

Town of Millville



Town Center Opportunities & Constraints Study DLTA PDA Technical Assistance – PDA 188-1

January 2016

Prepared by: Central Massachusetts Regional Planning Commission

2 Washington Square, Union Station
Worcester, MA 01604
Tel: 508.756.7717 | Fax: 508.792.6818
Email: cryan@cmrpc.org | Web: www.cmrpc.org

List of Contributors

The following people and offices contributed content and/or analysis to this study:

- Joe Laydon, Millville Town Planner
 - Christopher J. Ryan, CMRPC CDAP Manager
 - Eric Smith, CMRPC Principal Planner
 - Matthew Franz, CMRPC GIS Manager
 - Dominique DuTremble, CMRPC Intern
-

Table of Contents

Contributors	2
List of Tables	3
List of Figures	3
Introduction and Scope.....	4
Existing Conditions and Land Use Analysis	7
Opportunities and Constraints.....	9
Conclusion and Other Recommendations	18
Appendix A – Land Use Analysis Table.....	23
Appendix B – Project Area Maps (Figures 4-10)	29

List of Tables

Table 1 – Local Millville Priority Areas	4
Table 2 – Maps for PDA Study.....	7
Table 3 – Land Use By Type in Study Area	7
Appendix A – Land Use Analysis Table.....	23

List of Figures

Figure 1 – DLTA Funding	4
Figure 2 – Millville Local Priority Area Map	5
Figure 3 – Millville PDA 303-2 Study Area	8
Figure 4 – Project Constraints Map	29A
Figure 5 – Project Environmental Map	29B
Figure 6 – Detailed Orthophoto w/ Utilities, East.....	29C
Figure 7– Detailed Orthophoto w/ Utilities, West.....	29D
Figure 8 – Project Area Map	29F
Figure 9 – Zoning Map	29G

Introduction and Scope

The Town of Millville, through a request by Town Planner Joe Laydon, engaged the Central Massachusetts Regional Planning Commission (CMRPC) in the spring of 2014 to conduct a development opportunities and constraints analysis of the Millville Town Center in the vicinity of Main Street (Route 122) and Central Street (see map on p. 8). This study was initially funded through an award of 25 hours of technical assistance through the District Local Technical Assistance (DLTA)¹ program administered by the Commonwealth of Massachusetts and renewed in 2015 with additional hours to allow for completion.

Figure 1 – DLTA Funding

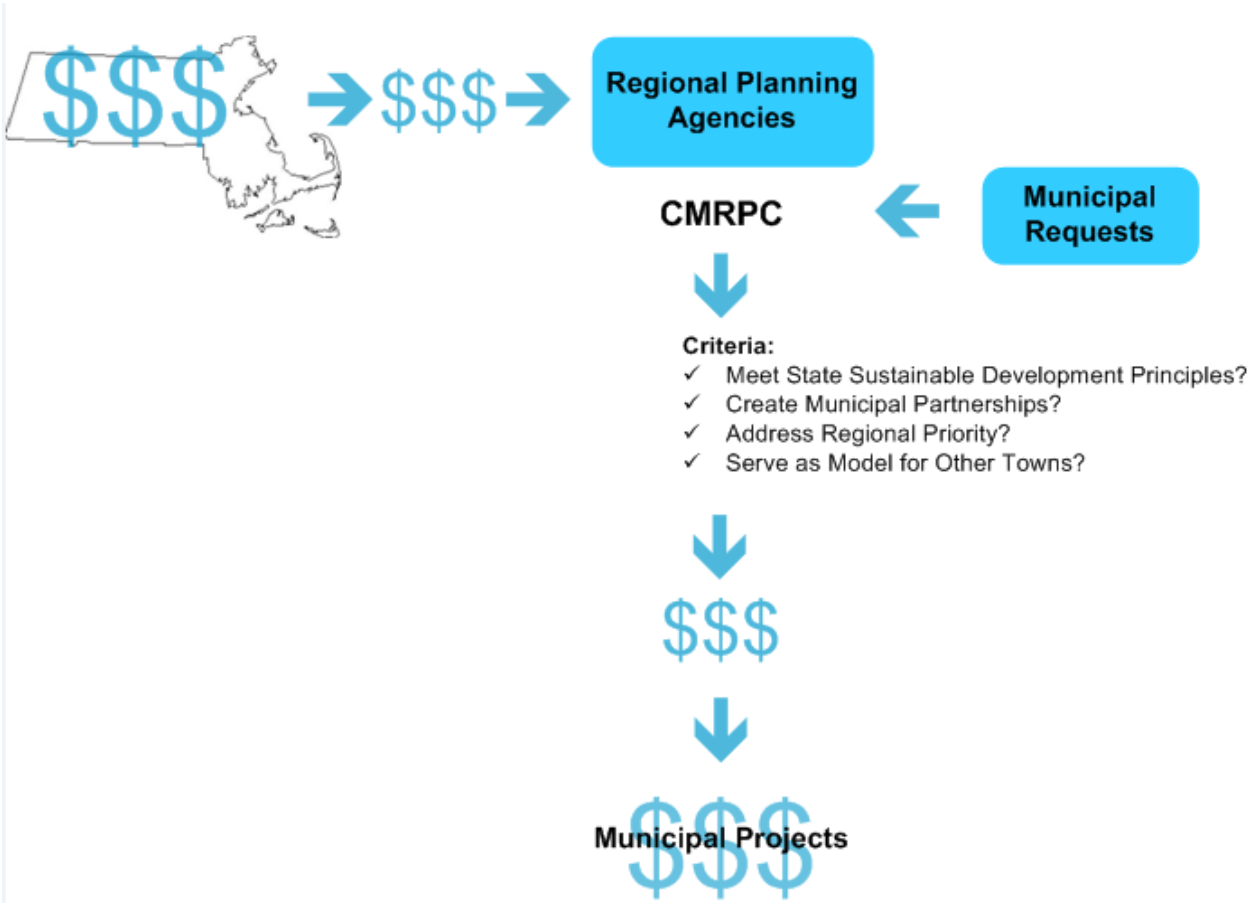


Table 1 – Regional and Local Millville Priority Development and Preservation Areas

188-1	Millville-Blackstone PDA	Development	Regional
188-2	181 Main Street Brownfield (Former US Rubber Co.)	Development	Local
188-3	Blackstone Canal	Preservation	State
188-A	Blackstone Valley Bikeway	STIC ²	Local
188-B	Southern New England Trunk Line Trail	STIC	Local
188-C	Fire Protection Water Service to Town	SII ³	Local

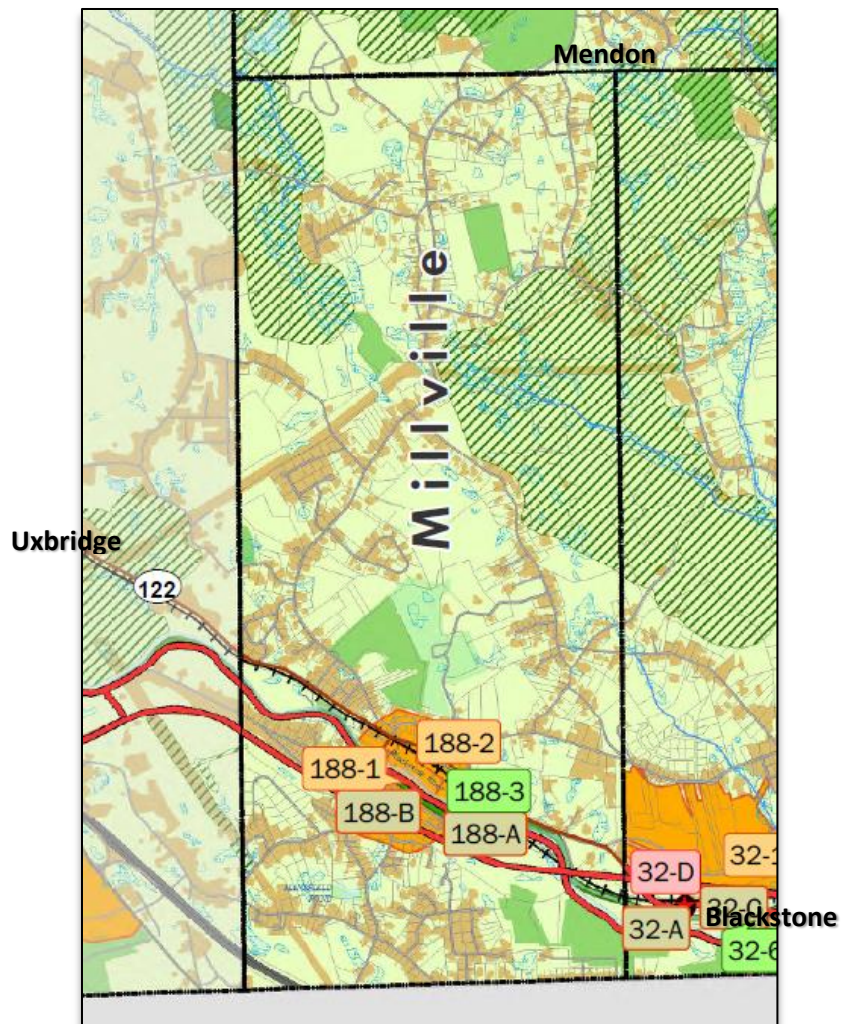
The Millville DLTA project was an extension of the Blackstone Valley prioritization project developed by CMRPC in 2012 where Priority Development Areas (PDAs) of local and regional significance were identified. The study area for this project was centered on the local priority area designated as 188-1 in Figure 2 below. Priority development areas (PDAs) are areas within a town that have been identified as capable of supporting additional development or as candidates for redevelopment. These are areas on which a town is focusing its energy to promote thoughtful economic development that is closely tied to the community’s goals.

