate reuse continue and the town and OCPC have developed a scope of work for a reuse feasibility study supported by 2014 District Local Technical Assistance funds. The request from the Town Administrator seeks to identify “the best use(s) of the site based on existing and projected local and regional markets and economic conditions” in the interest of economic development and “planning ahead for job and housing growth” which are each critical to prosperity and quality of life; and then to test their feasibility.

Uses to be considered include “mixed-use development, retail and/or office/commercial space, health care, and market-rate, affordable and/or supportive housing or a combination thereof.” Some of these elements, e.g., mixed income housing, might work well on the site, but the commercial uses would be competing with other vacant or under-used commercial space and land near the rail station and in Hanson Center.





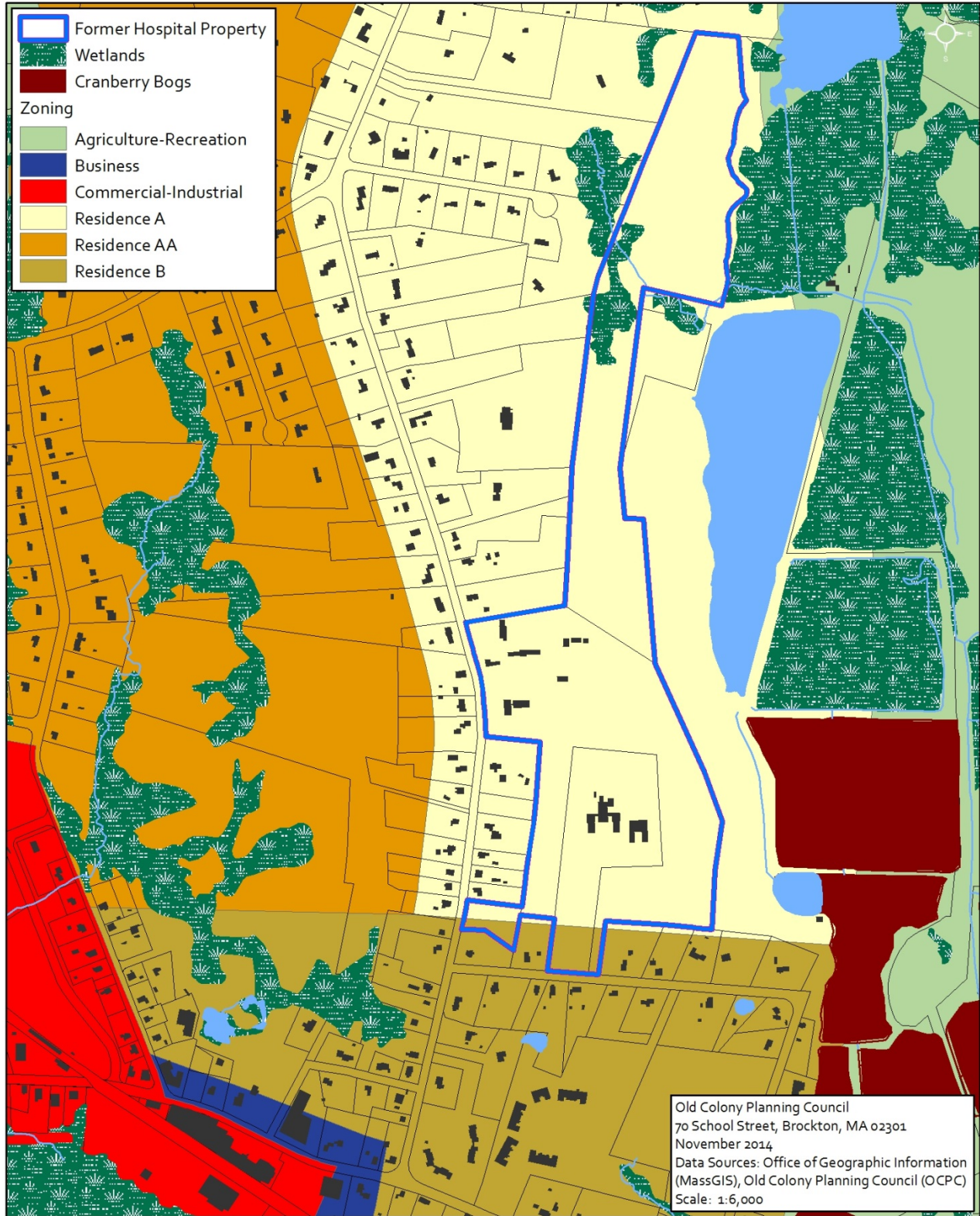
# Hanson Former County Hospital Property Land Use







# Hanson Former County Hospital Property Zoning



As discussed in the market analysis a retail center might have to be quite large or specialized and include related services, e.g., health care and financial services, to draw customers from Hanson's Shaw's, and from stores in surrounding communities such as Halifax's Walmart and Stop and Shop.

Other prospective uses are discussed below. The challenge is to identify needs and to then identify or conceptualize specific potential uses or combinations that can be tested for feasibility.

The present work program starts with a market analysis and descriptions of existing physical, economic, social and regulatory conditions followed by buildout analyses for key potential uses under each zoning district (housing, civic facilities, industry, and commerce) to narrow down potentially appropriate and compatible uses.

In contrast the second request is to do feasibility studies of long-term affordable housing to meet existing and expected needs. Presumably this would be more inclusive than past studies emphasis on elderly and assisted housing to include many varied proposals for mixed market and subsidized units.

The third major task then is to explore economic development issues without compromising town views, values, character and scale, and to do a retail market analysis to identify needs and opportunities. This would include noting the market response to the partially occupied town-sponsored Hanson Commerce Park, and the newer, partially occupied nearby private Hanson Industrial Park.

The challenge for this study then is to narrow the projected needs, to identify the extent of major uses theoretically possible on the site (by the buildout analysis) and to focus on the appropriate proposals that can be evaluated for financial and land use needs and impacts, and other indicators of feasibility.

## **II. Analysis and Assessment of Existing Conditions**

### **A. Land Use**

The site consists of the following lots:

- Lot 49-0-1-0, 129 High St. 8.144 acres, holding the hospital and immediately surrounding woodlands.
- Lot 49-0-1 -1A, 0 High St. 25.4 acres holding woodlands surrounding the hospital, many accessory buildings and a town water tower and communications tower.
- Lot 49-1-1, the long, undeveloped “tail” section of the site estimated at 22.0 acres. The tail is a long narrow strip to a point past Bonney Hill Lane and ends at a scenic meadow.

For build out purposes, we used the first two lots totaling 33.54 acres reduced by 15% for internal circulation, leaving 28.5 acres for potential development and then analyzed the potential buildout of that land if it was totally cleared. This omits the 22-acre tail section of the site which is expected to remain in open space and low impact recreation use possibly as part of the Bay Circuit Trail. The tail is comprised of pine and hardwoods and open fields sloping from west to east near mapped wetlands on the Ridder Farm property to the east.

The site’s “Essex-Situate” till soil is gently hilly, and well to moderately drained, but underlain by hardpan and some water saturation. This makes it unsuitable for on-site sewage treatment except at very low densities and making the soil best suited for woodland, wildlife, and recreation. Suggested minimum lot size is 40,000 square feet without sewer and 20,000 sq. ft. (or less) with sewerage.

#### **1. Land Use Patterns**

As the Land Use map indicates, the nearby uses are largely low density housing along High Street in both directions with cranberry bogs to the east and scattered undeveloped woodland to the west. To the south there are mixed commercial and light industrial uses and the former Ocean Spray complex along Route 27, with a multi-family Chapter 40B housing complex (“Dunham Farm”) along Route 27, east of High Street. The South Hanson commuter rail station and scattered commercial uses are to the south and west along Main Street and Phillips Street. These include a partially developed small industrial park and an adjacent approved, but unbuilt Chapter 40B family housing development, Depot Village.

To the north there is housing along Bonny Hill Lane and Big Rock Lane with other private holdings and the non-profit Fern Hill Cemetery and the town’s Wampatuck Pond further to the North.

The area centered on the rail station and reaching as far as the hospital complex has been proposed for two-tiered Transit Oriented Development (TOD) zoning. The more intensive TOD-1 District is centered on the rail station and the old Ocean Spray complex, but the hospital site is at the edge of the less intensive TOD-2 District. Thus it is unlikely to become part of any commercial growth half or  $\frac{3}{4}$  of

a mile away. However, as discussed later, housing at the site could benefit from commercial, civic and transit amenities at that distance.

## **2. Parcel Size/Land Use**

Land The parcels on the site range from 8.144 acres to 22.00 acres to 33.547 acres. The surrounding parcels are generally in residential use and at the required 30,000 sq. ft. lots or over-sized house lots. Much larger holdings of undeveloped private land are to the west and east, with John Ridder's largely agricultural former holdings to the east at a reported 133 acres. This is now owned by a Cumberland Farms affiliate, George Haseotes.

Buildings The site holds the vacant 46,000 square foot hospital complex as well as 9,000 square feet in other buildings, which are utilized by the Hanson Food Pantry and the Plymouth County Beekeepers Association. The site also holds a new town water tower and an antique cape house proposed for restoration.

## **3. Land Ownership by Use**

The hospital site is owned by the town while most of the small residential lots along High Street and the condominium developments on Main St. are privately owned. The large holdings to the east and west of High Street are predominately private, as is the land north of Bonney Hill Lane and Big Rock Lane up to the non-profit Fern Hill Cemetery.

## **B. Zoning**

### **1. Use Regulations and Patterns of Districts**

The present districts largely reflect present or anticipated uses though their purpose is to guide development. Thus the A and AA zoning is along existing residential streets and back land with the lower density (40,000 square foot lots) Res. AA, District used in areas with presumably more difficult site conditions as with the extensive internal wetlands in the area west of High Street. These districts appear to be used as default districts allowing desired minimal impact uses in areas with uncertain futures like the study area.

Residence B (30,000 sq.ft. lot) allowing multi-family buildings is mapped closer to South Hanson Center and along Main Street ( Rte. 27) to accommodate multi-family development like Damon Farms at the corner of High St. and Main St., though most of the District is in single family detached uses.

The study area is in the Residential A District except for a very small area of Residential B zoning at the south end of the hospital grounds on Pierce Ave., and on small parcel on High Street just above Pierce Ave. As shown on the zoning map, the A District goes east from the site to include some mapped agricultural land (bogs), though most of that agricultural land to the east of the study area is in the A-R District.

The land to the west of the site is in the Residential A District to a line about half parcel's depth west of High St.

The land west of the Residential A District is in the Residential AA District to a point beyond Phillips Street.

Land further southwest of the site around the rail station is in the Commercial-Industrial District.

## **2. Provisions of Present Zoning**

The Residential A District requires 30,000 sq. ft. lots and allows single family houses with up to four roomers or boarders in a private residence, along with various accessory uses, and with educational and medical institutional uses by Special Permit. It also allows conversion of single family houses to two-families by special permit if the lot has at least 40,000 square feet and predates the zoning. Greater detail is in Appendix 2.

The Residential AA District allows the same uses as the A District but requires 40,000 square foot lots.

The Residential B District requires 30,000 square foot lots and allows the same uses as the Residential A District plus multi-family dwellings with up to eight units/structure with 60,000 square feet required for the first four units plus 5,000 square feet for each additional unit. This is about 4.36 dwelling units/acre.

The three residential districts allow in-law apartments "within the structure of a single family dwelling" (including by expansion of an existing house) by special permit, so long as they have no more than 900 square feet. A unit totally within the structure or footprint of the existing house may exceed the 900 square-foot limit if needed to share certain space (e.g. a bathroom) with the main house. But the unit itself remains limited to the 900 square feet.

In addition, Districts A, AA and B require ten acres for specially permitted institutional and medical uses.

The Agricultural- Residential District requires 40,000 square foot lots and seeks to protect watersheds and wetlands. It allows single-family houses in conjunction with conservation, agricultural and forestry activities, and allows various outdoor recreation uses, restaurants, country clubs, tourist camps and accessory uses by special permit, while prohibiting handling hazardous wastes, earth removal, or storage of excavated materials or deicing products.

Other potential zoning for all or portions of the site given sufficient demand and acceptable impacts on other uses are the Business and Commercial-Industrial Districts which require 44,000 square foot lots and allow only 15% coverage by buildings.

The Business District allows consumer goods and services, including retail stores, business or professional offices, banks, restaurants and clubs, commercial amusements, gas stations, hotels and motels, personal services, and educational and religious institutions.

The Commercial-Industrial District allows research laboratories, office buildings and light inoffensive manufacturing industries, commercial entertainment, wholesale and retail sale of building materials, vehicles, and farm equipment, and related activities

Both the Business District and the Commercial-Industrial District greatly limit possible development by excluding uses which require >10 parking spaces, have more than 5,000 square feet of building coverage, generate more than 50 vehicular trips/day, involve use/storage of hazardous materials, or require a DEP approved wastewater disposal system - except by Special Permit from the Zoning Board of Appeals. Such permits are understood to be frequently granted, given sufficient mitigating actions; hence we assume that these uses are essentially as of right.

The Flexible Zoning Overlay District is mapped along Rte. 27 west of the rail station and along on West Washington Street (Rte. 14) just east of the East Bridgewater line. This unusual district “is intended to provide for mixture of residential, agricultural, business, commercial and industrial, and mixed uses consistent with the livability and aesthetic qualities of the environment.”

As of right allowed uses include:

- Conservation areas and dams for water supply
- Agriculture
- Orchards
- Sale of farm products
- Single family detached dwellings
- Boarding houses and rooming houses for up to 4 persons
- Normal accessory uses, garages, pools, tennis courts, etc.

Uses allowable by Special Permit:

- Professional offices, funeral homes
- Restaurants and membership clubs
- Retail and service establishments
- Parking areas and garages
- Theaters, museums and bowling alleys
- Service stations
- Motels, hotels and B&Bs
- Auto sales
- Day camps and other nature-oriented outdoor recreation
- Indoor commercial recreation
- Restaurants
- Country clubs
- Tourist camps
- Kennels

- Multi-unit structures with up to 8 dwelling units with no sites based on demolition of historic structures
- Similar uses according to the ZBA
- Mixed evidential and business uses
- Assisted living with up to 6 residents

### 3. Density and Dimensional Requirements

The lot area requirements vary narrowly from 30,000 sq. ft. lots in Res A, and B; 35,000 sq.ft. lots in the Flexible District; 40,000 sq.ft. lots in the Res. AA and Agricultural-Residential District; and 44,000 sq. ft. lots in the Business and Commercial-Industrial Districts. The specific requirements can allow higher densities. Thus the multi-family provisions in Residence B described above allow about 4.36 units/acre –still a low density, but far more than the required 30,000 sq.ft. lots would suggest.

One significant dimensional requirement is the 15% building coverage limit in the Business and Commercial-Industrial Districts and the 20% limit in the Flexible zone. These greatly limit building size unless the proposed uses, like office space, can function well in multi-story buildings. At that point parking requirements discussed later, may be crucial but appear to be manageable.

The total gross (impermeable surface) coverage limits for all buildings and surface treatments like parking lots range from 10% in the A-R District, to 30% in the A,AA and B Districts, and 60% in the Business and Commercial-Industrial Districts, to 75% in the Flexible zone. There are exceptions; in Res. A, AA and B various institutional and residential uses have only a 10% limit and there is only a 40% limit for multi-unit buildings in District B.

The lower figures could greatly limit site development unless they are interpreted as “effective” coverage with allowance made water absorbing features such as permeable paving, rain gardens, or use of underground recharge galleries.

### 4. Parking Requirements

The present off-street parking requirements are as follows:

Dwellings	Two spaces/unit
Motels etc.	One space/guest unit plus one per 8 guest units, plus one per peak shift worker
Retail and Office	One per 150 sq.ft. of floor area
Service stations	Three per bay plus one per employee on the largest shift
Ind./Wholesale	A minimum of five plus one per 20,000 sq ft. plus one per added 10,000 sq ft. and one per peak shift employee
Places of assembly	The larger of one per three seats or 12 square feet of seating area
Hospitals	One per bed
Nursing homes	One per bed plus one per peak shift employee
Bowling Alleys	Four spaces per alley
Other Uses	As per ZBA



As discussed under the relevant Districts, parking requirements should not be very constraining since the building coverage limits leave much land for parking at grade, or in a parking structure.