Figure 2 – Millville Local Priority Area Map

¹ Established by Chapter 205 of the Acts of 2006, DLTA enables Regional Planning Agency (RPA) staff to provide technical assistance to communities for “any subject within regional planning expertise.”

² Significant Transportation Investment Corridor

³ Significant Infrastructure Investment



The full extents of the project area are depicted in Figure 3 on page 8. The yellow shading encompasses the parcels that were subject of the opportunities and constraints analysis. These parcels were identified by staff based on direction from the Town of Millville who initially requested inclusion of all parcels in the Town Center area.

The original study area encompasses an area from the eastern edge of the town center at Washington Street and northward above Lincoln Street. Westward this study area ended in the proximity of Snow Street below the river and just short of Walnut Street above the river. To the south, the area extended as far as Quaker Street. The study area includes two primary commercial areas in the town including the area centered on Main and Central streets and the area of Central Street where it intersects with Ironstone, Bow, Prospect, and West streets. The Town directed CMRPC to concentrate more specifically on the area shown in yellow in Figure 4 which generally corresponds to these two commercial areas. This map further depicts a series of “opportunity parcels” which will be discussed further below.

CMRPC’s charge was to analyze the area and its parcels and infrastructure, establish opportunities and constraints, and develop recommendations to take advantage of the opportunities. This report is the deliverable product from this analysis and contains a set of specific and general recommendations to the Town to consider opportunities to facilitate targeted development and redevelopment in Millville Center. In addition, CMRPC has provided a summary of other resources and programs that are available for Millville to pursue growth and development in the area. Finally, we have provided a series of summary recommendations that the Town may wish to consider in pursuing development of one or more of the sites.

Existing Conditions and Land Use Analysis

Preliminary Project Work

The project was initiated by the development of a series of maps created by CMRPC’s GIS Department and these maps included the following listed in Table 2 on page 10 below. These maps provided the project team with zoning, environmental constraints, and the location of utilities which were required to establish baseline opportunities and constraints.

Table 2 – Maps for Millville PDA Study

Map Title	Depicts
Center Constraints Map	Development constraints including water bodies, streams, buffers, aquifers, and protected open space.
Center Environmental Map	This map also shows water bodies and streams, buffers, aquifers, open space, habitat area, and flood zones.
Center Topo	This is an aerial photo showing greater detail of the project area including parcels as well as water and sewer lines.
Center Zoning Parcels	This is an aerial photo showing greater detail of the project area including parcels as well as water and sewer lines.
Center ORTHO Map	Aerial photo of full project area with parcels and project boundary.
Center PDA Analysis Recommendations	Shows project area, parcels, and zoning districts.

The GIS Department also developed an Excel spreadsheet with property information by parcel linked to the maps with a Map ID number. Using this information, the land use analysis was conducted.

Land Use Analysis

The project team conducted field visits to the study area on December 31, 2014, January 6, 2015, February 24, 29015, March 16, 2015, and November 25, 2015 and a comprehensive land use analysis of all project parcels was completed. The information gathered included a description of the property, a confirmation of the land use, and any field identified opportunities and constraints. A final field visit was conducted on November 25 near the end of the project to take photographs once the foliage was no longer present and to field check opportunities and constraints identified by maps and those suggested by Town officials. Land use field data was entered into a spreadsheet and zoning, constraint, and environmental information was added from GIS maps. This spreadsheet is included in this report as Appendix A and a summary of findings follows below. The project area contains 206 parcels including the following land uses:

Table 3 – Land Use By Type in Study Area

Land Use Type	Number
Institutional	11
Commercial/Office	4
Residential, Single-Family	103
Residential, Two-Family	31
Residential, Multi-Family ⁴	9
Condominium	2
Mobile Home	1
Public Housing	1
Mixed-Use ⁵	4
Industrial	3
Vacant ⁶	32
Other	5
TOTALS	206

⁴ Includes Condominiums and 3-family residences
⁵ Includes all mixed-use types
⁶ Includes developable and undevelopable vacant parcels

Figure 3 – Project Area Map

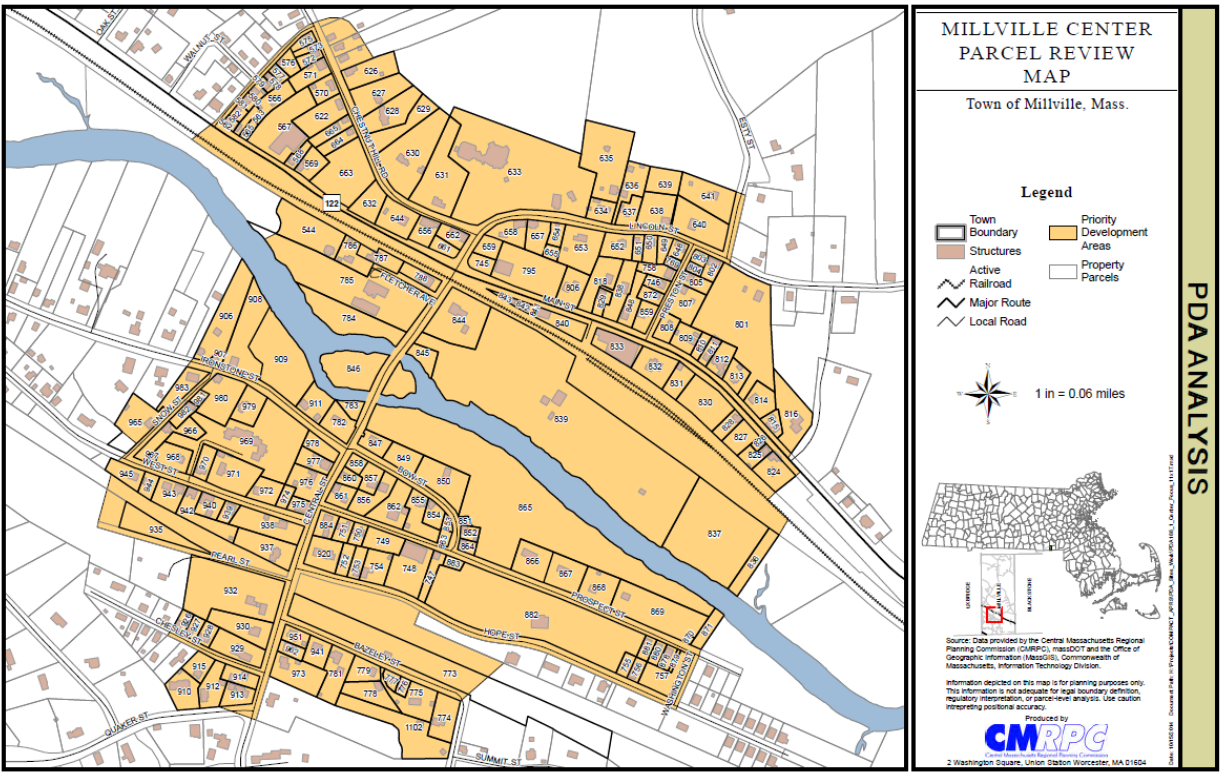
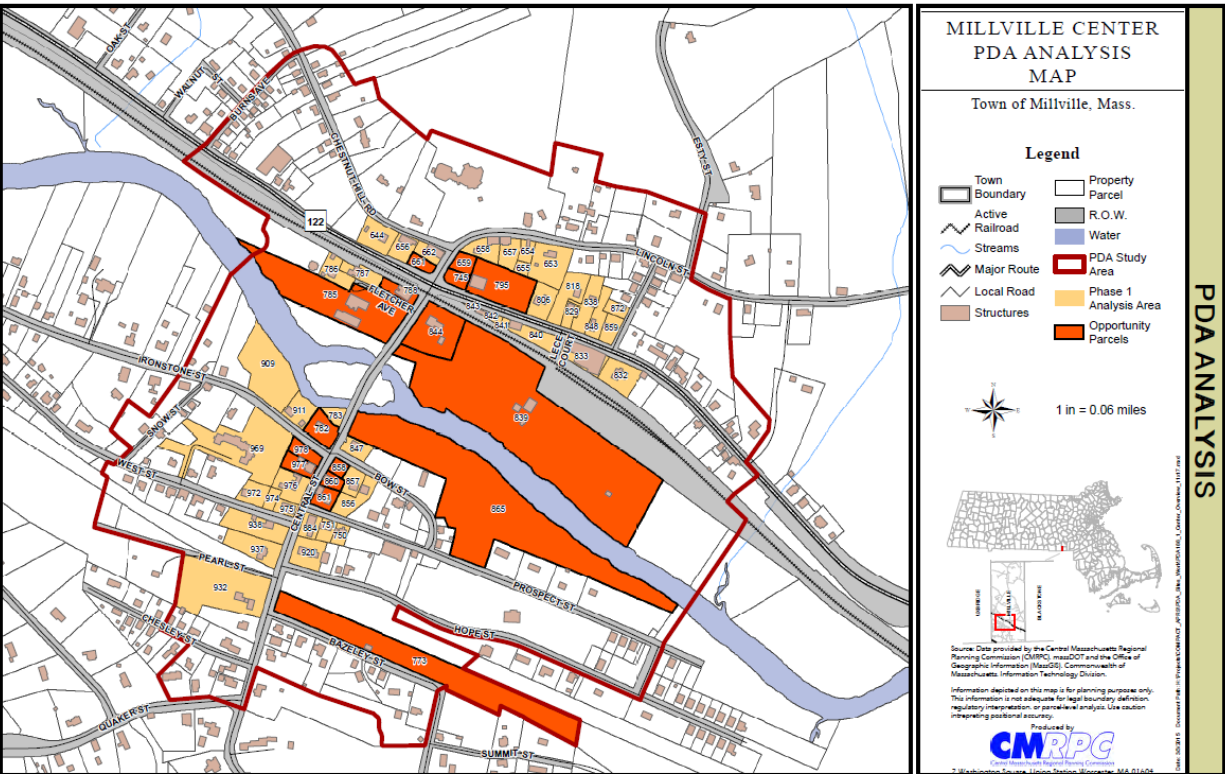


Figure 4 – Phase 1 Analysis Area and Opportunity Parcels



The single-family parcels were not considered as part of the opportunities analysis unless they were zoned non-residential or were located adjacent or approximate to a commercial parcel. Other residential uses were generally viewed with the same lens. Institutional parcels were also generally not considered opportunities unless the Town identified them as such or if significantly underutilized or if a unique opportunity seemed present. Figure 4 shows the target area outlines in red, targeted analysis area in beige, and initial opportunity parcels identified in orange based on first site walk. CMRPC consulted with Town staff subsequent to this initial research and additional parcels of interest were identified which were included in the final opportunities map (figure 9).

Figure 5 shows environmental constraints in the study area and many of the target parcels have either a partial or absolute constraint which in many cases is within an Interim Wellhead Protection Area (IWPA)

or River Protection Act setback area. Parcels with constraints will be discussed specifically below in the analysis section. Figure 6 shows the specific environmental issue that creates the constraint.