The overall effects of the Zoning provisions are discussed further in the Build Out Section.

## **C. Infrastructure**

This section included a review of physical conditions (such as traffic control, lane use, signage, pavement conditions, bicycle and pedestrian accommodations, and intersection alignments) and an evaluation of existing traffic conditions (such as traffic volumes, prevailing speeds, percentages of heavy vehicles, and intersection peak hour operations).

In addition, supplemental information and analyses were taken from the following reports:

### *Route 58 Corridor Study (2010)*

The Route 58 Corridor Study was an evaluation of the traffic conditions, intersection operations and safety, and, bicycle and pedestrian accommodations for Route 58 in Abington, Whitman, Hanson, Halifax, and Plympton.

### *Old Colony Planning Council Bicycle and Pedestrian Connectivity and Livability Study (2012)*

The Bicycle and Pedestrian Connectivity and Livability Study was an assessment of bicycle and pedestrian accommodations in the Old Colony Region. The study included a comprehensive current conditions inventory and recommendations for future connections.

### *Hanson Commuter Rail Station Traffic Study (2005)*

The Hanson Commuter Rail Station Traffic Study was an assessment of mainline traffic conditions, intersection operations, and general safety conditions on Route 27 in the area of the Hanson Commuter Rail Station.

## **1. Roadways and Intersections**

### *High Street*

High Street is classified as an urban collector roadway under the jurisdiction of the Town of Hanson. It is a residential roadway that runs north-south connecting Route 14/Route 58 (Liberty Street) in the north to Route 27 (Main Street) in the south. High Street consists of one travel lane (approximately 11-12 feet wide) in each direction with a variable shoulder. There are no sidewalks or dedicated bicycle accommodations present on High Street.

### *County Street (Route 14) & High Street*

The County Street (Route 14) & High Street intersection is an unconventional, skewed, two-way stop sign controlled intersection, in very close proximity to the County Street (Route 14) & Liberty Street (Route 58) traffic signal. There are stop signs on the County Road (Route 14) eastbound approach and the High Street northbound approach while the County Road (Route 14) westbound approach is a free movement. The County Street (Route 14) and High Street approaches provide one general purpose

lane and are generally 11-12 feet wide with no useable shoulder. Pavement markings are generally in fair condition and there are no sidewalks, crosswalks, or bicycle markings.

#### *County Street (Route 14) & Liberty Street (Route 58)*

The County Street (Route 14) & Liberty Street (Route 58) intersection is an unconventional signalized intersection, in very close proximity to the County Street (Route 14) & High Street. A Dunkin Donuts exit driveway is located opposite the County Road (Route 14) approach, making up the fourth leg of the signalized intersection. The Liberty Street (Route 58) northbound approach provides an exclusive left turn lane and a shared thru and right turn lane while the Liberty Street (Route 58) southbound and County Street (Route 14) eastbound approaches provide one general purpose lane. The Dunkin Donuts exit driveway provides one right turn only and one left turn only lane. Lane widths on all approaches are generally 11-12 feet wide with no usable shoulder; however, sidewalks (4-5 feet wide) are present on both sides of Route 58. Pavement markings are generally in fair condition, crosswalks are provided on all approaches of the intersection.

#### *Main Street (Route 27) & High Street*

The Main Street (Route 27) & High Street intersection is a conventional “T” type one-way stop sign controlled intersection. The High Street southbound approach has a stop sign located on a vegetated traffic island while the Main Street (Route 27) eastbound and westbound approaches provide free movement. The Main Street (Route 27) approaches are generally 11-12 feet wide with 3-4 foot shoulders. The High Street southbound approach is very wide (approximately 25 feet) which allows for a de-facto right turn lane and a left turn lane. A 4-5 foot wide sidewalk is located on the north side of Main Street (Route 27) and there is a crosswalk provided for pedestrians crossing High Street.

## **2. Existing Patterns**

### Traffic Volumes

Old Colony Planning Council (OCPC) utilized historic automatic traffic recorders (ATR) to determine the average daily traffic (ADT) for a 24-hour period at specific locations on County Street (Route 14), Main Street (Route 27), Liberty Street (Route 58), and High Street. Automatic traffic recorders are typically installed on the road for a minimum 48-hour period and record traffic volumes, vehicle speeds, and vehicle classifications in both directions in one-hour intervals.

Table 1 summarizes the Average Daily Traffic (ADT) for the study area roadways. Traffic counts were taken from the OCPC Route 58 Corridor Study (2010) and from the Old Colony Planning Council’s Traffic Count Database.

**Table 1: Study Area Average Daily Traffic (ADT)**

Location	Average Daily Traffic	Year
High Street, south of County Street (Route 14)	2,758	2009
Liberty Street (Route 58), north of County Street (Route 14)	9,705	2008
Liberty Street (Route 14/58), south of County Street (Route 14)	14,850	2009
County Street (Route 14), west of Liberty Street (Route 58)	4,705	2008
Main Street (Route 27), west of Phillips Street	11,183	2013
Main Street (Route 27), west of Monponsett Street (Route 58)	9,201	2009

### Intersections Operations

Intersection operations have a direct effect on the flow of traffic through a particular area. As such, Level-of-Service (LOS) analyses were conducted for key intersections in the study area to demonstrate operations. LOS is a qualitative and quantitative measure that summarizes the operation of a turning movement lane, an intersection, or transportation facility based upon the operational conditions of a facility including lane use, traffic control, and lane width, and takes into account such factors as operating speeds, traffic interruptions, and freedom to maneuver. Level-of-service represents a range of operating conditions and is summarized with letter grades from “A” to “F”, with “A” being the most desirable. Table 2 shows the delay criteria for each level-of-service for both un-signalized and signalized intersections.

**Table 2: Level-of-Service Criteria Average Delay in Seconds**

Level of Service	Stop Sign	Traffic Signal
A	0 to 10	0 to 10
B	10 to 15	10 to 20
C	15 to 25	20 to 35
D	25 to 35	35 to 55
E	35 to 50	55 to 80
F	>50	>80

Levels-of-service (LOS) analyses were taken from the OCPC Route 58 Corridor Study (2010) and from the OCPC Hanson Commuter Rail Station Traffic Study (2004). These two studies included the LOS for the three study area intersections and were conducted for the typical morning (7-9 AM) and afternoon (4-6 PM) peak periods. Table 3 shows the levels-of-service for the study area intersections.

**Table 3: Study Area Intersections Level-of-Service Summary**

<b>Intersection</b>	<b>AM LOS</b>	<b>PM LOS</b>
<i>Un-Signalized Intersections</i>		
County Street (Route 14) & High Street	B	D
Main Street (Route 27) & High Street	C	C
<i>Signalized Intersection</i>		
County Street (Route 14) & Liberty Street (Route 58)	B	B

*Note: LOS taken from previous studies (2004 & 2010)*

All of the study area intersections demonstrated acceptable levels-of-service and delay during the weekday morning and afternoon peak periods. The intersection of County Street (Route 14) & Liberty Street (Route 58) had the best overall LOS of all the study area intersections while the intersection of Main Street (Route 27) & High Street had the worst overall LOS. This pattern is not surprising as Route 27 and Route 58 are two of the most travelled roadways in the town.

### Bicycle and Pedestrian Conditions

Communities, neighborhoods, and downtowns with high levels of bicycle and pedestrian activity are often seen as places that are livable, prosperous, and inviting. Old Colony Planning Council (OCPC) completed the *Bicycle and Pedestrian Connectivity and Livability Study* in 2012, which consisted of a multi-phase approach of inventorying existing and proposed on and off road bicycle and pedestrian facilities within the region and then recommending ways to implement and connect those facilities. As part of the *Bicycle and Pedestrian Connectivity and Livability Study*, the Old Colony Planning Council developed a complete inventory of Bicycle Levels of Service (BLOS), Pedestrian Levels of Service (PLOS), and Pedestrian Infrastructure Index (PII) on the state numbered route network and other roadways identified as priority routes by community representatives and/or the Regional Bicycle and Pedestrian Task Force members.

There are six levels of service grading, ranging from A to F, for each service measure, or for the output from a mathematical model based on multiple performance measures. LOS A represents the best operating conditions from the traveler's perspective and LOS F the worst. For cost, environmental impact, and other reasons, roadways are not typically designed to provide LOS A conditions during peak periods, but rather some lower LOS that reflects a balance between individual travelers' desires and society's desires and financial resources.

The following sections include the information from the *Bicycle and Pedestrian Connectivity and Livability Study* as well as from field observations conducted for this study.

### *Bicycle Accommodations*

The study area has no infrastructure dedicated to bicycling, as there are no bike paths, bike lanes or sharrows for shared lane usages. The largest shoulder width found on High Street was approximately 2 feet wide while other areas didn't have a usable shoulder at all. In addition, there were no signs directing motorists to share the road with bicyclists.

The Bicycle Level of Service (BLOS) recorded for High Street was LOS E. This level reflects a range of conditions such as limited shoulder width, travel speeds, percentages of heavy vehicles, and traffic volumes.

### *Pedestrian Accommodations*

The study area has no pedestrian infrastructure as there are no sidewalks or other areas for pedestrians to safely travel. Sidewalks are present on both Route 27 and Route 58, which creates a potential future connection.

The Pedestrian Level of Service (PLOS) recorded for High Street was LOS D. This level reflects a range of conditions such as no sidewalks, limited shoulder width, travel speeds, percentages of heavy vehicles, and traffic volumes.

## **3. Potential Future Traffic**

Traffic generated from any future development of the site would need to be calculated in order to determine the potential impacts to High Street and its intersections with County Street (Route 14), Main Street (Route 27), and Liberty Street (Route 58). As this study includes a wide variety of potential development opportunities, the following section provides a general concept of the types of land uses and their associated average number of trips.

In order to determine an estimate of generated trips resulting from future development, OCPC utilized the *Trip Generation, 8<sup>th</sup> Edition* manual by the Institute of Transportation Engineers (ITE). A composite of the following land use codes from the *Trip Generation, 8<sup>th</sup> Edition* manual was assumed in each of the potential development scenarios:

#### *Land Use Code 110: General Light Industrial*

Light industrial facilities are free-standing facilities devoted to a single use. The facilities have an emphasis on activities other than manufacturing and typically have minimal office space.

#### *Land Use Code 140: Manufacturing*

Manufacturing facilities are areas where the primary activity is the conversion of raw materials or parts into finished products.

*Land Use Code 150: Warehousing*

Warehouses are primarily devoted to the storage of materials, but they may also include office and maintenance areas.

*Land Use Code 210: Single-Family Detached Housing*

Single-family detached housing includes all single-family detached homes on individual lots.

*Land Use Code 220: Apartment*

Apartments are rental dwelling units located within the same building with at least three other dwelling units.

*Land Use Code 230: Residential Condominium/Townhouse*

Residential condominiums/townhouses are defined as ownership units that have at least one other owned unit within the same building structure.

*Land Use Code 254: Assisted Living*

Assisted living complexes are residential settings that provide either routine general protective oversight or assistance with activities necessary for independent living to mentally or physically limited persons.

*Land Use Code 715: Single Tenant Office Building*

A single tenant office building generally contains offices, meeting rooms and space for file storage and data processing of a single business or company and possibly other service functions including a restaurant or cafeteria.

*Land Use Code 720: Medical-Dental Office Building*

A medical-dental office building is a facility that provides diagnoses and outpatient care on a routine basis but is unable to provide prolonged in-house medical and surgical care.

Tables 4-6 below show the average trip rates found in the *Trip Generation, 8<sup>th</sup> Edition* manual by the Institute of Transportation Engineers (ITE). Table 4 is categorized by 1,000 square feet of gross floor area (GFA), Table 5 is categorized by dwelling units, and Table 6 is categorized by number of beds.

**Table 4: Average Trip Rates for Business/Commercial Scenario**

Land Use Code	Average Trip Rate per 1,000 SF GFA		
	<i>Weekday</i>	<i>Saturday</i>	<i>Sunday</i>
110: General Light Industrial	6.97	1.32	0.68
140: Manufacturing	3.82	1.49	0.62
150: Warehousing	3.56	1.23	0.78
715: Single Tenant Office Building	11.65	N/A	N/A
720: Medical-Dental Office Building	36.13	8.96	1.55

**Table 5: Average Trip Rates for Residential Scenario**

Land Use Code	Average Trip Rate per Dwelling Unit		
	<i>Weekday</i>	<i>Saturday</i>	<i>Sunday</i>
210: Single-Family Detached Housing	9.52	9.91	8.62
220: Apartment	6.65	6.39	5.86
230: Residential Condominium/Townhouse	5.81	5.67	4.84

**Table 6: Average Trip Rates for Other Residential Scenario**

Land Use Code	Average Trip Rate per Beds		
	<i>Weekday</i>	<i>Saturday</i>	<i>Sunday</i>
254: Assisted Living	2.66	2.20	2.44

#### **4. Public Transit**

The main public transportation is the revived Old Colony Rail line running from Plymouth/Kingston to Boston through the nearby South Hanson Station. In addition the Greater Attleboro Transit Authority (GATRA) provides limited bus service from Pembroke Center to the South Hanson Station.

Limited service for the elderly and handicapped is provided by BAT's (Brockton Area Transit) Dial a BAT para-transit service, and the local Council on the Aging's van service for shopping and medical appointments.

#### **5. Utilities**

There is town water service on High Street with at least two services to the former hospital. Electricity is supplied by National Grid and natural gas from Columbia Gas is available on nearby High Street. In addition Comcast Xfinity fiber optic internet/TV/phone service is available in the town.

However the Water Superintendent, Chip Muncey, is concerned about meeting long-term residential needs and sees little capacity to serve new major water users. This reflects the present Safe Yield of the Crystal Springs well field of 781,000 gallons per day and the present consumption ranging from 600,000 gallons per day to 900,000 gallons per day on a peak day.



## **D. Environmental Constraints**

The main environmental constrain on development are the septic limitations of the area's typical glacial till soils as discussed above. The former sewer beds north and east of the hospital are no longer in use or visible and the Health Agent knows of no concerns.

Any new development will need provision for wastewater treatment and disposal, possibly through a local treatment plant since there are no plans for town-wide or local sewerage.