Figure 5 – Constraints Map

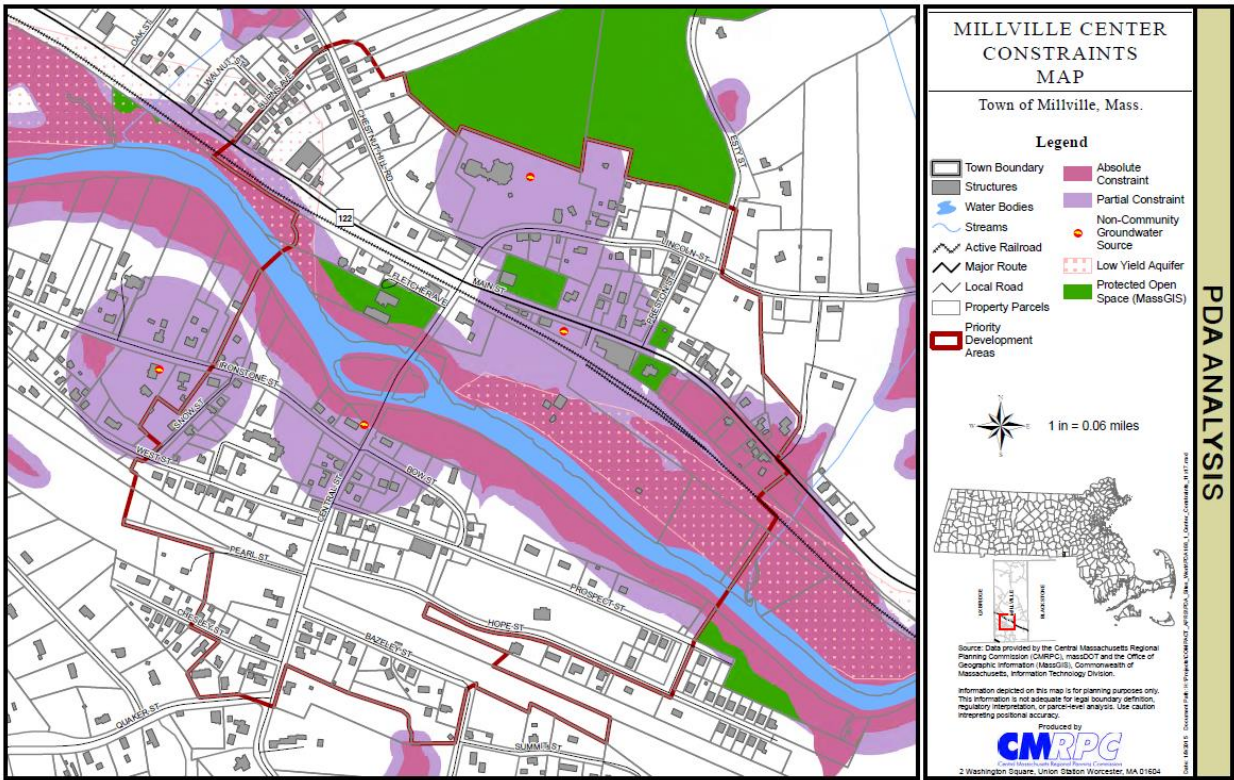


Figure 6 – Environmental Map

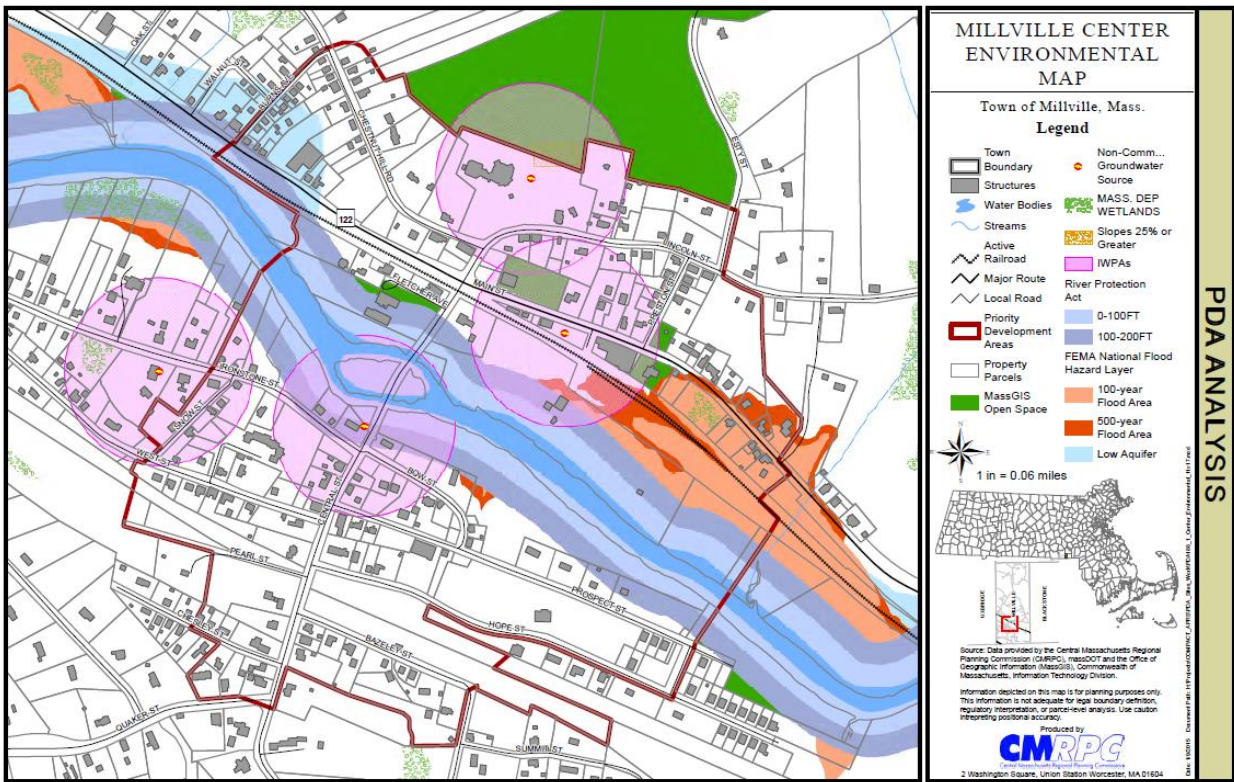


Figure 7 below is a topographic map of the study area. Several areas in the analysis zone have steep slopes which preclude development or at least severely constrain it. This is the case particularly along the banks of the river and the railroad right-of-way (ROW).

Figure 8 depicts the zoning districts in the study area. Most parcels of interest (1 through 16 in figure 9) are located in the Commercial Business District (CBD) while #15 is located in both the CBD and the Village Residential District (VRD).

Figure 7 – Topographic Map

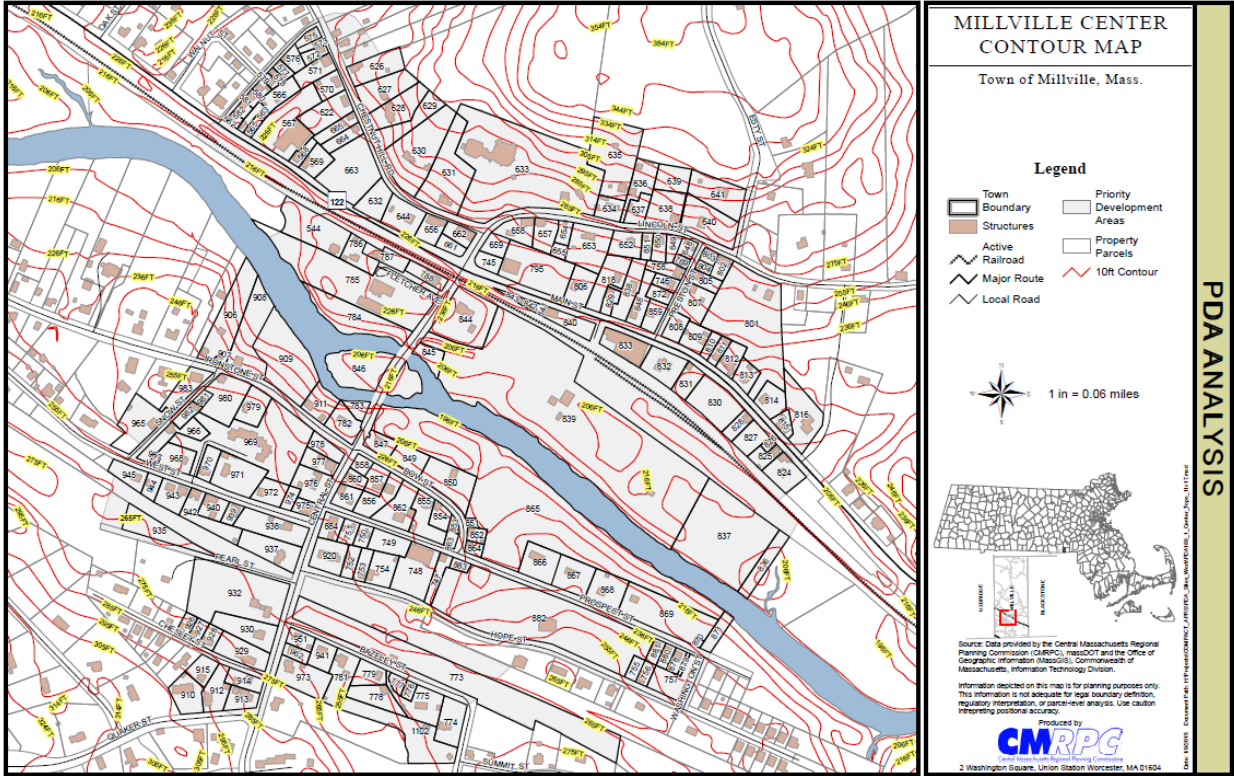
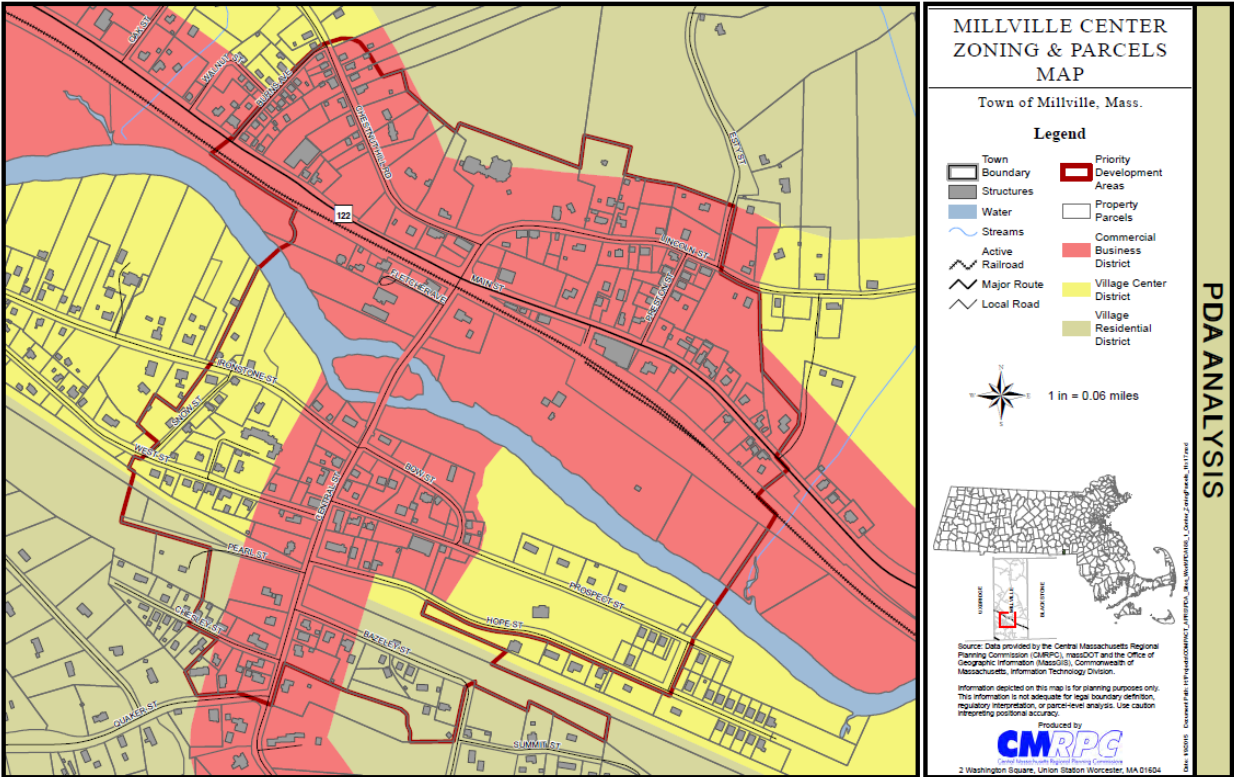


Figure 8 – Zoning Map



Opportunities and Constraints

Generally, the Town of Millville center is relatively compact and traditionally laid out and remains of the historical building stock still remain and offer a template for future opportunity. However, a key constraint to development in Millville center is the lack of a public water or wastewater system that could facilitate the type and density of development typical for small town centers with a commercial element.

Without background information related to Town efforts to bring these systems into the town center or feasibility studies to consider it, it is difficult and presumptuous to make any firm recommendations other than to suggest that without these improvements or some other technological workaround (e.g.

shared wells and septic systems), development and redevelopment opportunities in Millville center will be severely limited.

CMRPC suggests that the Town consider initiating a water and wastewater study for the town center or update one previously conducted if out-of-date. The links below provide examples of similar studies performed in Central Massachusetts over the past few years. CMRPC could consider a town request for DLTA funding for such as study as was done in the MRPC region.

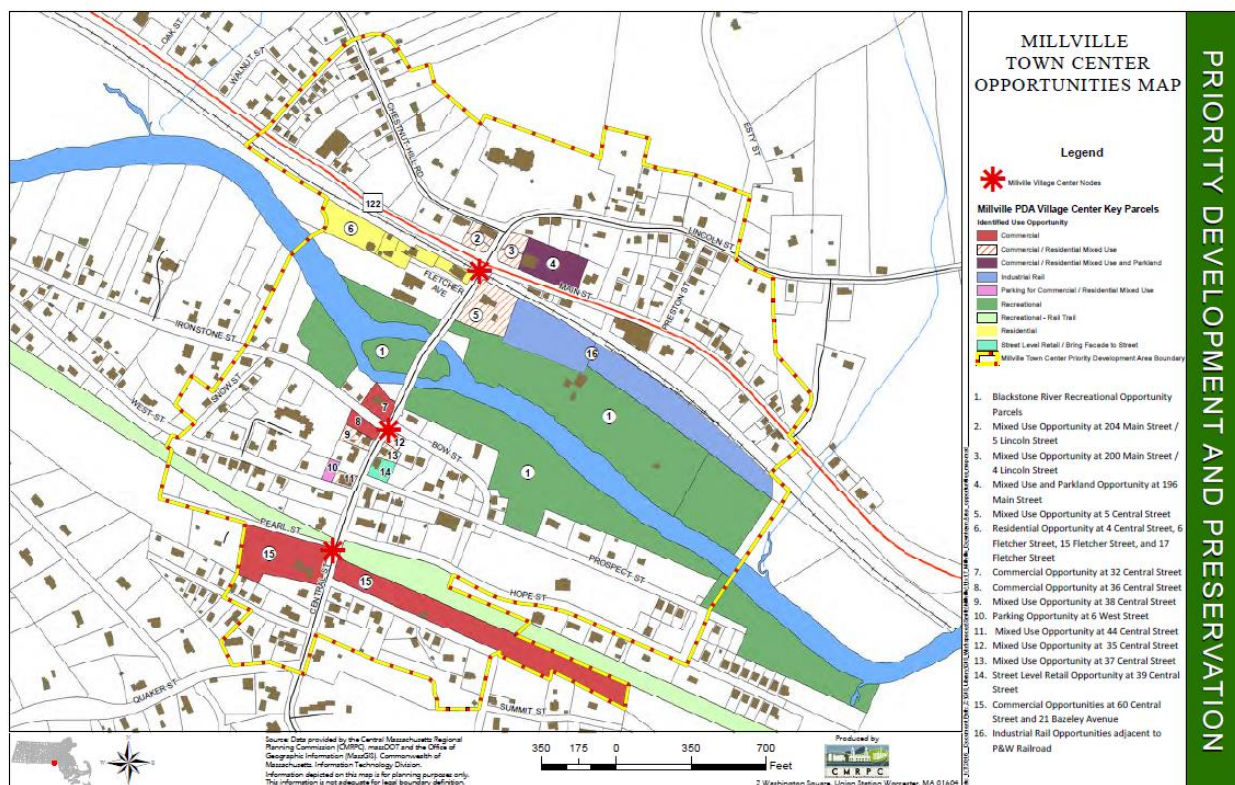
Hubbardston, MA: http://www.hubbardstonma.us/pages/HubbardstonMA_Webdocs/sewer.pdf

Ashby, MA: <http://www.ci.ashby.ma.us/document/Ashby%20Sewer%20Feasibility%20Study.pdf>

Post-study implementation could be assisted by CMRPC or the economic development offices of the Commonwealth of Massachusetts such as MassDevelopment or MOBD. Once this constraint is addressed, the environmental constraints remain but are likely not preventive. Zoning is a current constraint but easily rectified. Specific recommendations will be noted in the conclusion below.

The following properties were specifically identified as having some opportunity for re-use, re-development, or consolidation. Other properties will also be discussed below in the Other Opportunities section.

Figure 9 – Opportunity Site Map



204 Main Street



The 204 Main Street parcel (see #661 in figure 4 and #2 in figure 9) is a prime commercial or mixed use development location located at a key intersection in the center of Millville. It currently contains a small parking lot and a single story garage structure. The property is very small and would be limited in terms of the type and configuration of structure that could be developed. It would require a zero setback two story structure with parking in the rear or rely on street parking. The parcel does possess constraints as follows:

Zoning: This is a conforming lot as the zoning (Commercial Business District) requires a 20,000 square foot minimum area and the lot is 6,534 square feet. Even if combined with adjacent lot 662 (9,148 s.f.), there would not be sufficient area for new development or redevelopment. Setbacks and required frontage would further constrain the site from being developed.

Infrastructure: Neither water nor sewer are available to the property. A well and septic tank would be required but the size of the lot suggests that it is unlikely to be feasible.

Constraints: There are no environmental constraints to the property and the topography is suitable for development.

Recommendation: This is an ideal village center location for development. Consider flexible development standards for a parcel of this type allowing a small mixed use two or three story building with parking to the rear and a built-to line at the ROW. Related to water and sewer, while the site may have some feasibility for a well and septic system, a shared system may be a better option and the Town should consider seeking a water and sewer feasibility study similar to that performed by the Montachusett Regional Planning Commission for the Town of Ashby, MA.

200 Main Street and 4 Lincoln Street



This vacant site (see #745 and #659 in figure 4 and #3 in Figure 9) currently serves as a de facto parking lot. These properties have valuable and visible frontage on both Main and Lincoln streets and if combined, could also provide an ideal location for street frontage development as noted for #661 above—either commercial or mixed-use with the proper zoning. The GB or General Business (GB) zone in which the site is currently situated does not permit the kind of town center storefront structure that would best fit this location and provide additional street character and functionality. The GB district does not appear to permit zero setback build-to lines that would allow this type of structure or even a replacement of an existing town center commercial building. The parcel does possess constraints as follows:

Zoning: These are both non-conforming lot as the zoning (Commercial Business District) requires a 20,000 square foot minimum area and even if both lots were combined (totaling 13,939 s.f.), there would not be sufficient area for new development or redevelopment. Setbacks and required frontage would further constrain the site from being developed.

Infrastructure: Neither water nor sewer are available to the property. A well and septic tank would be required but the size of the lot suggests that it is unlikely to be feasible.

Constraints: These two properties are partially included in Interim Wellhead Protection Areas but the topography is suitable for development.