## **E. Retail Market Analysis**

### **1. Trade Area**

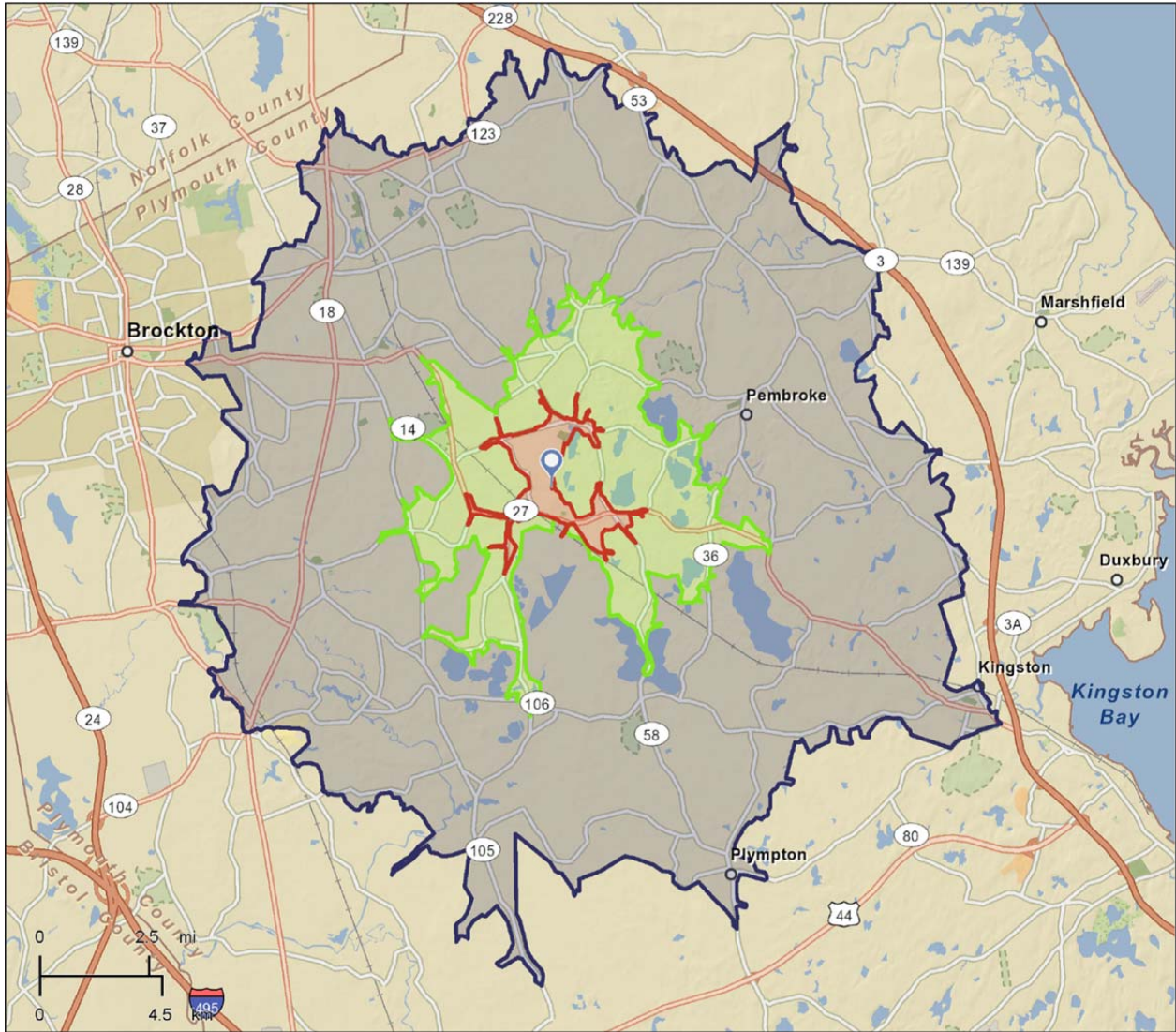
A trade area is generally defined as the geographic area from which retailers draw a majority of their customers and provides a basis for understanding the extent and depth of a market and its opportunities. Traditionally, trade areas were defined by drawing concentric rings around a community or specific location. However, concentric rings do not account for physical geography (rivers, streams, mountains), road networks, traffic conditions or human behavior, all of which may influence how and why a consumer shops in a particular area. Because of the limitations with concentric rings, and the fact that most people today shop by convenience, and measure distance in time, not miles, OCPC utilized ESRI Business Analyst Online (BAO) to define trade areas in terms of drive times. Drive times are determined by the time it takes to drive to a community or specific location. Drive times are irregular in shape because of the layout of roads, differences in speed limits and geographic barriers, etc. For the purpose of this analysis, we utilized three common trade areas retailers typically use; 5, 10, and 20 Minute Drive Time Areas. The map on the following page illustrates the boundaries of each of Drive Time Area. For the purpose of comparison, Plymouth County was also used in this analysis.

The 5 Minute Drive Time Area includes the immediate area surrounding the former Plymouth County Hospital in South Hanson. This area profiles a convenience-oriented market and reflects an estimated population of 4,775.

The 10 Minute Drive Time Area includes areas along regional travel routes and includes all of Hanson, and parts of East Bridgewater, Halifax, Hanover, Pembroke, and Whitman. This Drive Time Area reflects an estimated population of 47,451.

The 20 Minute Drive Time Area is more expansive and representative of a regional market, and includes an area that goes as far east as Route 3, as far south as Plympton, as far east as Brockton and as far north as Route 123. This Drive Time Area reflects an estimated population of 216,204.

### Former Plymouth County Hospital 5, 10 and 20 Minute Drive Time Areas



## 2. Market Demographics and Trends

Demographic characteristics strongly influence retail shopping habits and preferences. To assist in understanding the characteristics of residents, demographic data was analyzed for the defined retail trade areas and includes population, household, income, and age data. Comparing demographics of each of these geographic areas helps to differentiate local consumers and may identify potential customer niches. The data used in this analysis is derived from the US Census Bureau and Environmental Systems Research Institute (ESRI) Business Analyst Online (BAO), a leading national provider of market information.

### Population & Household Growth

Population is defined as the total number persons living within a specific geographic area. Population data is vital for determining the current market size and growth trends, both of which are essential in determining consumer demand. The population in each of the three Drive Time Areas as well as the County grew modestly from 2010-2014 and is expected to continue to grow modestly in each of the Drive Time Areas as well as in the County from 2014-2019.

Households are defined as all people who occupy a housing unit and include both related family members and unrelated people. Like population data, household data is vital for determining the current market size and growth trends. The number of households in each of the three Drive Time Areas as well the County grew modestly from 2010-2014, and is expected to continue to grow modestly from 2014-2019, as shown in Table 7. The average household size in all three Drive Time Areas as well as the County has and is expected to continue to decrease in size which is consistent with national trends.

**Table 7: Market Area Population & Household Growth**

	<b>5 Minute Drive Time Area</b>	<b>10 Minute Drive Time Area</b>	<b>20 Minute Drive Time Area</b>	<b>Plymouth County</b>
<b>Population</b>				
2010 Census	4,564	45,942	211,721	494,919
2014 Estimate	4,775	47,451	216,204	505,505
2019 Projection	5,002	49,263	222,035	519,056
% Change 2010-14	4.6%	3.3%	2.1%	2.1%
% Change 2014-19	4.8%	3.8%	2.7%	2.7%
<b>Households</b>				
2010 Census	1,653	16,054	75,348	181,126
2014 Estimate	1,745	16,735	77,482	186,357
2019 Projection	1,836	17,450	79,894	192,163
% Change 2010-14	5.6%	4.2%	2.8%	2.9%
% Change 2014-19	5.2%	4.3%	3.1%	3.1%
<b>Average Household Size</b>				
2010 Census	2.75	2.86	2.74	2.67
2014 Estimate	2.73	2.83	2.72	2.65
2019 Projection	2.72	2.82	2.71	2.64

## Income

Income is a strong indicator of the spending potential of a particular area, as it often correlates with retail expenditures. Two commonly used measures of income data are median household income and per capita income. Median household income is defined as the amount which divides the household income distribution into two equal groups, half having household incomes above the median, half having household incomes below the median. Per capita income is defined as the average income computed for every man, woman, and child in a particular group. The distribution of household incomes is also included in Table 8, as some retailers seek a minimum number of households within a certain income range.

The median household income level within the three Drive Time Areas is above that of the County and is the highest in the 10 Minute Drive Time Area. The per capita income is highest in Plymouth County, which is also expected to experience the highest increase in per capita income over the next five years.

**Table 8: Market Area Income**

	<b>5 Minute Drive Time Area</b>	<b>10 Minute Drive Time Area</b>	<b>20 Minute Drive Time Area</b>	<b>Plymouth County</b>
<b>Median Household Income</b>				
2014 Estimate	\$84,068	\$83,278	\$77,304	\$76,321
2019 Projection	\$89,059	\$89,970	\$84,821	\$84,667
% Change 2014-19	5.9%	8.0%	9.7%	10.9%
<b>Per Capita Income</b>				
2014 Estimate	\$33,225	\$34,669	\$34,749	\$36,427
2019 Projection	\$36,614	\$38,922	\$40,042	\$42,307
% Change 2014-19	10.2%	12.3%	15.2%	16.1%
<b>Household Income (2014 Estimates) (Number and Percent of Households)</b>				
<\$15,000	82 (4.7%)	1,078 (6.4%)	6,265 (8.1%)	15,279 (8.2%)
\$15,000-\$24,999	123 (7.0%)	850 (5.1%)	4,603 (5.9%)	12,171 (6.5%)
\$25,000-\$34,999	77 (4.4%)	911 (5.4%)	5,523 (7.1%)	14,102 (7.6%)
\$35,000-\$49,999	160 (9.2%)	1,617 (9.7%)	8,527 (11.0%)	21,033 (11.3%)
\$50,000-\$74,999	279 (16.0%)	2,793 (16.7%)	12,523 (16.2%)	28,900 (15.5%)
\$75,000-\$99,999	339 (19.4%)	2,766 (16.5%)	10,772 (13.9%)	24,327 (13.1%)
\$100,000-\$149,999	510 (29.2%)	4,151 (24.8%)	16,563 (21.4%)	37,804 (20.3%)
\$150,000-\$199,999	125 (7.2%)	1,674 (10.0%)	7,357 (9.5%)	17,774 (9.5%)
\$200,000+	49 (2.8%)	895 (5.3%)	5,346 (6.9%)	14,961 (8.0%)

## Age

Age often affects a person's tastes and preferences which often change as they become older. Understanding the ages of the population within an area helps businesses effectively address the needs of the market. As seen in Table 9, there is little difference in the median age when comparing the three Drive Time Areas and the County. The data tracking company Nielsen notes the importance of the aging population and their spending power by noting that by 2017 almost half of the U.S. adult population will be 50 and older and will control a full 70% of the nation's disposable income.

**Table 9: Market Area Age Profile**

	<b>5 Minute Drive Time Area</b>	<b>10 Minute Drive Time Area</b>	<b>20 Minute Drive Time Area</b>	<b>Plymouth County</b>
<b>Median Age</b>				
2010 Census	40.9	40.5	40.0	41.1
2014 Estimate	42.1	41.5	40.9	42.0
2019 Projection	42.6	41.7	41.2	42.6
% Change 2010-14	2.9%	2.5%	2.3%	2.2%
% Change 2014-19	1.2%	0.5%	0.7%	1.4%
<b>Age Profile (2014 Estimates) (Number and Percent of Population)</b>				
0-4	240 (5.0%)	2,474 (5.2%)	11,585 (5.4%)	27,244 (5.4%)
5-9	279 (5.8%)	2,917 (6.1%)	13,162 (6.1%)	31,153 (6.2%)
10-14	342 (7.2%)	3,651 (7.7%)	15,408 (7.1%)	35,712 (7.1%)
15-19	331 (6.9%)	3,417 (7.2%)	15,732 (7.3%)	34,178 (6.8%)
20-24	279 (5.8%)	2,742 (5.8%)	14,060 (6.5%)	29,954 (5.9%)
25-34	522 (10.9%)	5,014 (10.6%)	24,124 (11.2%)	53,863 (10.7%)
35-44	595 (12.5%)	5,924 (12.5%)	26,101 (12.1%)	60,889 (12.0%)
45-54	798 (16.7%)	8,213 (17.3%)	34,455 (15.9%)	80,229 (15.9%)
55-64	683 (14.3%)	6,633 (14.0%)	29,336 (13.6%)	71,511 (14.1%)
65-74	452 (9.5%)	4,100 (8.6%)	19,103 (8.8%)	47,324 (9.4%)
75-84	192 (4.0%)	1,759 (3.7%)	9,143 (4.2%)	22,797 (4.5%)
85+	61 (1.3%)	609 (1.3%)	3,996 (1.8%)	10,651 (2.1%)

### 3. Market Segmentation

Market segmentation is defined as the classification of consumers according to demographic, socioeconomic and housing characteristics, lifestyles and product preferences. It is based on the theory that “birds of a feather flock together”; that is, people with similar tastes, lifestyles, and behaviors naturally gravitate toward each other and into the neighborhoods in which they live. Segmentation allows companies and organizations to better understand their consumers/constituents, their shopping patterns, and media preferences, so that they can supply them with the services and products they desire.

Market segmentation data for this analysis was obtained by utilizing the ESRI Tapestry Segmentation system, which classifies neighborhoods into 67 unique market segments based on their socioeconomic and demographic compositions by using more than 60 data attributes to identify and cluster neighborhoods including age, race, household type, housing type, education, employment, and income among others. Data sources used to develop the ESRI tapestry segmentation system include Census 2000 data, ESRI proprietary demographic updates, Acxiom Corporation’s InfoBase-X consumer database and national consumer surveys, such as the Survey of the American Consumer from GfK MRI.

Table 10: shows and compares the concentrations of the top five Tapestry segments found within each of the former County Hospital drive time areas.

**Table 10: Comparative View of Predominant Tapestry Segments**

	Former County Hospital Drive Time Areas								
	5 Minutes			10 Minutes			20 Minutes		
	Count	Pct.	Rank	Count	Pct.	Rank	Count	Pct.	Rank
2B - Pleasantville	1,407	80.6%	1	6,296	37.6%	1	18,129	23.4%	1
4A - Soccer Moms	299	17.1%	2	2,994	17.9%	2	6,760	8.7%	4
1D - Savvy Suburbanites	27	1.5%	3	2,195	13.1%	3	11,514	14.9%	2
4B - Home Improvement	12	0.7%	4	1,450	8.7%	5	2,152	2.8%	8
5C - Parks and Rec	0	0.0%	--	1,469	8.8%	4	10,153	13.1%	3
8E - Front Porches	0	0.0%	--	382	2.3%	8	4,974	6.4%	5
Count/Pct. of Zone	1,745	99.9%	--	14,786	88.4%	--	53,682	69.3%	--

Brief descriptions and demographic information for the top five Tapestry segments found within each of the drive time areas follow. Information on ESRI Tapestry methodology and applications, along with descriptions for the Tapestry’s 67 segments can be found in the ESRI Tapestry Segmentation Reference Guide at <http://www.esri.com/library/brochures/pdfs/tapestry-segmentation.pdf>

### Segment 2B – Pleasantville

Prosperous domesticity best describes the settled denizens of *Pleasantville*. Situated principally in older housing in suburban areas in the Northeast (especially in New York and New Jersey) and secondarily in the West (especially in California), these slightly older couples move less than any other market. Many couples have already transitioned to empty nesters; many are still home to adult children. Families own older, single-family homes and maintain their standard of living with dual incomes. These consumers have higher incomes and home values and much higher net worth (Index 400). Older homes require upkeep; home improvement and remodeling projects are a priority—preferably done by contractors. Residents spend their spare time participating in a variety of sports or watching movies. They shop online and in a variety of stores, from upscale to discount, and use the Internet largely for financial purposes.

### Segment 4A - Soccer Moms

*Soccer Moms* is an affluent, family-oriented market with a country flavor. Residents are partial to new housing away from the bustle of the city but close enough to commute to professional job centers. Life in this suburban wilderness offsets the hectic pace of two working parents with growing children. They favor time-saving devices, like banking online or housekeeping services, and family-oriented pursuits.

### Segment 1D - Savvy Suburbanites

*Savvy Suburbanites* residents are well educated, well read, and well capitalized. Families include empty nesters and empty nester wannabes, who still have adult children at home. Located in older neighborhoods outside the urban core, their suburban lifestyle includes home remodeling and gardening plus the active pursuit of sports and exercise. They enjoy good food and wine, plus the amenities of the city's cultural events.

### Segment 4B – Home Improvement

Married-couple families occupy well over half of these suburban households. Most *Home Improvement* residences are single-family homes that are owner occupied, with only one-fifth of the households occupied by renters. Education and diversity levels are similar to the US as a whole. These families spend a lot of time on the go and therefore tend to eat out regularly. When at home, weekends are consumed with home improvement and remodeling projects.

### Segment 5C – Parks and Rec

These practical suburbanites have achieved the dream of home ownership. They have purchased homes that are within their means. Their homes are older, and town homes and duplexes are not uncommon. Many of these families are two-income married couples approaching retirement age; they are comfortable in their jobs and their homes, budget wisely, but do not plan on retiring anytime soon or moving. Neighborhoods are well established, as are the amenities and programs that supported their now independent children through school and college. The appeal of these kid-friendly neighborhoods is now attracting a new generation of young couples.

### Segment 8E – Front Porches

*Front Porches* blends household types, with more young families with children or single households than average. This group is also more diverse than the US. Half of householders are renters, and many of the homes are older town homes or duplexes. Friends and family are central to *Front Porches* residents and help to influence household buying decisions. Residents enjoy their automobiles and like cars that are fun to drive. Income and net worth are well below the US average, and many families have taken out loans to make ends meet.

These descriptions aptly capture and distinguish a surprising number of sub-populations. We note that the mainstream Pleasantville group is the largest in each drive time area especially the five minute area, suggesting that their retail demands are probably adequately met and go beyond those of a local convenience store, and that they are mobile enough to satisfy other demands at existing stores in the region.



#### **4. Retail Leakage/Surplus Analysis**

The Retail Leakage/Surplus Analysis section examines retail trends in each of the three trade areas by comparing existing retail sales (supply) in each trade area with the retail potential (demand) of each trade area, as shown in Tables 11-13. This analysis is helpful in identifying potential market opportunities in each of the three trade areas.

ESRI's Retail MarketPlace Profile was utilized to obtain this data. ESRI uses the North American Industry Classification System (NAICS) to classify businesses by their primary type of economic activity. Retail establishments are classified into 27 industry groups within the Retail Trade sector and four industry groups within the Food Services and Drinking Establishments government data sources, including the Dun and Bradstreet business database, the U.S. Census Bureau's Census of Retail Trade (CRT), Monthly Retail Trade Survey (MRTS) and Nonemployer Statistics (NES) as well as the U.S. Bureau of Labor Statistics.

##### Sales Leakage

Sales leakage is a measure of retail sales lost by one market to a competitive market. Leakage occurs because consumers are making purchases at businesses outside of a particular market area, including purchases made online and via mail order. For example, if residents of a particular trade area are spending a total of \$500,000 annually on shoes, but total trade area shoe sales are only \$250,000, it is assumed that \$250,000 of shoe sales are "leaking" out of the trade area, meaning that some shoes are being purchased elsewhere. While sales leakages can be viewed as an opportunity to recapture lost sales, not all retail categories that exhibit leakage within a particular study area should be assumed to be a good fit for that specific trade area. There are many reasons why a business might succeed or fail and the retail market is just one factor. It is also unlikely that all sales leakage occurring in a category would be recaptured if additional retailers in that specific retail category located to the site of the former County Hospital. Conversely, a sales surplus occurs when the supply of goods exceeds an area's demand and therefore is likely attracting customers that reside outside of the trade area. Sales surpluses may result due to the presence of a specialty retail cluster in a particular area or due to simple market saturation. It is important to note that such an analysis is not an exact science and that this analysis focuses on retail categories where households (not businesses) are essentially the only consumer group.

The 5 Minute Drive Time Area generated an estimated \$72 million in annual sales and exceeded the area's demand of approximately 56 million by almost \$16 million.

The 10 Minute Drive Time Area generated an estimated \$280 million in annual sales, but did not meet the area's demand of approximately \$588 million (or 47.6%), with an estimated \$308 million leaking from the trade area annually.

The 20 Minute Drive Time Area generated an estimated \$2.227 billion in annual sales, but did not meet the area's demand of approximately \$2.695 billion (or 82.6%), with an estimated \$468 million leaking from the trade area annually.

According to the Sales Leakage Analysis, there are retail opportunities in a number of sectors in each of the three Drive Time Areas. As is stated above, just because a retail category is exhibiting leakage in a specific area does not necessarily mean it is a good fit for a specific site. The specific location of an establishment must be taken into account as well. In the case of the former Plymouth County Hospital, which is located in a residential area and away from major routes, a large retail presence would most likely not do well there, but a smaller retail presence that serves the immediate needs of the local residents may. Tables 11-13 on the following pages identify where retail opportunities exist in each of the three Drive Time Areas.

**Table 11: Sales Leakage Analysis - 5 Minute Drive Time**

<b>Industry Group (NAICS Number)</b>	<b>Demand (Retail Potential)</b>	<b>Supply (Retail Sales)</b>	<b>Retail Opportunity Gap/Surplus</b>	<b>% of Demand Met</b>
Total Retail Trade and Food & Drink (44-45,722)	\$56,251,118	\$72,155,742	(\$15,904,624)	128.3%
Total Retail Trade (44-45)	\$50,458,936	\$69,070,753	(\$18,611,817)	136.9%
Total Food & Drink (722)	\$5,792,182	\$3,084,989	\$2,707,193	53.3%
Motor Vehicle & Parts Dealers (441)	\$9,433,129	\$990,292	\$8,442,837	10.5%
Automobile Dealers (4411)	\$8,122,959	\$778,405	\$7,344,554	9.6%
Other Motor Vehicle Dealers (4412)	\$580,770	\$0	\$580,770	0.0%
Auto Parts, Accessories & Tire Stores (4413)	\$729,399	\$207,697	\$521,702	28.5%
Furniture & Home Furnishings Stores (442)	\$1,338,661	\$557,993	\$780,668	41.7%
Furniture Stores (4421)	\$638,454	\$0	\$638,454	0.0%
Home Furnishings Stores (4422)	\$700,208	\$557,993	\$142,215	79.7%
Electronics & Appliances Stores (443)	\$1,793,930	\$0	\$1,793,930	0.0%
Bldg. Material, Garden Equip. & Supply Stores (444)	\$1,767,921	\$2,100,032	(\$332,111)	118.8%
Building Material & Supplies Dealers (4441)	\$1,544,980	\$1,988,639	(\$443,659)	128.7%
Lawn & Garden Equip. & Supply Stores (4442)	\$222,941	\$0	\$222,941	0.0%
Food & Beverage Stores (445)	\$9,853,320	\$9,909,604	(\$56,284)	100.6%
Grocery Stores (4451)	\$8,329,613	\$7,786,531	\$543,082	93.5%
Specialty Food Stores (4452)	\$422,294	\$153,540	\$268,754	36.4%
Beer, Wine & Liquor Stores (4453)	\$1,101,413	\$1,969,533	(\$868,120)	178.8%
Health & Personal Care Stores (446,4461)	\$5,395,961	\$43,979,599	(\$38,583,638)	815.0%
Gasoline Stations (447,4471)	\$4,814,641	\$390,905	\$4,423,736	8.1%
Clothing & Clothing Accessories Stores (448)	\$3,824,504	\$147,818	\$3,676,686	3.9%
Clothing Stores (4481)	\$2,824,792	\$118,284	\$2,706,508	4.2%
Shoe Stores (4482)	\$516,933	\$0	\$516,933	0.0%
Jewelry, Luggage & Leather Goods Stores (4483)	\$482,779	\$0	\$482,779	0.0%
Sporting Goods, Hobby, Book & Music Stores (451)	\$1,506,680	\$914,454	\$592,226	60.7%
Sporting Goods/Hobby/Musical Inst. Stores (4511)	\$1,233,264	\$860,774	\$372,490	69.8%
Book, Periodical & Music Stores (4512)	\$273,416	\$53,680	\$219,736	19.6%
General Merchandise Stores (452)	\$5,834,638	\$0	\$5,834,638	0.0%
Department Stores Excluding Leased Depts. (4521)	\$3,259,736	\$0	\$3,259,736	0.0%
Other General Merchandise Stores (4529)	\$2,574,902	\$0	\$2,574,902	0.0%
Miscellaneous Store Retailers (453)	\$1,345,117	\$438,647	\$906,470	32.6%
Florists (4531)	\$112,025	\$0	\$112,025	0.0%
Office Supplies, Stationary & Gift Stores (4532)	\$489,534	\$0	\$489,534	0.0%
Used Merchandise Stores (4533)	\$216,758	\$257,187	(\$40,429)	118.7%
Other Miscellaneous Store Retailers (4539)	\$526,799	\$179,232	\$347,567	34.0%

<b>Industry Group (NAICS Number)</b>	<b>Demand (Retail Potential)</b>	<b>Supply (Retail Sales)</b>	<b>Retail Opportunity Gap/Surplus</b>	<b>% of Demand Met</b>
Nonstore Retailers (454)	\$3,550,433	\$9,606,843	(\$6,056,410)	270.6%
Electronic Shopping & Mail-Order Houses (4541)	\$2,407,286	\$0	\$2,407,286	0.0%
Vending Machine Operators (4542)	\$83,193	\$0	\$83,193	0.0%
Direct Selling Establishments (4543)	\$1,059,954	\$2,645,044	(\$1,585,090)	249.5%
Food Services & Drinking Places (722)	\$5,792,182	\$3,084,989	\$2,707,193	53.3%
Full-Service Restaurants (7221)	\$3,051,082	\$1,128,668	\$1,922,414	37.0%
Limited Service Eating Places (7222)	\$2,270,054	\$1,714,280	\$555,774	75.5%
Special Food Services (7223)	\$307,760	\$0	\$307,760	0.0%
Drinking Places – Alcoholic Beverages (7224)	\$163,286	\$235,168	\$71,882	144.0%

**Table 12: Sales Leakage Analysis - 10 Minute Drive Time**

Industry Group (NAICS Number)	Demand (Retail Potential)	Supply (Retail Sales)	Retail Opportunity Gap/Surplus	% of Demand Met
Total Retail Trade and Food & Drink (44-45,722)	\$588,497,647	\$280,348,730	\$308,148,917	47.6%
Total Retail Trade (44-45)	\$528,264,761	\$261,910,975	\$266,353,886	49.6%
Total Food & Drink (722)	\$60,232,885	\$18,437,855	\$41,795,030	30.6%
Motor Vehicle & Parts Dealers (441)	\$99,155,264	\$15,120,937	\$84,034,327	15.2%
Automobile Dealers (4411)	\$85,599,629	\$10,488,153	\$75,111,476	12.3%
Other Motor Vehicle Dealers (4412)	\$5,978,029	\$2,195,985	\$3,782,044	36.7%
Auto Parts, Accessories & Tire Stores (4413)	\$7,577,606	\$2,436,798	\$5,140,808	32.2%
Furniture & Home Furnishings Stores (442)	\$13,943,398	\$4,057,439	\$9,885,959	29.1%
Furniture Stores (4421)	\$6,703,257	\$720,220	\$5,983,037	10.7%
Home Furnishings Stores (4422)	\$7,240,141	\$3,337,219	\$3,902,922	46.1%
Electronics & Appliances Stores (443)	\$18,791,105	\$718,095	\$18,073,010	3.8%
Bldg. Material, Garden Equip. & Supply Stores (444)	\$18,383,317	\$24,506,567	(\$6,123,250)	133.3%
Building Material & Supplies Dealers (4441)	\$16,045,927	\$22,913,007	(\$6,867,080)	142.8%
Lawn & Garden Equip. & Supply Stores (4442)	\$2,337,390	\$1,593,560	\$743,830	68.2%
Food & Beverage Stores (445)	\$102,991,770	\$42,849,106	\$60,142,664	41.6%
Grocery Stores (4451)	\$87,075,406	\$33,940,035	\$53,135,371	39.0%
Specialty Food Stores (4452)	\$4,407,753	\$427,426	\$3,980,327	9.7%
Beer, Wine & Liquor Stores (4453)	\$11,508,610	\$8,481,646	\$3,026,964	73.7%
Health & Personal Care Stores (446,4461)	\$56,712,590	\$70,006,995	(\$13,294,405)	123.4%
Gasoline Stations (447,4471)	\$50,765,498	\$10,630,398	\$40,135,100	20.9%
Clothing & Clothing Accessories Stores (448)	\$39,852,675	\$1,461,079	\$38,391,596	3.7%
Clothing Stores (4481)	\$29,932,384	\$568,355	\$28,824,029	1.9%
Shoe Stores (4482)	\$5,365,318	\$462,540	\$4,902,778	8.6%
Jewelry, Luggage & Leather Goods Stores (4483)	\$5,094,973	\$430,184	\$4,664,789	8.4%
Sporting Goods, Hobby, Book & Music Stores (451)	\$15,755,292	\$2,046,182	\$13,709,110	13.0%
Sporting Goods/Hobby/Musical Inst. Stores (4511)	\$12,866,039	\$1,825,785	\$11,040,254	14.2%
Book, Periodical & Music Stores (4512)	\$2,889,253	\$220,397	\$2,668,856	7.6%
General Merchandise Stores (452)	\$61,098,350	\$9,444,055	\$51,654,295	15.5%
Department Stores Excluding Leased Depts. (4521)	\$34,147,647	\$9,054,719	\$25,092,928	26.5%
Other General Merchandise Stores (4529)	\$26,950,703	\$389,336	\$26,561,367	1.4%
Miscellaneous Store Retailers (453)	\$14,131,266	\$2,446,143	\$11,685,123	17.3%
Florists (4531)	\$1,161,348	\$66,433	\$1,094,915	5.7%
Office Supplies, Stationary & Gift Stores (4532)	\$5,130,049	\$430,531	\$4,699,518	8.4%
Used Merchandise Stores (4533)	\$2,281,917	\$759,552	\$1,522,365	33.3%
Other Miscellaneous Store Retailers (4539)	\$5,557,951	\$1,189,627	\$4,368,324	21.4%

<b>Industry Group (NAICS Number)</b>	<b>Demand (Retail Potential)</b>	<b>Supply (Retail Sales)</b>	<b>Retail Opportunity Gap/Surplus</b>	<b>% of Demand Met</b>
Nonstore Retailers (454)	\$36,684,237	\$78,623,878	(\$41,939,641)	214.3%
Electronic Shopping & Mail-Order Houses (4541)	\$25,288,444	\$71,371,357	(\$46,082,913)	282.2%
Vending Machine Operators (4542)	\$868,301	\$235,338	\$632,963	27.1%
Direct Selling Establishments (4543)	\$10,527,492	\$7,017,183	\$3,510,309	66.7%
Food Services & Drinking Places (722)	\$60,232,885	\$18,473,855	\$41,795,030	30.7%
Full-Service Restaurants (7221)	\$31,726,066	\$10,070,245	\$21,655,821	31.7%
Limited Service Eating Places (7222)	\$23,631,845	\$7,459,950	\$16,171,895	31.6%
Special Food Services (7223)	\$3,184,724	\$213,102	\$2,971,622	6.7%
Drinking Places – Alcoholic Beverages (7224)	\$1,690,251	\$694,559	\$995,692	41.1%

**Table 13: Sales Leakage Analysis - 20 Minute Drive Time**

Industry Group (NAICS Number)	Demand (Retail Potential)	Supply (Retail Sales)	Retail Opportunity Gap/Surplus	% of Demand Met
Total Retail Trade and Food & Drink (44-45,722)	\$2,695,211,365	\$2,227,051,435	\$468,159,930	82.6%
Total Retail Trade (44-45)	\$2,419,234,810	\$2,017,287,020	\$401,947,790	83.4%
Total Food & Drink (722)	\$275,976,555	\$209,764,415	\$66,212,140	76.0%
Motor Vehicle & Parts Dealers (441)	\$452,145,112	\$437,179,710	\$14,965,402	96.7%
Automobile Dealers (4411)	\$390,871,054	\$395,734,177	(\$4,863,123)	101.2%
Other Motor Vehicle Dealers (4412)	\$26,757,405	\$12,807,933	\$13,949,472	47.9%
Auto Parts, Accessories & Tire Stores (4413)	\$34,516,654	\$28,637,599	\$5,879,055	83.0%
Furniture & Home Furnishings Stores (442)	\$63,607,228	\$41,421,957	\$22,185,271	65.1%
Furniture Stores (4421)	\$30,705,415	\$24,264,266	\$6,441,149	79.0%
Home Furnishings Stores (4422)	\$32,901,812	\$17,157,691	\$15,744,121	52.1%
Electronics & Appliances Stores (443)	\$85,916,230	\$12,994,184	\$72,922,046	15.1%
Bldg. Material, Garden Equip. & Supply Stores (444)	\$83,486,116	\$135,024,719	(\$51,538,603)	161.7%
Building Material & Supplies Dealers (4441)	\$72,862,563	\$121,522,875	(\$48,660,312)	166.8%
Lawn & Garden Equip. & Supply Stores (4442)	\$10,623,553	\$13,501,844	(\$2,878,291)	127.1%
Food & Beverage Stores (445)	\$473,436,839	\$354,941,309	\$118,495,530	75.0%
Grocery Stores (4451)	\$400,279,743	\$301,132,878	\$99,146,865	75.2%
Specialty Food Stores (4452)	\$20,420,227	\$10,709,407	\$9,530,820	52.4%
Beer, Wine & Liquor Stores (4453)	\$52,916,868	\$43,099,023	\$9,817,845	81.4%
Health & Personal Care Stores (446,4461)	\$261,078,348	\$304,941,878	(\$43,863,530)	116.8%
Gasoline Stations (447,4471)	\$232,863,803	\$203,100,225	\$29,763,578	87.2%
Clothing & Clothing Accessories Stores (448)	\$182,800,112	\$90,253,070	\$92,547,042	49.4%
Clothing Stores (4481)	\$134,665,505	\$75,637,808	\$59,027,697	56.2%
Shoe Stores (4482)	\$24,573,489	\$6,503,300	\$18,070,189	26.5%
Jewelry, Luggage & Leather Goods Stores (4483)	\$23,561,119	\$8,111,962	\$15,449,157	34.4%
Sporting Goods, Hobby, Book & Music Stores (451)	\$71,898,989	\$47,564,942	\$24,334,047	66.2%
Sporting Goods/Hobby/Musical Inst. Stores (4511)	\$58,573,103	\$39,244,354	\$19,328,749	67.0%
Book, Periodical & Music Stores (4512)	\$13,325,886	\$8,320,588	\$5,005,298	62.4%
General Merchandise Stores (452)	\$280,063,668	\$225,720,504	\$54,343,164	80.6%
Department Stores Excluding Leased Depts. (4521)	\$156,360,283	\$190,315,683	(\$33,955,400)	121.7%
Other General Merchandise Stores (4529)	\$123,703,385	\$35,404,820	\$88,298,565	28.6%
Miscellaneous Store Retailers (453)	\$64,787,007	\$39,407,192	\$25,379,815	60.8%
Florists (4531)	\$5,254,859	\$2,772,340	\$2,482,519	52.8%
Office Supplies, Stationary & Gift Stores (4532)	\$23,490,548	\$10,990,554	\$12,499,994	46.8%
Used Merchandise Stores (4533)	\$10,515,001	\$5,414,749	\$5,100,252	51.5%
Other Miscellaneous Store Retailers (4539)	\$25,526,598	\$20,229,549	\$5,297,049	79.2%