Recommendation: CMRPC's recommendation would be, if the Town were interested in the opportunity, to consider facilitating a development opportunity similar to that exemplified in the following link:

<http://www.ddd.org> or the following examples:





The Town may wish to consider a town center overlay district which would allow this form of development and by extension make legal the existing commercial buildings and sites in the town center. Millville may also wish to pair such an overlay with a set of specific design guidelines or requirements that would provide additional assurance that development of the site would be in keeping with the character of Millville town center and New England architecture generally.

196 Main Street



The 196 Main Street property (#795 on figure 4 and #4 on figure 9) includes a fire station and a public park with monuments. While this central location may be strategic from a fire protection perspective, this is another prime opportunity parcel in the town center and could be redeveloped for commercial or mixed use at the street ROW line and offer a suitable pedestrian scale improvement that could add vitality to Millville center. The Town may wish to consider exploring a combined public safety facility in another location and open this site up to development opportunity with recommendations similar to #'s 2 and 3 above. If the town wishes to maintain the park in this location, it could serve as an ideal septic field and well area. The parcel does possess constraints as follows:

Zoning: This is a conforming lot as the zoning (Commercial Business District) requires a 20,000 square foot minimum area and it contains 47,045 s.f. There would be sufficient area for new development or redevelopment. Setbacks and required frontage would need to be flexible for suitable development on the site.

Infrastructure: Neither water nor sewer are available to the property. A well and septic tank would be required but the size of the lot suggests that it is unlikely to be feasible.

Constraints: This site is fully included within an Interim Wellhead Protection Area but the topography is suitable for development.

Recommendation: CMRPC's recommendation would be to ignore this site if the fire station must remain in this location and/or the park is to remain. If there is flexibility in station location, the area where the station is located is an excellent area for commercial or mixed use redevelopment in the same zero setback storefront configuration with rear or side parking as recommended for the above sites. Should the station be moved, a strong alternative use would be to expand the site as a public park.

? Main Street (note 196 Main Street associated with this parcel and the fire station)



This parcel (#788 figure 4 and #6 on figure 9) contains a multi-family residence and the building is in only fair condition. Additionally there are lands with residential use to the rear of this structure #'s 786 and 787 on figure 4. There may be an opportunity to consolidate these parcels and redevelop more intensely for multi-family use. This is a suitable location for multi-family in the village center and additional residential units can add to the market for new commercial uses in the area. The parcel does possess constraints as follows:

Zoning: This is a non-conforming lot as the zoning (Commercial Business District) requires a 20,000 square foot minimum area this lot is 0.22 acres. There would be sufficient area for new development or redevelopment if combined with 786 and 787. Setbacks and required frontage would need to be flexible for suitable development on the site.

Infrastructure: Neither water nor sewer are available to the property. A well and septic tank would be required but the size of the lot suggests that it is unlikely to be feasible for the recommended development scenario.

Constraints: There are no relevant environmental constraints on the site and the topography is suitable for development. It is adjacent to the railroad ROW and this may create some market constraints.

Recommendation: CMRPC's recommendation would be to consider this site to be combined with the two adjacent sites to the west as a potential multi-family development site that if developed at 12 units per acre could result in 9-12 units containing studio or 1 bedroom units.

11 Central Street

Eleven Central Street is a historic residential structure located on a depressed site within a Riverfront Protection Act 100-200 foot zone plus within a IWPA zone. Its location in town center is excellent but it is separated from Main Street by the railroad ROW and may not be re-developable due to the aforementioned environmental constraints. However, should the town be interested in an additional density of development, this may be an interesting option although visibility is poor and it is isolated by the railroad and its low elevation. Another consideration for this site could be the development of a museum or cultural center, perhaps related to the Blackstone River or associated with the mill history of the town.



The parcel does possess constraints as follows:

Zoning: This is a conforming lot as the zoning (Commercial Business District) requires a 20,000 square foot minimum area and this lot is 1.02 acres.

Infrastructure: Neither water nor sewer are available to the property. A well and septic tank would be required but environmental constraints may make this difficult.

Constraints: The site has partial constraints as it is located within a wellhead protection zone and a River Protection Act 100-200 foot setback. It should be determined as to whether the structure is historic and if so if it is on the National Register of Historic Places. This may be an additional constraint or may be an opportunity to preserve a historic building in the town center.

Recommendation: CMRPC's recommendation would be to consider this site for market rate residential uses or cultural use. Should greater density of development be desired on this site and if the constraints are eliminated or reduced, multi-family residential or mixed use development could be feasible here.

32 Central Street



This property is currently a variety retail store and appears to be a successful business in the town center. However the site could be improved with the building reoriented and design guidelines applied to the façade. 32 Central Street is located in figure 4 as #782 and on figure 9 as #7. The parcel does possess constraints as follows:

Zoning: This is a non-conforming lot as the zoning (Commercial Business District) requires a 20,000 square foot minimum area this lot is 14,375 s.f.

Infrastructure: Neither water nor sewer are available to the property. A well and septic tank would be required but lot size may make this difficult.


Constraints: The site has partial and absolute constraints as it is located within a wellhead protection zone and both a River Protection Act 100-200 foot setback and 0-100 foot setback. However, building

reorientation to the street may provide an opportunity to move the structure further from the river and reduce impervious surface.


Recommendation: CMRPC's recommendation would be to consider this site for redevelopment for the same use or mixed use and facilitate through zoning changes the reorientation of the building to the street sides of the property at zero setback. Additional density may be permitted if the water and wastewater constraints are alleviated.

Other Development Opportunities


36 Central Street (#978/#8)

	<p>This vacant lot offers an ideal infill site for a commercial building or mixed use building similar to that situated next door to the south (38 Central Street). This property is in a wellhead protection area, has no water or sewer service, and is non-conforming as to zoning. Recommendation is to develop zoning that allows the site to be developed as was the historical pattern for the area as recommended for several other sites in this analysis. Permit mixed use and full-site build out with a zero front setback and two to three stories.</p>
---	--


38 Central Street (#977/9)

	<p>This mixed use building would be ideal to preserve and rehabilitate provided that it is in sufficiently good condition. The commercial storefront should be preserved and the residential uses above are also positive. This property is in a wellhead protection area, has no water or sewer service, and is non-conforming as to zoning. Recommendation is to develop zoning that allows the site to be preserved as was the historical pattern for the area as recommended for several other sites in this analysis.</p>
---	--

6 West Street (#974/#10)

	<p>This vacant lot offers an ideal infill site for a parking area for 44 Central Street. This property is barely in a wellhead protection area, has no water or sewer service, and is non-conforming as to zoning. Recommendation is to let market forces determine if the rehabilitation of 44 Central makes acquisition feasible and then to allow surface parking on the site. Alternatively, the town may wish to acquire this or other parcels to develop municipal parking in important commercial districts and also street parking where feasible.</p>
---	--

44 Central Street (#975/#11)

	<p>This existing multi-family residence should either remain and be well-maintained or the first floor could be converted to commercial use providing an extension to the commercial district to this point on Central Street. This property is in a wellhead protection area, has no water or sewer service, and is non-conforming as to zoning. Recommendation is to develop zoning that allows the site to be maintained as was the historical pattern for the area as recommended for several other sites in this analysis. Permit mixed use on the site.</p>
---	---

35 Central Street (#858/#12)



This parking lot offers another well positioned development site for a commercial building or mixed use building similar to that situated at 44 Central or something more appropriate for a street corner. This property is in a wellhead protection area, has no water or sewer service, and is non-conforming as to zoning. Recommendation is to develop zoning that allows the site to be developed as was the historical pattern for the area as recommended for several other sites in this analysis. Permit mixed use and full-site build out with a zero front setback and two to three stories. If this parking area is critical for the public or 37 Central Street, a shared parking solution between 35 and 37 Central should be investigated or offsite parking serving these two lots could be found elsewhere. This is a critical visible site that should not be vacant or paved area.

37 Central Street (#860/#13)



This vacant lot offers an ideal infill site for a commercial building or mixed use building similar to that situated next door to the south. This property is in a wellhead protection area, has no water or sewer service, and is non-conforming as to zoning. Recommendation is to develop zoning that allows the site to be developed as was the historical pattern for the area as recommended for several other sites in this analysis. Permit mixed use and full-site build out with a zero front setback and two to three stories.