Industry Group (NAICS Number)	Demand (Retail Potential)	Supply (Retail Sales)	Retail Opportunity Gap/Surplus	% of Demand Met
Nonstore Retailers (454)	\$167,151,358	\$124,737,332	\$42,414,026	74.6%
Electronic Shopping & Mail-Order Houses (4541)	\$115,863,393	\$85,156,901	\$30,706,492	73.5%
Vending Machine Operators (4542)	\$3,987,522	\$1,201,799	\$2,785,723	30.1%
Direct Selling Establishments (4543)	\$47,300,444	\$38,378,631	\$8,921,813	81.1%
Food Services & Drinking Places (722)	\$275,976,555	\$209,764,415	\$66,212,140	76.0%
Full-Service Restaurants (7221)	\$145,449,717	\$84,866,681	\$60,583,036	58.3%
Limited Service Eating Places (7222)	\$108,353,511	\$113,471,509	(\$5,117,998)	104.7%
Special Food Services (7223)	\$14,415,452	\$3,674,557	\$10,740,895	25.5%
Drinking Places – Alcoholic Beverages (7224)	\$7,757,876	\$7,751,668	\$6,208	99.9%

## F. Implications of Market Analysis

As noted above regarding the site, “a large retail presence would most likely not do well there, but a smaller retail presence that serves the immediate needs of the local residents may.” Beyond this the surplus areas suggest that people have a reason to shop in an area beyond what local demand would support, and conversely, where there is a shortage (leakage) people shop elsewhere because they find better choices and prices elsewhere. These could indicate the potential to meet a local shortage of goods and choice or to build on a local specialty. However neither of these are likely to any significant degree due to the site’s size and location.

### 1. Local and regional opportunities, assets and challenges

The main opportunity is that presented by the well-studied town-owned land and buildings and its attractive residential/agricultural setting and relatively low property tax rate. In particular, there is the regional need for more housing at all income levels, especially for the low and moderate income population and for workforce housing.

The main constraints are the limited local market for retail items and the limitations on the possible uses discussed below under Conceptual Potential Uses. Other constraints are the site’s septic limitations from unsuitable soils, the possibly limited water supplies for high water consuming biotech industries, and the limited potential of the roadway system.

## G. Analyses of Zoning and Prospective Build Outs

The Build Out Analysis examines what could be done in the study area under present zoning and soil conditions and with selective rezoning and/or sewerage. It does not mean the calculated build out is practical, feasible or desirable, just that the 28.5 acres (left after reserving 15% of the 33.547 acres defined in Section II A for circulation serving possible development) could potentially accommodate the calculated development under present regulations.



## **1. Tax Rates**

For this task staff worked with the Board of Assessors and various interested town bodies and drew on the Hanson Assessor's Online Database.

It is noted that Hanson's single property tax rate - \$15.47 per thousand dollars is below that of several nearby communities as follows:

Town of Halifax –Single rate of \$18.67

Town of Rockland - Single tax rate of \$18.34

Town of Whitman - Single Tax Rate of \$17.37

Town of Hanover - Residential rate of \$16.21; Commercial rate of \$17.20

Town of Hanson - Single rate of \$15.47

Town of Pembroke - Single rate of \$14.69

In a competition between essentially similar sites, the lower rate could be significant, but many factors including location and amenities can outweigh tax rates alone, as shown by the more intensive development in Hanover, Whitman and Rockland with their higher rates, as well as in Pembroke with lower rates, but good regional accessibility.

## 2. Sites Potential Build outs Possible Under Present & Alternative Zoning

### Res. A

Under the present Res. A zoning, the 28.5 acres remaining after allowing 15% for circulation would become 1,241,460 square feet allowing 41 of the required 30,000 square foot lots at 1.45 /units/acre. (Smaller lots would be possible if the zoning were revised and the area was sewerred).

At present no districts allow separate lots of under 30,000 square feet. However the provisions for duplex conversion of houses predating the zoning could allow two units on 40,000 square foot lots at about 2. 1 units/acre. The effect would be limited unless the zoning were changed to apply new structures.

In-law apartments are allowed by special permit “within the structure of a single family dwelling” on present 30,000 sq. ft. lots. This means that free-standing units (e.g. “Granny cottages”) are prohibited, but the in-law units may use space possibly expanded beyond the original house. Since the in-law units have all facilities of an independent unit, this amounts to a density of 2.9 units per acre. However the combination is often not recognized as two separate dwelling units, and hence does not need the 40,000 sq. ft. required for a full two family conversions.

A number of institutional uses and home occupations are allowed by special permit.

Of the specially- permitted institutional uses, museums, private schools, nursery schools, colleges, dance, photographic and music studios, dwellings converted to these uses, and hospitals, sanatoria and other medical institutions along with cemeteries, dental and medical laboratories, nursing homes, and rest homes and charitable institutions, are required to have ten-acre sites, no matter what the facility’s size. In addition these and other uses are allowed at only an improbable 10% total coverage according to the Table of Dimensional Requirements (presumably referring to impervious surfaces).

The other uses limited to 10% site coverage include telephone exchanges, radio stations and utility structures without service yards, two family duplex conversions of houses predating the zoning but only on lots of 40,000 square feet, and home occupations.

With such limitations few of these would contribute to a maximum build out of the study area.

In residential terms then, the possible maximum build out would be between 41 houses on 30,000 sq. ft. lots or up to 82 units of main houses containing in-law units.

**Population Growth:** In 2010 Hanson’s average household size was 2.94 persons, therefore the added population could range from 120 persons in the 41 houses, to 120 persons in the main houses (assuming no conversion of that space) and up to half as many, 60, in the in-law apartments for totals ranging from 120 persons to 180 persons. The increase would probably be less since many in-law units would have only one occupant.

**Financial Impacts:** According to the real estate website [www.zillow.com](http://www.zillow.com) the median sale price of single family homes in Hanson for 2014 was \$303,800 and the current residential tax rate is \$15.47 per thousand. On the thirty thousand square foot lots, the 41 possible single family homes selling at the current median sale price of \$303,800 rounded up to \$304,000 would bring in tax income of \$4,702 per lot or \$192,819 total/year.

Assuming that houses with legal in-law units are worth about 15% more than a comparable house without such a unit, depending on the floor area and facilities involved, the improbable addition of an in-law unit to all 41 houses would increase the individual values to a possible \$349,600 for a total of \$14,333,600 with tax income of \$5,408/lot and \$221,728/year. Service cost would depend on family composition and school costs among other local services. The in-law units would add relatively little school cost since these units are most commonly occupied by older relatives of the homeowner.

**Traffic Impacts:** According to the *Trip Generation Manual, 8<sup>th</sup> Edition*, using the average trip rate for Single-Family Detached Housing (9.52 trips per weekday) there would be a total of 390 estimated weekday trips from 41 single family units. If all of the 41 single family units were to add an accessory apartment, the total added estimated number of trips would increase to 781 on a typical weekday.

## Res. AA

Rezoning the site to Res. AA would allow the same uses as Residence A while requiring 40,000 square foot lots, therefore allowing 31 lots/units on the 28.5 acres (1,241,460 square feet) at 1.09 units/acre. In contrast to Residence A, duplex conversions are allowed on the same size lot as single family detached houses, so the site could accommodate standard 40,000 sq. ft. lots with either one or two units per 40,000 sq. ft. However such duplex conversion is only allowed in houses predating the town's initial zoning, reportedly 1966. There may be only one such building (the antique cape) on the site, so the effect of possible duplex conversions is moot. The effect would be significant only if the zoning were changed to allow the conversion of any structure not just those predating the zoning.

In contrast adding the specially permitted in-law units to each possible house would double the number of units to 62 and increase the value of the lot/structure while reducing the price per unit-except when buyers are looking for an in-law apartment.

As above, major educational, institutional, and medical uses would again require 10 acres each allowing fewer than three such developments, and many related uses are allowed only 10% site coverage leading to an un-intensive uses of the site. A house with a desirable in-law unit might sell for 15% more than basic house or \$349,600, while the very rare basic duplex conversion would be worth more.

**Population Growth:** The larger lot requirements would reduce the population growth in single family houses to 91 persons while 31 in-law units with perhaps <1.5 persons unit would add <47 for a total growth of <138 compared to the possible 180 persons under Residential A zoning. This is less than a 2% increase in the town's reported 2010 population of 10,209.

**Financial Impacts:** The above quoted recent median sale price sale of \$304,000 presumably would be increased with some premium for larger lots, perhaps <10%, or <\$334,400 plus a possible 15% more for an in-law unit or <\$384,560. At the present tax rate of \$15.47/\$1,000, the 31 houses valued at \$334,400 would then pay <\$5,174 per single family house or <\$160,387.33/year, while 31 houses with in-law units at would pay 15% more, 5949.14 each, or \$184,423 total per year. .

This has to be compared with project's resulting school costs and other public service costs.

**Traffic Impacts:** According to the *Trip Generation Manual, 8<sup>th</sup> Edition*, using the average trip rate for Single-Family Detached Housing (9.52 trips per weekday) there would be a total of 295 estimated weekday trips from 31 single family units. If all of the 31 single family units were to add an accessory apartment, the total estimated number of trips would increase to 590 on a typical weekday.

## **Res. B**

Rezoning the area to Residential B would allow the above as-of-right and specially permitted uses and also include multi-unit dwellings of up to 8 units. These require 60,000 square feet for the first 4 units and 5,000 square feet per additional unit for 80,000 square feet for 8 units, or 4.3 units/acre. In addition, major educational, institutional and medical uses once again would require 10 acres each regardless of their size. Thus fewer than three such institutions would be permissible. In addition, many uses are allowed only with an improbable 10% total coverage.

**Population Impacts:** In all the 28.5 usable acres or 1,241,460 square feet could accommodate 124 dwelling units in multi-family buildings. Assuming that these are at the 2010 US Census average renter household size of 2.09, the 124 units would house an additional 259 people at full occupancy.

**Financial Impacts:** Assuming that the multiple units are worth 70% of the single family houses or \$212,800, the potential 124 units would be worth \$26,387,200 for an annual tax payment return of \$408,210 at the present rate of \$15.47 per thousand dollars. This also has to be compared with project's resulting school and other public service costs.

**Traffic Impacts:** According to the *Trip Generation Manual, 8<sup>th</sup> Edition*, using the average trip rate for Apartments (6.65 trips per weekday) there would be a total of 805 estimated weekday trips from 121 multi-family units. Using the average trip rate for Condominium/Townhouse (5.81 trips per weekday) there would be a total of 703 estimated weekday trips from 121 multi-family units.

## **Business District**

The Business District requires 44,000-square foot lots for any use; allows up to 60% (impervious) lot coverage (compared to 30% in Residence A, AA, and B), but limits building coverage to 15% of the lot while the previous districts have no such limitations. Rezoning to this District would greatly increase the range of allowed activities since it allows diverse consumer goods and services, including retail stores, business or professional offices, banks, restaurants and clubs, commercial amusements, gas stations, hotels and motels, personal services, and educational and religious institutions. It is assumed here that the uses would be primarily office uses though retail and service activities would be possible. While the minimum lot size is 44,000 square feet, there is no expectation that uses would be confined to lots of that size, as is common with single-family detached housing; rather projects can be of any size so long as yard dimensions and coverage requirements/limitations are met.

Allowing 15% for circulation, the remaining 28.5 acres (1,241,460 square feet) limited to 15% building coverage could allow 186,219 square feet of office space in a one floor building accommodating 930 office workers at a standard of 200 square feet/worker.

Since there is no height limits, taller buildings could be built given sufficient parking. The 1,055,241 square feet left after the 15% building coverage could accommodate 2970 spaces at 355 square feet/car. (10'x20' spaces plus 15' aisle space per car plus end of the aisle circulation space.) At the retail/

office requirement of one parking space per 150 square feet of floor area this would serve 445,500 square feet holding 2,275 workers, in a building of 2.39 stories (i.e. with a smaller third floor) minus side yards and landscaping etc.

It is assumed that 60% total coverage limitation refers to impervious surfaces and can be met by using porous pavement and other Low Impact Design tools to reduce impervious surfaces in the parking lots and other paved surfaces and to allow recharge of roof runoff.

Allowing for landscaping etc. the building might consume 20% of the site after allowing for circulation, leaving 993,168 sq.ft. for parking or 2,797 spaces, enough to serve 419,550 sq.ft. of floor space or 2,097 workers. Thus with such limited building coverage (15%) parking should not be a constraint on employment.

**Financial Impact:** This depends on the value and marketing of mixed retail/office properties.

Assuming construction on the 186,219 square feet of buildable land of one or more two-floor mixed retail and office buildings totaling 373,438 square feet at a total cost of \$150/sq. ft. there would be an initial cost/value of \$56,015,700. This is based on a construction cost of \$100.00/square foot plus \$33.00/square foot for land and \$17 for design, permitting and other soft costs totaling \$150 square foot. Supporting this land estimate a local commercial realtor, industrial-commercial land is worth \$100,000 to \$140,000 per acre or more if its located on a state numbered route. Assessed at full value this would lead to an annual tax payment of \$866,562. Note: the Town Assessors' valuations may be higher.

In addition the town would have the benefit of over 2000 jobs if the space could be successfully marketed. However some commercial real estate brokers doubt the demand for so much retail/office space in the middle of Hanson near commuter rail but far from major highways and related development. This could call for making any development a special place with an attractive campus setting and the focus on innovation and entrepreneurial development advocated by the Town Administrator.

**Traffic Impacts:** According to the *Trip Generation Manual, 8<sup>th</sup> Edition*, using the average trip rate for Single Tenant Office Building (11.65 trips per weekday) there would be a total of 4,351 estimated weekday trips from 373,438 square feet of office space. Using the average trip rate for Medical-Dental Office Building (36.13 trips per weekday) there would be a total of 13,492 estimated weekday trips from 373,438 square feet of office space. The traffic impact due to retail uses would need to be determined once a type of retail is proposed as average trip rates vary within the same general category.

**The Flexible Zoning District** This is not analyzed here because it is highway-oriented, being mapped only along busy roads like Rte. 27 and the western end of Rte. 14 or along rail lines.

## **Commercial-Industrial District**

As noted above, this District allows research laboratories, office buildings and light inoffensive manufacturing industries, commercial entertainment, wholesale and retail sale of building materials, vehicles, and farm equipment, and related activities. In the spirit of the request for this study we assume that a major objective would be achieving the Town Administrator's suggested "regional center that would be a catalyst for innovation and entrepreneurial development." This would lead to an emphasis on research laboratories and libraries, supportive office uses, and light manufacturing, if only of prototypes. Impacts would be greater if there was more emphasis on wholesale and retail trade, more intensive manufacturing or traffic-generating commercial entertainment; and less if the "entrepreneurial efforts" were more office-based, internet-oriented financial services and fund management activities or "dot com" businesses.

Like the Business District, the Commercial-Industrial District requires 44,000 square-foot lots and allows only 15% lot coverage by buildings and 60% total impermeable surfaces. Thus allowing 15% for circulation, the 28.5 usable acres or 1,241,460 square feet limited to 15% building coverage would again allow 186,219 square feet of space in a minimal one-story Commercial/Industrial buildings. This would allow 931 office workers, but a fewer workers if much manufacturing, at 600 sq.ft/worker or storage and distribution at 1,200 sq.ft. per worker was involved.

Continuing to assume that manufacturing uses about 600 square feet/employee, that wholesaling uses about 1,200 square feet/employee, and office/research activity use 200 square feet/worker, these varied uses would be less restricted by parking than the office uses discussed above. At an average of 520 square feet/worker for these mixed uses, the allowed 186,219 square feet could accommodate 358 workers. The results may reflect the town's development incentives.

## **Development Incentives**

The Commonwealth provides various economic development incentives which are available because Hanson is part of the Old Colony Regional Technology Center Economic Target Area (ETA). As part of the ETA the town can offer incentives to new and existing businesses. These include:

- Tax Increment Financing (TIF). Under a TIF Agreement a municipality offers firm a tax exemption based on a percentage of the value added through development, expansion or improvement of an existing facility, new construction or added employment.
- State Investment Tax Credit (EOA Tax Credit: A 1% to 10% credit on state income taxes toward all tangible depreciable investments associated with the project (includes qualifying personal and tangible property that is acquired, constructed, reconstructed or erected, has a usable life of 4 years or more, and is either owned or secured by an operating lease.) This increases the state investment tax credit for manufacturers from 3% up to 10% at the discretion of the State. Non-manufacturing Certified Projects may also take advantage of the tax credit.

- Economic Development Incentive Program (EDIP) Tax Incentives: The Economic Development Incentive Program (EDIP) is a state tax incentive program to foster full-time job retention and stimulate business growth. Participating companies may receive state and local tax incentives in addition to the above in exchange for full time job creation, manufacturing job retention and private investment commitments.

These are administered by the multi-agency Economic Assistance Coordinating Council (EACC)

Eligible Projects under EDIP include:

- Certified Expansion Projects (EP)

Full-time job creation/investment projects within an ETA can grant up to a 10% EDIP investment Tax Credit (ITC) to support a project, given substantial sales out of Massachusetts.

- Enhanced Expansion Project (EEP)

Projects which will create at least 100 new full-time positions or more anywhere in the Commonwealth within two years of receiving an EDIP/ITC incentive.

**Financial Impacts of a Mixed Industrial/Commercial Project**

The following suggests the results of a project which is 20% distribution, 30% manufacturing and 50% office/research.

**Direct Financial Impact**

Use	%	Sq. Feet	Cost */Sq Ft.	Value	Tax income @ \$15.47/\$1,000
Warehousing	20%	37,343	\$108	\$40,222,447	\$622,241.2
Manufacturing	30%	55,864	\$121	\$6,759,544	\$104,570.1
Office/Research	50%	93,109	\$150	\$12,966,350	\$200,589.4
<b>Totals</b>		186,316		\$59,948,341	\$927,400.7

\*Costs are based on advice of a local commercial real estate broker who suggested taking the observed basic construction cost (e.g. \$100. /sq. ft. for basic office space) and adding 1/3rd for land (\$33,000 in this case) and 17% (or \$17,000 in this case) for permitting and other soft costs.

**Traffic Impacts:** According to the *Trip Generation Manual, 8<sup>th</sup> Edition*, using the average trip rate for Warehousing (3.56 trips per weekday) there would be a total of 133 estimated weekday trips from the 37,343 square feet of warehousing space; a total of 214 estimated weekday trips from 55,864 square feet of the manufacturing space (using the average trip rate for Manufacturing (3.82 trips per weekday)); and a total of 1,085 estimated weekday trips from the 93,109 square feet of office space (using the average trip rate for Single Tenant Office Building (11.65 trips per weekday)). All together, the warehousing, manufacturing, and single tenant office trips are estimated to be approximately 1,431 trips on an average weekday. However, if the Single Tenant Office use is substituted with a Medical-



Dental Office use (36.13 trips per weekday), the total estimated number of trips per weekday increases from 1,431 to 3,712.

### **Special Considerations - Parking Requirements**

As discussed under the relevant Districts parking requirements should not be very constraining since the commonly limited building coverage leaves much land for parking even at grade, and parking structures are often an option.

As above, with a conservatively estimated 355 square feet per space per parking space, the unused 1,055,241 square feet could accommodate 2,972 spaces. With one space per each 150 square feet of retail/commercial uses, the potential spaces would serve 445,800 square feet accommodating holding 2,229 office workers, in a building of 2.39 stories (i.e. with a smaller third floor) minus side yards and landscaping etc. However industrial or wholesale uses require far less parking – a minimum of five spaces plus one per 2,000 square feet for the first 20,000 square feet and one for each additional 10,000 square feet plus one per employee on the largest shift. Thus parking should not be major constraint on development.

### **III Conceptual Potential Uses**

The following briefly reviews the nature of potential uses apart from the basic Single family Residential, Multi-Family Residential, Business and Commercial-Industrial uses which the build out analyses above have examined. These analyses calculated how many dwelling units or square feet of industrial, institutional or commercial space could allowed on the developable land, assuming that the Tail portion and the Meadow are kept open as wild land and recreational areas.

One factor is the estimated \$1,500,000 DEP cleanup costs for the remaining above ground contamination, e.g. asbestos.

The following examines other specific uses which have been mentioned or proposed for the site and gives initial responses to their appropriateness and feasibility.

#### **A. Civic Facilities - Senior Center, Public Library, Community Center**

A number of assisted living housing, basic elderly housing, and community uses have been suggested for the site, as discussed above. These frequently include a new Library, Senior Center and /or Community Center. These reflect the fact that the present Library and Senior Center, connected by a common community room, need more space for activities.

Note: There is no list of specially permitted uses in the 2014 Zoning Bylaw and there is only a list performance standards for any specially permitted uses in the 2007 by-law.

##### **1. Senior Center**

The present Senior Center adjoining the Library has space for activities in its Great Room, but some programs need a separate space from other activities. Thus discussions and classes for active high-functioning seniors can conflict with those for people in the Supportive Day Programs. Sometimes the Center then uses the common Community Room, but this can conflict with Library programs in that room.

The Director favors the present location for accessibility and proximity to other resources. In particular the Center does some intergenerational programs with students from the nearby Maquan and Indian Head elementary Schools.

In summary, the Senior Center Director, Mary Collins, feels that the greatest need is for more multi-purpose common rooms, serving both facilities rather than for a new Center elsewhere.

##### **2. Main Library**

The Librarian, Nancy Cappellini, had similar concerns with the need for more common space or multi-purpose space. For assistance from the State Board of Library Commissioners (SBLC) such space has to be officially part of the Library but can be used by the Senior Center and other agencies or

organizations. She explained that past and on-going studies of library needs and expansion possibilities have been done under the policies of the SBLC regarding floor area per present and projected population. These policies related fundable needs to future populations and could require major expansions depending on the adopted population projections. Not meeting such defined needs can also limit to town's access to inter library loan resources

Due to the complexity of these programs, the Town built the present library independently with its own funds. It now has an engineer studying the physical feasibility of adding multipurpose common space accessible from both the Library and the Senior Center. Ms. Cappellini said that the library had considered moving to a new site possibly in one of buildings near the hospital, but prefers to stay in its present central and accessible location, but also wants to keep all of its options open.

### **3. Community Center**

Past efforts by the Utilization Committee in 2006 and in 2007/2008 have suggested a combination Library/Community Center as a town-wide "connector" between the two town centers. However the library itself was then seeking funds only for a new Library and as noted above, the Director only wishes to add space at the present site. More broadly, the need for a Community Center and its functions needs exploration, as do the possible alternatives apart from the hospital site with consideration of alternative sites including expanding meeting spaces at Town Hall, at the main Fire Station, or at the Meetinghouse Lane Elderly/Handicapped housing, or conversion of a former Fire Station in South Hanson or of existing under-used commercial space. Nationally community centers average 10,000 square feet and cost \$128.89 sq.ft. to \$139.18 sq.ft. but local needs may vary. The question is whether the optimum location is at one of the two centers with other activities, or at the Hospital site between them.

### **B. Regional Center – a Catalyst for Innovation and Entrepreneurial Center**

This is undefined, but suggests a form of Incubator center that would combine support facilities, laboratory space, conference rooms and access to specialists in marketing and related resources. It could require considerable investment in space, equipment, a research library, and the first time costs of establishing a new institution. Attractive land in the commuter rail-served town of Abington across from the Ames Nowell State park has been zoned for specially permitted campus style office and institutional use in the Multiple Use Planned Development District. According to the Abington Open Space Plan "The District attempts to accommodate low impact activities in an overall "campus" setting. The new uses would be in compact, intensive clusters using natural features, vegetation, screening and setbacks to retain an open space character from the adjacent road (and) have minimal impacts on surrounding land use such as the Ames Nowell State Park. The regulations support a more flexible planned development process than is possible through conventional zoning." Yet no innovative development has followed.

An existing District which might support such a center (beyond simply being allowed in the Commercial-Industrial District which already allows research laboratories, offices and light manufacturing) would be Abington's Technology Business (TB) District mapped along Bedford St. and at the edge of the former South Weymouth Naval Air Station –South field). This is “To encourage the development of computer technology, internet business, and other technology related businesses and which does not include noxious land uses.” However it excludes most “professional business or financial office” uses which could be essential to many entrepreneurial activities.

Another model is the Arlington County (Virginia) Technology zones in which “qualified technology businesses” are eligible for business tax reductions so long as they remain qualified by engaging in the creation, design, and /or research and development of technology hardware or software”, not by simply using computers, telecommunication services or web page or internet sites. There are further tax savings for firms expanding by 25% over an unstated time period.

The proposed Center needs considerable conceptual exploration and a search for prospective sponsors who lack space in their present locations or do not exist yet.

**Retail Activities** Given the site's location, new retail uses would have to be a very small convenience size serving nearby neighborhoods and facilities or a very large regional draw. The largest, if successful, would draw much traffic to this isolated location and require investment in roadway improvements.

**Offices** This could be a potentially attractive site for special uses where a quiet, attractive setting is important, but is otherwise unlikely for uses needing retail traffic like a bank or real estate office. The possible low key uses might actually under use the site.

**Healthcare Uses** These may be needed in support of any assisted living or for a substance recovery program but these do not necessarily need a tranquil location, so much as an accessible one, and other healthcare uses seem unlikely. Facilities like Urgent Care clinics may be better located in existing commercial centers.

**Medical Offices** These are best located near major hospitals and other medical facilities, and near transit for non-driving patients so the former hospital site would have limited utility. In the US medical offices average about 7,000 square feet of building area (or about 46,620 sq.ft. of site area at the 15% allowed coverage in the Business and Commercial-Industrial Districts) and cost \$224 to \$240/ sq.ft. The zoning requires 10 acres for such specially permitted medical and institutional uses in the A, AA and B Districts, regardless of their size. Thus such buildings would be inconveniently located for many patients, and would require excess land under either the 15% coverage limit or the ten acre site requirement. Zoning revisions would be needed to use the site to its potential.

**Cemetery** Though the town reportedly needs more spaces, this would be a very un-intensive use of the site with low service cost, but also minimal employment and tax revenues. The needs of the nearby Fern Hill non-profit cemetery should be considered.

**Solar (Photovoltaic) Collectors** - These could make good use of the open area and have a minimal impact on surrounding uses. However they would preclude other uses except perhaps a wind turbine, and would be more appropriate on an otherwise unbuildable site like a closed landfill with a good sun orientation (like that across from the Braintree MBTA Rail/Transit station) or possibly on suitable large, flat institutional or commercial rooftops. This use would be shielded by vegetation and therefore be unobtrusive to the surrounding neighbors. If the land was sold, the funding received from the sale of the land could be put towards the cost of demolishing the former hospital buildings. It would also bring tax revenue to the town and potentially result in lower energy costs for the community.

**Housing** Much is needed with regional growth and it is the basic land use by default. Various mixes can meet local/regional needs compatibly with neighborhood character, but service costs can exceed tax revenue.

Right now the Hanson Housing Authority confirms the need for more than the present 68 elderly/handicapped units at Meeting House Lane, the 6 family units at the converted Thomas School, the 25 section 8 certificates, and the one duplex building for people with special needs operated by Vinfen, Inc. Waiting lists are long, up to 10 years, especially for the few handicapped units. The Authority proposed the other former school on East Washington Street for a similar multi-family use in the past. It may eventually offer a similar opportunity but it is now used as a religious school.

In addition a 70 unit Chapter 40B project, Depot Village very near the station and adjacent to a partially developed industrial park was approved in 2003 but is inactive. Beyond this, the nearby 50 unit 55+ Dunham Farms multi-unit Chapter 40B development with 25% affordable sales units is closer to the rail station at the corner of High and Main Streets.

As noted above, Baran Partners, the Utilization Committee's 2006 Report, and the group examining Parcel I-1 in the later Utilization Committee Report, continued to favor various combinations of senior housing with supportive services, assisted living, or assisted living/continuing care with a possible senior center, community center and/or library as major nearby amenities. There was very little change in the overall concept for the site. None of the past studies have suggested the path of least resistance; regular large-lot single family housing like that in the surrounding neighborhoods. A possible mixture including such housing follows.

### **Possible Balanced Residential Site Development**

The Hanson Housing Authority confirms the need for more assisted housing for all groups but has no present plans to add stock for lack of funding. **This suggests using the site for a mixture of large market-rate houses compatible with the surroundings, some mixed-income (partially market; partially subsidized) family housing, possibly in duplexes, and a moderate sized assisted living development for the elderly,** plus restoration of the antique cape house at the edge of the property.

Dividing the site into thirds this would allow:

- 12 large single family houses on 35,000 sq.ft. lots (over- sized for septic systems) = 9.46 acres
- 42 Mixed income duplexes or row houses @ 10,000 sq.ft.= 9.64 acres
- 70 units for the elderly with some assisted living @ < 6,000 /du=<9.64 acres

Nationally, undefined elderly housing developments average 10,000 square feet in floor area in one story buildings and cost \$189.12 to \$203.41/square foot. However two-story buildings are reportedly more efficient and economical despite the need for an elevator.

**Recreation Dome or Skating Rink** There appears to be much demand, implying much traffic. Any consideration needs to acknowledge the indoor recreation building (“Dome”) and skating rink located on Rte. 28 in Bridgewater. Such facilities could complement open space and recreation facilities on the site but would be in a location requiring driving. If successful, they could dominate the neighborhood and add considerable traffic.

**Secure Backup Data Center.** Secure record storage to house data in case of natural or man-made disaster disrupting on-site systems of users like those of Boston insurance companies. There would be limited traffic, but informed observers expect Cloud Service systems (provided by some such centers) to replace local on-site data storage. Backup centers offer limited employment and traffic, but require access to fiber-optic systems, now about a mile away. The biggest present system in Las Vegas covers 410,000 sq.ft. or about a third of the present site, while the average American facility has 22,500 sq. ft. and costs \$286 to \$310 /sq.ft to build. The size implied by remaining Boston area requirements needs to be determined.

**Community College.** At perhaps one-third the size of Massasoit Community College with its 8,000+ students at the Brockton campus, the need for such a new community college or branch campus may be uncertain. If needed, perhaps to offer a different curriculum, it should be located near transit as the Brockton Campus is near BAT busses on Rte .27, not at a spot that can only be reached by car or bicycle.

**A Public Works Building.** This well may be needed but it could be a disruptive use generating much truck and heavy equipment traffic. It would fit better in an industrial area on or near a major road despite the temptation to use a publicly owned site.

**Continued Food Bank in CBI building.** This valuable use could probably continue until the space was needed for a compelling use. But a more accessible location in South Hanson could be convenient for non-driving users.