39 Central Street (#861/#14)



This is a residential property with a commercial basement opening out on to Central Street. This is a positive mixed use element and the Town may wish to consider allowing this and other properties to extend the commercial footprint out to the ROW line.

21 Bazeley Avenue (#773/#15)



This vacant lot is located adjacent and to the south of the Midstate trail and offers an opportunity along with the parcel across Central Street south of Pearl Street for some commercial uses that directly complement, feed off of, or support the trail visitors. This could include clothing, cycles, skateboards, roller skates, hiking or walking equipment, restaurants or deli, coffee or tea shop, pub, or any other use that may be market appropriate. CMRPC suggests providing for a zoning category that allows for a traditionally designed building like a train depot or colonial building that could allow multiple uses and include sufficient public parking for the commercial uses and trail access combined.

181 Main Street (part #839 and #865/#1)



This collection of parcels adjacent to the Blackstone River is currently owned by both private entities and the Town of Millville. These lands, much located in significantly constrained environmental lands, could be an ideal location for a regional park, perhaps associated with the Blackstone River Valley National Historical Park and Heritage Corridor. Such a park could, alone or as a connection to the Midstate Trail, facilitate visitor traffic that would make Millville a tourist destination and feel into new commercial development in the town center.

181 Main Street (part #839/#16)



This vacant lot and adjacent railroad ROW to the east (uncertain but potential to be included) offer the potential for industrial development or other appropriate use that could make use of freight rail access. Potential constraints could include any historical contamination, partial environmental constraints on the private parcel including being in the wellhead area, the 500 year flood zone, and the 100 year flood zone for the railroad property. Currently zoned Commercial Business. See the CMRPC report entitled: *“Blackstone Valley Freight Rail Study & Feasibility Analysis Management System Community Profiles: Grafton-Millbury-Millville-Sutton-Uxbridge.”* For further guidance.

Other Opportunities

Conclusion and Other Recommendations

This analysis was intended to be a broad survey of development opportunities and constraints in the project area, which was generally associated with Priority Development Area 188-1 locally designated by the Town. The project tasks consisted of the development of a series of informational, opportunity, and constraints maps; a comprehensive land use assessment of the properties in the area; an interview with Town officials; and analysis of these resources to develop recommendations for opportunities. Each opportunity area was reviewed for potential constraints on development and these were summarized. The constraints maps show environmental constraints for each parcel.

A general conclusion is that the Town of Millville, and more specifically the study area, does offer some real opportunities for development provided that the key constraint, lack of public water and wastewater, is partially or fully alleviated. Both Main Street, centered on the intersection of Main and Central streets, could develop a concentrated core of commercial or mixed use developments that could approximate a small town center and provide residences, offices, and businesses that would add to the tax rolls and add vibrancy to the center.

The Central Street corridor from the river to just below Pearl Street offers a similar opportunity to redevelop vacant or underutilized properties to the traditional mixed use form that is exemplified albeit imperfectly by the building at 38 Central Street. Additionally, the properties adjacent to the Rail Trail (#15 on figure 9) appear to offer an opportunity to develop recreationally related retail and service businesses such as a bike shop, bakery and coffee shop, restaurant, sporting goods retailer, clothing store, and others. Consider the complementary development that has occurred in Bedford center adjacent to the trailhead of the Minuteman bikeway as just one example.

Next and depicted on the study area map (figure 9) as #16, Millville is situated along the Providence and Worcester Railroad and this ROW has traditionally connected Millville and facilitated historical industrial development along the railroad and river. Similar opportunities to take advantage of rail access still exist and #16 is one such location. Please refer to the study conducted by CMRPC for Blackstone Valley communities along the P&W railroad for further information.

Finally and as shown of figure 9 as #1, there are significant lands adjacent to the Blackstone River that offer the Town great opportunities to develop recreational open space that could also have a cultural and historical component. Consider partnerships with either the Commonwealth or with the Blackstone River Heritage Corridor for potential feasibility. The rail trail and a town center park could provide the attractions that bring visitor dollars to Millville and support the businesses and residences that are a possibility with water and sewer.

Note that the map that is figure 9 depicts all of these potential opportunities by “use opportunity” depicted in the legend. It also provides starred nodes shown as * that indicate key locations as follows:

Node 1 at the corner of Main and Central streets is a very good location to establish a traditional town center at least on the north side of the intersection and extending down main to the east and for one block along Lincoln Street. Note that if a public recreational and/or cultural park is established along the banks of the Blackstone River, such a park could have entrances either adjacent to Node 1, Node 2, or both and create an excellent synergy between the recreational uses and the potential for development in the two nodal areas.

Node 2 at the intersection of Central Street where it meets Bow and Ironstone streets and extending down to West Street is another prime opportunity to establish a town or village center form of development that could lead to pedestrian friendly streets and the uses—residential, commercial, office—that could give visitors and residents alike a variety of service and retail businesses that could serve their needs and wants.

Node 3 is a fairly large linear strip of land consisting of two parcels on either side of Central Street and south of the rail trail. This spot could be a great central gathering location where a public park could be established in conjunction with strategically situated commercial buildings and parking areas that service the rail trail. The entire corridor between Node 1 and Node 3, if successfully developed as suggested in this report, could be a highly successful commercial and cultural district from one end to

the other and provide significant positive activity feedback loops that further its success and return on investment to the town.

A summary of recommendations related to this PDA analysis is provided below:

SUMMARY OF RECOMMENDATIONS
<p>Property Specific Recommendations</p> <ol style="list-style-type: none">1. Facilitate development of 204 Main Street for mixed-use project through zoning tools.2. Facilitate development of 200 Main Street/4 Lincoln Street for mixed-use project through zoning tools.3. Consider 196 Main Street property also for mixed-use development opportunity provided the fire station is under consideration for relocation and consolidation in a new public safety facility. The property would also be a good site for a larger public park.4. Consider consolidating the Main Street parcel designated as #6 in figure 9 with #'s 786 and 787 in figure 4 for a larger multi-family residential redevelopment opportunity.5. The 11 Central Street property could be adapted to serve as a cultural center or museum associated with a regional park or could be redeveloped for multi-family residential use.6. The 32 Central Street site appears to be a very good location for more intensive commercial or mixed-use development brought closer to the street frontage(s).7. The 36 Central Street site (figure 9 #8) could be redeveloped with a historically appropriate mixed-use building.8. The 38 Central Street site would be valuable to maintain and protect as an example of the type of dense-mixed-use development that could be re-established in the Central Street corridor. Millville may wish to consider a façade or structural renovation program or apply for CDBG funds for this purpose.9. The 6 West Street site could serve as parking for 44 Central Street.10. The 44 Central Street building could be permitted to establish commercial use on the ground floor.11. Both 35 Central Street and 37 Central Street could be viable mixed-use building candidates provided that another parking location could be found or a shared lot established in the rear of both buildings.12. 39 Central Street already has a commercial basement fronting Central Street but consider permitting an extension to the ROW line for the commercial use as a storefront through zoning tools.13. The 21 Bazeley parcel and the parcel across Central Street could be a good candidate for development of a parking area for the rail trail and targeted development opportunities to serve rail trail visitors.14. 181 Main Street or more specifically the area designated as #1 on figure 9 could be an ideal candidate for a regional park on the river and could include a boat launch, trails, picnic area, recreational facilities, cultural and historical elements, and other features. Such a park, perhaps a state or federal project, could connect to commercial development opportunities in the Town and the rail trail.15. 181 Main Street address also associated with a parcel on the P&W railroad that could be developed into an industrial use taking advantage of rail access. Please see CMRPC report on freight rail economic development in the Blackstone Valley. <p>General Recommendations</p> <ol style="list-style-type: none">16. Consider new zoning for the town center. A village or town center base or overlay zone can ensure that development that fits in with town goals and design expectations can be developed.17. Consider the technical assistance and resources of CMRPC for any part of the program as recommended or any other planning and development needs the town may have.18. Consider state programs appropriate to the project type such as MGL 40R and others as noted below. CMRPC can assist the Town in identifying the appropriate program(s) and may be able to assist on applications and other support related to the program(s).19. Consider an economic development committee to facilitate development.