## IV. Public Participation

The Hanson Board of Selectmen asked the Old Colony Planning Council (OCPC) to present the findings of its draft report at a Special Board of Selectmen's Meeting on Thursday March 5, 2015 at 7:00 PM the Whitman-Hanson Regional High School. OCPC staff presented the draft report via a PowerPoint presentation and welcomed questions from both community officials and residents. The following is a summary of the input received during the meeting:

- One member of the Board of Selectmen asked if 55+ housing was considered for the site. OCPC noted that while it was not specifically examined, the study did look at the possibility of elderly housing.
- One member of the Board of Selectmen asked where/how the town can obtain funding to demolish the hospital. OCPC stated that for MassDevelopment to be involved, a project has to be proposed for the site. OCPC went on to state that the town could possibly create house lots from the site and with the proceeds demolish the hospital.
- Housing Authority Chairman Bob Sears advocated for using a portion of the site for additional housing for the Housing Authority, provided that the site is free of contamination.
- Town Administrator Ron San Angelo stated that the Library has not ruled out possibly relocating to the site and want to keep all of their options open.
- OCPC noted that the Town should look to continue the Bay Circuit Alliance to continue the Bay Circuit Trail, part of which runs through the property.
- One member of the Board of Selectmen stated that it would be nice to see walkways and a park on the part of the property.
- One member of the Board of Selectmen asked if solar power could be a possible use of the site. OCPC stated that it could be and usually includes leasing part of the land to a private company for a period of 25 years. The land could also be sold to a private company and with the proceeds the town could partially fund the demolition of the hospital. It is important to note that these companies will need access to a 3 cycle electrical connection, of which the closest one is approximately 1.5 miles away.
- Resident expressed a strong desire to develop the site into a playground or multi-use park like Nelson Park in Plymouth. Also expressed a desire to turn the land into a science camp, which can generate revenue for the town.
- Resident who is also local Realtor stated there is a high demand for 55+ housing in the region. Stated that homes with in-law apartments sell easily.
- One member of the Board of Selectmen stated that it would be good to see more assisted living and shared living programs throughout the region.
- A member of the Board of Assessors stated that the town should carefully considering the financial impacts before committing to any sort of subsidized housing, due to the lack of tax revenue they generate.

- Former Planning Board Chairman Phil Lindquist stated that the tail end of the property should be set aside as conservation land and be utilized as part of the Bay Circuit Trail. Also stated that the historic homes on the property should be preserved.
- A member of the Community Preservation Committee (CPC) stated the town's CPC fund currently has approximately \$550,000 in it and would like to work with the town in redeveloping the site (as long as it is within the CPCs guidelines)
- It was noted during the meeting that a subdivision of the property was approved some time ago, but it has not been acted upon.
- Resident stated the town's lack of a municipal sewer system is limiting the amount of commercial development in town asked if sewer service from Whitman could be extended into Hanson. OCPC stated that Whitman's sewerage is treated by the City of Brockton's Wastewater Treatment Plant and due to a myriad of regulations Brockton cannot extend its sewer service at this time.
- Resident expressed a desire for full Brockton Area Transit (BAT) service to Hanson, in addition to the new Dial-a-BAT service.
- Resident noted that this project should be seen as opportunity to revitalize this area of town.
- Resident expressed a strong desire to locate a college satellite campus at the site.
- Ron San Angelo stated that next step in the process is if for the feedback received from this meeting as well as from the survey to be analyzed and included as part of the study. After the town receives the final report, the Board of Selectmen will decide in what direction they want to move forward and possibly issue a Request for Proposal (RFP) sometime later this year.

To gather the input of a larger audience, OCPC in cooperation with the Town of Hanson conducted a public survey in an effort to obtain the thoughts and opinions of residents in regards to the redevelopment of the former Plymouth County Hospital. The survey asked participants a total of six questions, including a series of four questions in which participants were asked to rate the desirability of prospective uses as they relate to civic/institutional, housing, commercial, and other uses on a "1" to "5" scale, with a "1" being a least wanted/desirable use and a "5" being a most wanted desirable use. The two remaining questions asked residents to indicate the distance of their house from the hospital and to provide any other comments they believed to be relevant. The survey was made available at the March 5 meeting and was available to complete online for a two week period, beginning Friday, March 6, 2015 through Friday, March 20, 2015. A total 175 surveys were completed. Included below is a summary of the survey as well as the responses to each of the six questions.

#### Summary of Survey Findings:

- The most desired use for the site among all the choices presented was to utilize the site for passive recreation.
- The most desired choice among the Civic/Institutional Uses was for a Community Center, with 84 of 164 (52.44%) of respondents indicating a "4" or "5" on the 1 to 5 scale.
- The most desired choice among the Housing Uses was for an Elderly Housing, with 57 of 164 (34.76%) of respondents indicating a "4" or "5" on the 1 to 5 scale.



- The most desired choice among the Commercial Uses was for a Recreation Dome or Skating Rink, with 84 of 162 (51.85%) of respondents indicating a “4” or “5” on the 1 to 5 scale.
- The most desired choice among the Other Uses was for Passive Recreation, with 117 of 170 (68.82%) of respondents indicating a “4” or “5” on the 1 to 5 scale.
- Slightly more than two-thirds of the respondents live within two miles of the Hospital.
- Many of the comments that people left echoed the following themes:
  - *Preserving the land for recreational use*
  - *Use caution in developing housing due to a possible increase in school enrollment*
  - *A desire to generate revenue from the site*
  - *The need to do something with the site and not let it continue to sit vacant*

**Question 1:** Please rank each of the following possible Civic/Institutional uses for the site with a “1” being a least wanted/desirable use and a “5” being a most wanted desirable use.

Civic/ Institutional Use	Scale					Total
	1	2	3	4	5	
<b>Cemetery</b>	97 (60.25%)	18 (11.18%)	24 (14.91%)	6 (3.73%)	16 (9.94%)	161 (100%)
<b>Community Center</b>	35 (21.34%)	16 (9.76%)	27 (16.46%)	31 (18.90%)	55 (33.54%)	164 (100%)
<b>Community College Satellite Campus</b>	51 (31.87%)	16 (10.00%)	32 (20.00%)	26 (16.25%)	35 (21.88%)	160 (100%)
<b>Library</b>	47 (28.83%)	31 (19.02%)	32 (19.63%)	30 (18.40%)	23 (14.11%)	163 (100%)
<b>Public Works Building</b>	90 (58.06%)	24 (15.48%)	14 (9.03%)	17 (10.97%)	10 (6.45%)	155 (100%)
<b>Senior Center</b>	58 (36.25%)	16 (10.00%)	33 (20.63%)	33 (20.63%)	20 (12.50%)	160 (100%)

**Question 2:** Please rank each of the following possible Housing uses for the site with a “1” being a least wanted/desirable use and a “5” being a most wanted desirable use.

Housing Use						Total
	1	2	3	4	5	
<b>Balanced Residential Development (Single- Family, Duplex, &amp; Assisted Living)</b>	79 (48.17%)	19 (11.59%)	18 (10.98%)	17 (10.37%)	31 (18.90%)	164 (100%)
<b>Elderly Housing</b>	55 (33.54%)	16 (9.76%)	36 (21.95%)	20 (12.20%)	37 (22.56%)	164 (100%)
<b>Multi-Family Housing</b>	107 (67.30%)	19 (11.95%)	14 (8.81%)	10 (6.29%)	9 (5.66%)	159 (100%)
<b>Single-Family Housing</b>	72 (44.17%)	14 (8.59%)	22 (13.50%)	16 (9.82%)	39 (23.93%)	163 (100%)

**Question 3:** Please rank each of the following possible Commercial uses for the site with a “1” being a least wanted/desirable use and a “5” being a most wanted desirable use.

Commercial Use	Scale					Total
	1	2	3	4	5	
<b>Healthcare</b>	67 (41.36%)	16 (9.88%)	36 (22.22%)	17 (10.49%)	26 (16.05%)	162 (100%)
<b>Medical Offices</b>	66 (41.25%)	27 (16.88%)	31 (19.38%)	16 (10.00%)	20 (12.50%)	160 (100%)
<b>Offices</b>	70 (46.36%)	28 (18.54%)	28 (18.54%)	9 (5.96%)	16 (10.60%)	151 (100%)
<b>Recreation Dome or Skating Rink</b>	44 (27.16%)	14 (8.64%)	20 (12.35%)	29 (17.90%)	55 (33.95%)	162 (100%)
<b>Retail</b>	79 (50.64%)	20 (12.82%)	18 (11.54%)	16 (10.26%)	23 (14.74%)	156 (100%)
<b>Secure Data Facility</b>	85 (56.29%)	19 (12.58%)	18 (11.92%)	14 (9.27%)	15 (9.93%)	151 (100%)
<b>Solar (Photovoltaic) Collectors</b>	66 (42.04%)	22 (14.01%)	20 (12.74%)	19 (12.10%)	30 (19.11%)	157 (100%)

**Question 4:** Please rank each of the following possible Other uses for the site with a “1” being a least wanted/desirable use and a “5” being a most wanted desirable use.

Other Use	Scale					Total
	1	2	3	4	5	
<b>Do Nothing (Leave Property As-Is)</b>	128 (80.50%)	6 (3.77%)	10 (6.29%)	3 (1.89%)	12 (7.55%)	159 (100%)
<b>Passive Recreation (Walking Trails, Birdwatching, etc.)</b>	26 (15.29%)	12 (7.06%)	15 (8.82%)	16 (9.41%)	101 (59.41%)	170 (100%)

**Question 5:** Please indicate the proximity of your residence to the Plymouth County Hospital.

Distance	Response
Within ½ Mile	21 (12.14%)
½ to 1 Mile	34 (19.65%)
1-2 Miles	63 (36.42%)
More than 2 Miles	55 (31.79%)

**Question 6:** Please leave any other comments that you may in regards to the redevelopment of the Plymouth County Hospital.

- While the site itself and limited traffic requirements would lend it feasible for a data center facility, the cost of resources in the New England area will likely deter the technology industry from considering this location. Most new data centers are being built in the Midwestern U.S.
- Would also like to see soccer fields and bike trails on the site.
- Would also like to see 55+ housing on the site.
- Would love to see the opportunity for the next step spearhead the return of Hanson's Main St.
- If site becomes multi-residential area, add retail shops, a new library and a new post office.
- Recreation like Nelsons Park Plymouth, a motor cross track like Wareham, a science center with day camps like Scituate, Cohasset, and Norwell. WE LOOSE PROFITS TO ALL THESE PLACES from our own residents and neighboring communities.
- Would love to see the project involve library, walking trails, community college. No housing.
- I worked in the hospital for years and would love the site to be available for all to enjoy.
- It should be turned into a park for everyone to use.
- It has sat vacant for more than ten years. The housing boom was at its highest ten years ago. Shame on local government for dragging its feet on this issue.
- Bring in a college and bring some money back to Hanson.
- Build a college campus, the T is right down the street. We need an anchor to be built that will revive the down town area. This next step sets the pace for Hanson's future.
- Impact on town resources (schools & public services) is concern; while passive business may be "desirable" it may also be impractical...
- Let's make the property produce much needed revenue for the Town.
- Save the historic buildings.
- I would like the property used and developed to benefit the town's residents. I would love to see a park with walking/biking trails, fields and community activity courts/activities. A place where all residents can gather and enjoy outdoor fun. So many of the surrounding communities have built parks, trails and community pavilion areas - why can't Hanson do something like this for a change for its taxpayers?
- The land is wonderful resource for the town. Having the food pantry, and community garden nearby help enrich our community, let's keep taking these steps in the right direction.
- Whatever is done, I hope it benefits the people of Hanson.
- I am 100% against multi-family housing because I think it will open the floodgates to this type of housing environment in Hanson. Take a look at Whitman and that will be Hanson's future!
- Just do something. Stop being afraid to make a move. You can't please everyone!
- I think Passive recreation would be great. It would be my first choice. I think anything that would help our high tax rate and not add to it would be beneficial as well.
- Since there are already recreational trails there let's keep up that thought and add ball fields or even a recreation building to help our town youth sports programs (and even be able to rent to other programs for town income)!!

- Really hope the land could be used for walking trails. Beautiful area it would be a shame for it to be used for housing.
- Over 55 community or senior housing.
- Please do NOT use this property for retail, housing or otherwise awful eyesores. I am a lifelong resident and would love for it to be used as a park and/or museum. NOT housing, retail or sports.
- Function Hall...Rent for weddings/parties...
- Leave it and turn it into a historical museum.
- Trails and walking paths please!
- Unless the town can pass tangible savings the tax payers a solar project is a complete waste and I would strongly oppose it.
- Housing seems the way to go 1/3 assisted living 1/3 hold on to the other 1/3 for future allow CC to take the part they want.
- **TOO BAD SOMETHING HASN'T BEEN DONE WITH THIS PROPERTY ALREADY! WHAT A SHAME IT'S FALLIN INTO SUCH DISREPAIR! SHAME ON THIS TOWN FOR ALLOWING IT TO HAPPEN!** It seems to take forever to get anything done in this town! I only hope something is decided on the hospital soon!
- My home is over in Whitman, I believe it is more than 2 miles.
- To restore the land to a state park type of area or something similar to the Burrage area would benefit the town most.
- Anything that could bring money into the town is best for the town.
- Passive Recreation would be the best use for the town.
- Tear it down and use it as a nature preserve.
- Leave it empty...Don't want my taxes going ANY HIGHER.
- Would like to see a recreation area that can also bring in small retail business. Something to benefit and work alongside with the town's current country setting. No million dollar upscale homes or large commercial on that street...leave that for Main Street.
- No business. Let's use it for the community. You have asked nothing about ball fields, community gardens, affordable housing only or saving some land for a future school. No housing development, no factories, no retail!!
- How will an abundance of new housing affect the school system?
- Playground area with a nice park-no baseball fields we have enough
- Walking trail and biking/rollerblade trails!
- Multi family or elderly housing will create more burden on the tax base than tax revenue.
- Honestly our DPW needs a new barn.
- Use community preservation money and build a large outdoor sports complex like on King St. in Hanover.
- Nothing that generates more traffic on Holmes St.
- Keep it open space. No housing.

- I support the town in doing something to generate more revenue and making Hanson more attractive to younger families with the proximity to the commuter rail and think single family homes are top priority there.
- Much of the building should be restored and used as a community center. The whole town should benefit from it, not just seniors, town offices, etc. and develop single family homes on the remaining property.
- It's a piece of history.
- Make it like the park in Hanover with the beautiful fields and walking trails.
- I would like to see a museum dedicated to the memory of those who lived and died at the hospital. Also, some sort of tie in with the Cranberry Industry and history of Plymouth County.
- Good Location for the Cell Phone Tower, Solar Farm and or Wind Farm.
- I would love to see a higher education campus.
- I would like to see this space filled with companies providing jobs along with tax revenue. I think that filling this space with housing of any kind will impact our taxes. I have often wondered why all the towns around us have new businesses added all the time. Hanson has little to none. Being a bedroom community leaves little \$\$ for the people sleeping here. High St. connects Rt. 27 & Rt. 14 & 58, state roads. Easy to find.
- I do not believe the Balanced Residential Development recommendation would actually generate \$463,844 in revenue. Voters purchased this property with a different vision proposed. It isn't all about the money. What about the character of the town? Passive recreation & municipal uses should be priorities.
- I believe the town could keep the land as open space and use it primarily for town sports and a possible playground. At this time during the school year, there is no place in Hanson for young children to go and play. The school playgrounds are off limits at that time.
- Get rid of it, it has been a money pit since we got it.
- I think the property should be used for the community, such as for outdoor recreation, a community college or community center would be great too.
- I love the idea of bringing new businesses to Hanson but we also need a REAL town park and some running/walking trails and an open play space for kids. The Maquan Playground is great but cannot be accessed while school is in session.
- Redeveloping the PCH into something which would benefit the community would hugely improve Hanson's desirability as a town to move into.
- Green Space next to a pond would be great. There are already lots of vacant Commercial buildings within the Town of Hanson.
- A town meeting vote approved the sale of the superintendent's residence in 2013 and no action has been taken.
- Sell the property for a profit of nearly \$3 million dollars for the town.
- Hanson needs affordable single family homes for the middle class...not mansion. Homes priced 150k-300k.

## **V. Indicators/Factors in Feasibility**

These should be considered in evaluating a project's feasibility. Other factors may also apply in particular cases.

- Site availability
- Soils (Septic suitability possibly requiring larger lots and/or package plants)
- Zoning (Any non-residential use may require rezoning to Business or Commercial-Industrial)
- Circulation needs/impacts/possible improvement costs
- Consistency with Master Plan
- Neighborhood Support
- Financing – Competitive Rental Housing credits
- Balance in mixed-income rental.
- Sufficient water supply for a range of uses.
- Available State, Federal and local aid especially the local Community Preservation Act.
- Neighborhood concerns

## **VI. Implementation – Major Steps**

These are basic steps to be expected in project development. Others may apply in complex cases.