20. Consider the creation of a combined town planner/economic development coordinator position in Town government.
21. Consider creating a redevelopment authority as per the provisions of Massachusetts General Laws Chapter 121, as amended.
22. Consider more intensive site or area planning for the study area.
23. Consider commissioning a water and sewer study specifically for the town center through CMRPC and the DLTA program or some other means. Seek implementation if feasible and funds can be located.

State Programs

The Town of Millville may wish to consider a number of State programs and sources of funds made available for economic development and town-center related initiatives. These may include:

MGL Ch. 43D, Expedited Permitting: The Expedited Permitting Program, Chapter 43D of the Massachusetts General Laws, provides an opportunity for a community to promote targeted economic development of commercial and industrial projects in locally-defined "priority development sites". The Program guarantees local permitting decisions on these sites within 180 days, providing an efficient and transparent process for municipal permitting. Chapter 43D allows communities to submit an application for a particular parcel of land for commercial or industrial use in state-approved Priority Development areas, and may guarantee the completion of the permitting process within 180 days. The Act also allots funds for technical assistance from the regional planning agencies. According to Chapter 43D Priority Development areas must have certain characteristics. At least 50,000 square feet of floor space on industrially or commercially zoned land must be "eligible under applicable zoning including special permits or other discretionary permits" for development. The land must also be adjacent to existing development or under-used building facilities and with adequate water and sewer infrastructure and supplies or close to transit service. The purpose of expedited permitting is to allow communities to obtain sufficient technical assistance to execute the process of development efficiently. A short summary of the program can be found here:

<http://www.mass.gov/hed/business/licensing/43d/what-is-it/>

Should Millville identify a site of sufficient size for the development scale required, this may be a good program to use to encourage and facilitate development.

MGL Ch. 40R/S: Chapter 40R of the Massachusetts General Laws encourages cities and towns to establish new overlay zoning districts to promote housing production and, more generally, smart growth development. Chapters 40R and 40S both provide financial incentives to communities to adopt these new zoning districts. These tools are most directly applicable to town centers although they do require densities that some towns may not be comfortable with. However, it may be an efficient way to develop affordable housing in an area where they are most logically located—in a walkable town center. If there is interest in the program, the Town may wish to contact CMRPC for more information and assistance on an application to DHCD.

Community Preservation Funds/CPA: CPA is a smart growth tool that helps communities preserve open space and historic sites, create affordable housing, and develop outdoor recreational facilities. CPA is intended to strengthen local economies by expanding housing opportunities and providing construction jobs, and by supporting the tourism industry through preservation of historic and natural resources.

Millville is not currently a CPA community and could consider adoption. Funds from this program may be applicable and can be used at this time should Millville wish to develop affordable housing in the study area or rehabilitate or preserve an historic building or structure.

MassWorks Infrastructure Program: The MassWorks Infrastructure Program provides a one-stop shop for municipalities and other eligible public entities seeking public infrastructure funding to support economic development and job creation. The Program represents an administrative consolidation of six (6) former grant programs:

- Public Works Economic Development (PWED)
- Community Development Action Grant (CDAG)
- Growth Districts Initiative (GDI) Grant Program
- Massachusetts Opportunity Relocation and Expansion Program (MORE)
- Small Town Rural Assistance Program (STRAP)
- Transit Oriented Development (TOD) Program

The MassWorks Infrastructure Program provides public infrastructure funding to support:

- Advance economic development or housing opportunities in Gateway Cities;
- Complement existing centers of development such as *city and town center revitalization projects* or mill redevelopment opportunities;
- Include a *mix of commercial and residential development* or contribute to a mix of development within an area (with an emphasis on multi-family or small lot single-family residential development);
- Are consistent with regional land use and development plans; and
- Provide for transportation improvements which enhance roadway safety in small, rural communities.

The MassWorks Infrastructure Program is administered by the Executive Office of Housing and Economic Development, in cooperation with the Department of Transportation and Executive Office for Administration & Finance. The italicized project types above may be most applicable to Millville and the Town may wish to pursue MassWorks funding in support of another project that results from this analysis. One possibility could include streetscape enhancements that replace and upgrade sidewalks, install landscaping like street trees, install street furniture, and the like.

Other State-Related Resources:

- Massachusetts Downtown Initiative (MDI): DHCD's Massachusetts Downtown Initiative (MDI) offers a range of services and assistance to communities seeking help on how to revitalize their downtowns. The primary mission of the MDI is to make downtown revitalization an integral part of community development in cities and towns across the Commonwealth. MDI's guiding principles are that the most effective approach to downtown revitalization is a holistic one; that it addresses economic and community development needs; and that it provides a framework of interrelated activities that promote positive change in a downtown to keep it healthy and prosperous. For more information:

<http://www.mass.gov/hed/community/funding/massachusetts-downtown-initiative-mdi.html>.

The Town will have missed out on the FY '16 deadline (December 2015). Hopefully the program will continue as it represents a potential funding source for a detailed parking study of this PDA (The State makes use of Nelson Nygaard Consulting Associates, a leading parking management and planning consultant firm).

- MassDevelopment: MassDevelopment's Real Estate Pre-Development Services can offer the opportunity for market feasibility analysis and site planning assistance for the Library. For more information:

<http://www.massdevelopment.com/real-estate-development/>

Other resources from state and federal sources may be available for tasks related to development and redevelopment such as brownfields assessment and remediation...

CMRPC Programs

PDA Site Analysis: The Town may wish to engage CMRPC or another consultant to perform a more intensive site development and market analysis on any site identified as an opportunity in this report (or any other site).

DLTA or LPA Funding: CMRPC can assist communities with regulatory amendments and new bylaws that facilitate meeting local goals for development and redevelopment. These could include:

- New zoning bylaws such as new zoning districts (overlay or base)
- Amending and updating existing bylaws
- Bylaw rewrite and/or reformat
- Area or specific plans for districts or target areas
- Water and sewer study

In the case of Millville’s study area, the Town may wish to consider using CMRPC or another consultant to develop a strategic and targeted town center overlay or base district that could accomplish the following goals:

1. Eliminate town center non-conformities
2. Establish a town center bulk, massing, and setback standard appropriate for town centers
3. Tie in design guidelines or requirements to ensure that development was in keeping with the established and desired architecture

Note that the Town of West Boylston is seeking municipal partners in the region for a DLTA application for town center zoning. This would provide more “bang for the buck” by establishing regulations shared generally by multiple communities—and customized for each.

Municipal Action

The Town of Millville may wish to consider taking one or more steps which could more efficiently and expeditiously facilitate the development of key parcels in the study area. This could include:

- Consider establishing an economic development committee which could help facilitate development and redevelopment projects in town plus pursue business recruitment and consider incentives for businesses.
- Consider the creation of a combined town planner/economic development coordinator position in Town government which could on a part-time basis pursue grant funds, conduct business recruiting and marketing, conduct outreach on key parcels to owners and developers, and possibly administer a redevelopment or industrial development authority should one be created for the Town. The position could also provide staff support to an economic development committee should that be considered.
- Consider creating a redevelopment authority as per the provisions of Massachusetts General Laws Chapter 121, as amended. See link to Gardner’s RDA page. Near the bottom is reference to the MGL that authorizes Towns/Cities to create RDAs: http://www.gardner-ma.gov/pages/GardnerMA_BComm/Redevelopment/index
- Consider more intensive site or area planning. The Town may wish to contract for a study area master plan which would include a more detailed site by site analysis, infrastructure upgrades, specific zoning and regulatory recommendations, economic development incentives, and town actions to execute. In addition, CMRPC through DLTA funding, can offer site specific market or development analysis which could do the same thing on a site level.
- Consider zoning changes which would facilitate the type and scale of development sought by the Town for the subject parcels and accomplish other objectives. The Town could pursue this independently or jointly with other towns in the region also seeking this type of zoning. This could include:
 - A village/town center district, either overlay or base, which would allow moderately more density (and a greater ROI) plus either encourage or require a ROW build-to line creating a town center storefront type of development pattern. This could also include development guidelines (not enforceable) or requirements (enforceable) that would specify how the buildings would look architecturally to fit in with the existing style in Millville town center. This could also be adaptable to W. Millville as appropriate.

- A Planned Commercial Development district or overlay that would specify how a new shopping center would be laid out, designed, and developed. This could be appropriate to the NE corner of W. Main and Hartford Avenue North.