- Neighborhood meetings, presenting proposal, hearing concerns
- Further, focused Market Analysis as project develops
- Develop financing commitments
- Examination of opportunities for Tax Increment Financing
- Design Studies - Site Approval by local and state housing bodies
- Need for and availability of asbestos removal funding by MassDevelopment or others.
- Plan reviews, revision and approval by Town Boards, possibly through Chapter 43d.
- Land Exchange/sale
- Choose potential vendor to operate assisted living units
- Local plan approvals
- Initiate MEPA process (if needed); respond to findings and any needed revisions
- Acquire building permits
- Begin Construction

## **VII. Recommendations**

OCPC developed the following series of recommendations based upon an a review of previous studies, plans, and analyses, the existing conditions within the study area, an analysis of conceptual potential uses and feedback received from the community.

1. Seek private and non-profit (such as South Shore Housing, whose mission is to help low and moderate income families and individuals secure affordable housing) partners to complete the Balanced Residential Site Development scenario as described on pages 57-58 above.
2. Determine the feasibility of both a self-contained treatment plant and disposal facility that could accommodate the entire Balanced Residential Site Development scenario as described on pages 57-58, as well as the feasibility of smaller septic systems for use by single-family and duplex style homes.
3. Explore funding sources with State, Federal and local entities such as MassHousing, the Community Development Assistance Corporation (CDAC), HUD, and South Shore Housing programs as well as conventional construction loans and mortgages. If possible, identify the factors which prevented Baran Partners from financing their earlier proposed mixed income, mixed age development.
4. Review the financial and traffic impacts analyzed of the housing complex recommended above and related land use impacts to reflect the preferred mix of uses and identify needed mitigating actions.
5. Do comparable analysis of any other proposed reuses.
6. Repeal the 15% building coverage limit in the Business and Commercial District and the 10 acre lot requirement for medical and institutional uses in the A and AA Districts.



## **Appendix 1**

**Uses permitted in the A and AA Districts on 30,000 square foot and 40,000 square foot lots respectively.**

**Slightly condensed; See Zoning By-law for full text.**

### **1. Uses Permitted as of Right**

A. Uses a, b and c; land and water conservation, agriculture, and silvaculture permitted in an Agricultural – Recreational District, Par. A1.

B. Single family detached dwellings

C. Boarding houses or Rooming Houses for not more than four (4) persons, provided that the house is also occupied as a private residence.

D. Public and parochial schools, hospitals, playgrounds, churches or parish houses.

E. Fields, pastures, woodlots, greenhouses and farms as permitted in the Agricultural-Recreation District, except that piggeries shall not be located in this District.

F. Display and sale or offering for sale of farm produce and related products provided that the major portion of the produce is raised within the Town, and provided that no stand for such sale is located within twenty-five feet of a Street line, and provision is made for off-street parking in accord with Section VII D.

G. Accessory uses including normal accessory uses as private garages, storage sheds, tennis courts, swimming pools, cabanas for swimming pools and a structure approved by Civil Defense authorities and designed for use by the inhabitants, employees or customers of the property to which it is accessory and used for shelter from natural disaster or war.

### **2. Uses permitted by special permit from the Board of Appeals as provided in Section VIII. D**

A. Museums, Private schools, Nursery schools and Colleges with or without Dormitory facilities, including dance, photographic, and music studios, provided adequate off-street parking areas in accord with Section VII D are provided and there is no external change of appearance of any dwelling converted for such use except as required by Massachusetts law.

B. Cemeteries, Hospitals, Sanitariums or other Medical Institutions, including Medical and Dental Laboratories, Nursing Homes, Rest Homes or Charitable Institutions.

C. Telephone Exchange Buildings, Radio Stations, and utility structures, provided there are no service yards except for required parking.

D. Conversion of a single family dwelling existing at the time of adoption of zoning by Town of Hanson to a two-family structure provided that:

- (1.) The exterior appearance of the structure is not altered.
- (2.) The lot on which the structure is located contains at least 40,000 sq. ft.

E. Funeral homes, mortuaries and crematories.

F. Home Occupations such as dressmaking, home cooking, repair of portable equipment or appliances, real estate agent, arts and crafts, selling antiques and computer based businesses, but not including convalescent or nursing home, motor vehicle sales or similar establishments offering services to the general public may be engaged in as accessory use of a dwelling by a resident of that dwelling, upon issuance of a Special Permit by the Board of Appeals pursuant to Section VIII.D, and upon conformance with all of the following conditions: (10/05)

- (1.) The occupation shall be carried on wholly within the principal building or within a building or other structure accessory thereto.
- (2.) No more than twenty-five percent of the floor area of the residence shall be used for the purpose of the home occupation, no more than fifty percent of the combined floor area of the residence and any accessory structures used in the home occupation. Day care facilities licensed under the provisions of M.G. L.A. ch 28A, s.10 shall be exempt from this limitation.
- (3.) The home occupation shall be accompanied within an existing structure without extension thereof.
- (4.) No more than two persons not a member of the household shall be employed on the premises in the home occupation.
- (5.) Except for a permitted sign, there shall be no exterior display, no exterior storage of materials, and no other exterior indication of the home occupation, or other variation from the residential character of the premises.
- (6.) No offensive noise, vibrations, smoke, dust, odors, heat, or glare shall be produced detectible without instruments off of the premises.
- (7.) Traffic generated by the home occupation shall not significantly increase volumes normally expected in the residential neighborhood.
- (8.) Parking generated shall be accommodated off-street.

G. An in-law apartment is a housekeeping unit with a common means of egress and separate sleeping, cooking and sanitary facilities that is contained within the structure of a single family dwelling. The intent of this provision is to provide dwelling units for persons who are related to the owner/occupant(s) of existing single family dwellings either by blood or marriage which may be allowed under the following conditions:

- (1.) The owner(s) must occupy either the principal residence or the in-law apartment.
- (2.) There shall be no more than one in-law apartment within a single-family dwelling.
- (3.) The in-law apartment shall be designed so that the appearance of the structure remains that of a one-family dwelling, subject further to the following conditions:
- (4.) The in-law apartment shall be a maximum of 900 square feet unless the unit is contained within the existing footprint or structure and shall conform with all applicable requirements of the zoning district.
- (5.) Any additional entrance shall be located on the side or in the rear of the dwelling.
- (6.) The principal residence and the in-law apartment shall be served and monitored by common gas,

electric and water meters.

(7.) There shall be provided at least two (2) off-street parking spaces for the main dwelling and at least one (1) off-street parking space for the in-law apartment.

H. A single family dwelling with an in-law apartment shall terminate upon any of the following events:

(1.) Sale of the premises

(2.) Residence by any person other than a family member related by blood or marriage in either the main dwelling or in-law apartment.

(3.) Violation of any of the special permit restrictions imposed by the Board of Appeals

I. No in-law apartment shall be permitted prior to the issuance of a special permit by the Board of Appeals and a Building Permit by the Building Inspector. Upon receiving a special permit, the new owner(s) must file on subject property a Declaration of Covenants at the Plymouth County Registry of Deeds. The Declaration shall state that the right to rent a temporary in-law apartment ceases upon transfer of title. No building permit for an in-law apartment may be issued until a time-stamped copy of said recorded Declaration is provided by the Board of Appeals.

J. When a structure which has received a special permit for an in-law apartment is sold, the new owner(s), if they wish to continue to exercise the special permit, must, within ninety (90) days of the sale, apply to the Board of Appeals for a new special permit issued in their name stating that they will occupy one of the dwelling units in the structure as their permanent/primary residence, and shall conform to all of the criteria and conditions for in-law apartments and the approved special permit.

K. Any use determined to be of similar character to the permitted uses of this district and to the intent of the district, as determined by the Board of Appeals following petition of the land owner or owners.

## **Appendix 2**

**Uses Permitted in the Residence B District on 30,000 or 40,000 square foot lots**

**Slightly condensed; See Zoning By-law for full text.**

### **1. Uses Permitted as of Right**

A. All uses permitted in Residence A District, Sections B-1 and B-2

### **2. Uses allowable by Special Permit from the Board of Appeals as per Section VIII.D**

A. Uses allowed in Residence District A Section B-2 including institutional, educational, medical, and communications uses, funeral homes, mortuaries and crematories

B. Structures with up to 8 dwelling units, with each having two exposures and two separate exits, built at the equivalent of 10,000 square feet of lot area per unit, with a connection to town water, with required parking to the rear, and with 40 feet between structures on one lot; and with no sites created by demolition of listed historic structures.

## Appendix 3

### Uses permitted in the Business. District Slightly condensed;

#### See Zoning By-law for full text.

The Business District is intended to provide space for firms providing consumer goods and services.

#### 1. Uses permitted as of right

The following uses are permitted as of right, subject to site plan approval as provided in Section VII.F, where such use does not have, as may be determined by the Zoning Board of Appeals, any of the following qualities or attributes: (Otherwise the Board may issue a Special Permit as noted below.)

- Requiring 10 or more parking spaces
- A waste water system (sometimes systems of over 5,000 to 15,000 gallons/day) requiring direct approval by the DEP, under 301 CMR 15.02 as may be amended.
- An aggregate building footprint(s) (excluding driveways and required parking areas) in excess of 5,000 square feet
- Generation, as certified by a recognized traffic engineer, of more than 50 traffic trips per day;
- Any use or storage of hazardous materials, as defined in Section VI.F, in excess of that normally associated with household use. In the event that such proposed use does have attributes that equal or exceed one or more of the thresholds set forth above, the requirements of Section VI.D.2 shall apply.

When these attributes apply, the requirements of Section VI.D.2 calling for Special Permits under Section VIII.D. apply, and such permits are reportedly generally approved given sufficient mitigating actions; hence we assume that these common use are essentially as of right.

- A. Retail store or service establishment, the principal activity of which shall be the offering of goods or services at retail within the building.
- B. Business or professional offices or banks.
- C. Restaurants, membership clubs
- D. Parking areas or garages for use by employees, customers or visitors, subject to design standards in Section VII
- E. Public, religious or denominational schools, hospitals, churches and religious buildings or uses.
- F. Theaters, museums, bowling alleys and other commercial amusement provided all business is conducted within the structure.
- G. Gasoline stations, provided that:
  - Repairs shall be limited to minor repairs and adjustments unless conducted in a building
  - There shall be no storage of motor vehicles, appliances and equipment on the premises other than that in process of repair or awaiting delivery or in an enclosed structure.
- H. Motels and hotels
- I. Accessory building and uses
- J. Signs as provided in Section VII E.

- K. Licensed Kennels, by special permit of the Appeal Board.
- L. Salesrooms and yards for automobiles (10/79)
- M. Body Art Establishments, including but not limited to tattooing and body piercing (5/-1)

**1. Uses permitted by special permit granted by the Board of Appeals as provided in Section VIII.D**

- A. Any use set forth in Section VID.1 a-1, which meets or exceeds any of the thresholds established in Section VI.D.1.

## Appendix 4

### Uses permitted in the Commercial- Industrial District Slightly condensed

The Commercial-Industrial District is intended for use by research laboratories, office buildings and light industries which are compatible with a low-density, rural residential community.

#### 1. Uses Permitted as of Right

The following uses are permitted, subject to site plan approval as provided in Section VII.F, which such use does not have, as may be determined by the Zoning Board of Appeals, any of the following qualities or attributes: (Otherwise the Board may issue a Special Permit as noted below.)

- Requiring 10 or more parking spaces
- A waste water system (sometimes of over 5,000 to 15,000 gallons/day) requiring direct approval by the DEP, under 301 CMR 15.02 as may be amended.
- An aggregate building footprint(s) (excluding driveways and required parking areas) in excess of 5,000 square feet
- Generation, as certified by a recognized traffic engineer, of more than 50 traffic trips per day;
- Any use or storage of hazardous materials, as defined in Section VI.F, in excess of that normally associated with household use.

In the event that such proposed use does have attributes that equal or exceed one or more of the thresholds set forth above, the requirements of Section VI.E.2 calling for Special Permits under Section VIII.D1. shall apply, and such permits are reportedly generally approved, suggesting that such common uses are essentially as-of right.

- a. Research laboratories with incidental assembly or test manufacture.
- b. Uses a, b, c, d and h permitted in Business District, Paragraph D-1
- c. Manufacturing enterprises, provided that such activities will not be offensive, injurious, or noxious because of sewage and refuse, vibration, smoke or gas, fumes, dust or dirt, odors, danger of combustion or unsightliness.
- d. Building materials salesrooms, salesrooms and yards for automobiles, bicycles, boats, farm implements and similar equipment, terminals, utility structures, contractors yards, storage warehouses, yards and buildings and wholesale distribution plants.
- e. Printing, publishing and commercial photographic establishments, medical or dental laboratories, subject to the restrictions in paragraph c and d above
- f. Cafeterias for employees and other normal accessory uses, when contained in the same structure as a permitted use.
- g. Theaters, halls, bowling alleys, skating rinks, marinas, clubs and other places of amusement or assembly.
- h. Licensed Kennels, by special permit of the Appeal Board.

## **2. Uses permitted by special permit granted by the Board of Appeals, in accordance with Section VI.E.3**

A. Any use set forth in Section VI.E, 1.a-h which meets or exceeds any of the thresholds established in Section VI.E.1

### **3. Conditions for Approval:**

a. Building construction: all buildings shall be built as prescribed in the Building Code of the Town of Hanson.

b. Odor, dust and smoke: No such emissions shall be discernable beyond the property line or, in the case of an industrial park development, or of multiple use of the property, beyond one hundred feet of the building generating the emission, except that in no case shall the discharge from any source exceed the following limits:

(1.) Smoke measured to the point of discharge into the air shall not exceed a density of No. 1 on the Ringleman Smoke Chart

(2.) Lime dust, as CaO measured at the property line of the dust creating activity shall not exceed ten micrograms per cubic meter of air.

(3.) Total particulate matter measured at all points of emissions shall not exceed thirty (30) grams/hour per acre land included in the lot.

(4.) All measurements of air pollution shall be by the procedures, and with all equipment, approved by the Building Inspector, which procedures and with equipment shall be of the latest generally recognized development and design readily available.

(5.) No open burning is permitted.

c. Noise: All noise shall be muffled so as to not be objectionable. Due to intermittence, beat frequency or shrillness.

(1.) Such sound levels shall be measured with a sound level meter and octave band analyzer approved by the Building Inspector

(2.) Noise making devices which are maintained and are utilized strictly to serve as warning devices are excluded from these regulations. (See noise table and regulations in complete bylaw)

d. Heat, glare, vibration, and radiation: No heat glare or vibration shall be discernible from outside of any structure and all radiation shall be contained within a structure

e. Exterior lighting: other than street lighting approved by the selectmen no exterior lighting shall shine directly on adjacent properties or towards any street.



f. Storage: All materials, supplies and equipment shall be stored in accord with Fire Prevention Standards of the National Board of Fire Underwriters and shall be screened from view from public ways and abutting properties.

g. Waste disposal and public water supply: Regulations of the State and local Boards of Health shall be met and shall be as indicated on the approved site plan.

h. Screening, surfacing, parking and signs: shall be provided protectively as in Section VII of this bylaw.

## **Appendix 5**

### **Other Districts**

“The Agricultural-Residential District, and the Flexible Zoning Overlay District are described sufficiently in Section II above since they are unlikely to affect the site , and the Aquifer and Well Protection District and the Adult Entertainment District are left described in the By-Law since they are even less likely to affect the site’s reuse.

## Appendix 6

### Potential Impacts of Various Build-Outs

Zoning District	Square Feet	Units/ Floor Area Square Feet	Estimated Population Growth	Estimated Valuation	Tax Rate	Estimated Annual Revenue
A	30,000	41-82	120-180	\$14,333,600	\$15.47	\$221,728
AA	40,000	31-62	91-138	\$334,400 - \$384,500	\$15.47	\$160,387- \$184,423
B	30,000	124 MU	259	\$26,387,200	\$15.47	\$408,365
Business	44,000	186,219 (Office Space)	930 Employees	56,015,700	\$15.47	\$866,562
Industrial Commercial (See Uses Below)	44,000 (See % Below)	186,219 (See Breakdown Below)	589 Employees (See Breakdown Below)	-----	-----	-----
Warehousing	20%	37,244	31 Employees @ 1/1,200 sq.ft.	\$4,222,447	\$15.47	\$62,241
Manufacturing	30%	55,866	93 Employees @ 1/600 sq./ft.	\$6,59,544	\$15.47	\$104,570
Office/Res.	50%	93,109	465 Employees @ 1/200 sq.ft.	\$12,966,350	\$15.47	\$200,589