

12/14/15 TA Report #3.

# Concord Square Planning & Development, Inc.

## Memorandum

To: Mark J. Andrews, Town Administrator  
From: Ted Carman, Yuqi Wang  
Subject: Site and Zoning Analysis on Three Properties in Pepperell  
Date: 12/10/15

### 1. The Properties

This study covers three properties owned by the Town of Pepperell. Two of the three properties – 33 Chace Av. and Peter Fitzpatrick School – are located in TR (Town Residence) Zone. The other property – 90 Park St. is located in the RR (Rural Residence) Zone, and has extensive wetland within the boundary of the site (Fig 1).

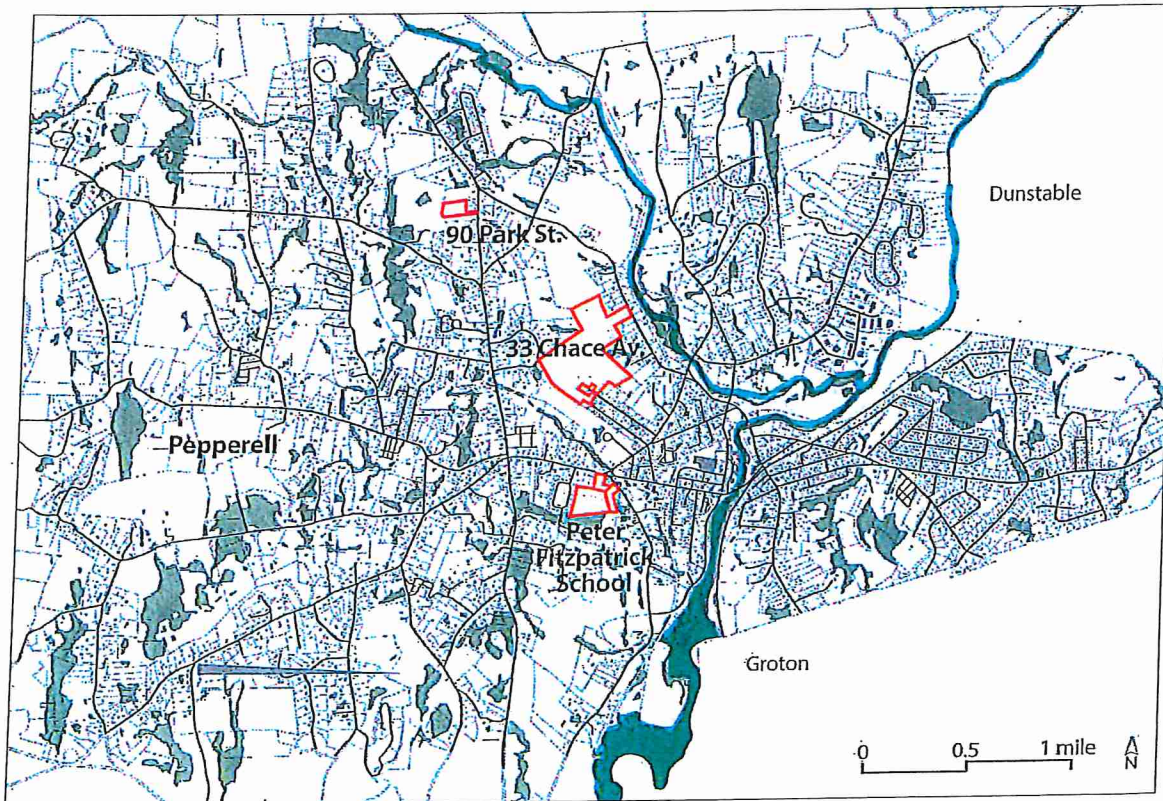


Fig 1. Three Town-owned Properties in Pepperell

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	Parcel ID	Land Acre	Building Sq.Ft	Land Value	Building Value	Yard Item Value	Total Value
Peter	20-48-0	13	-	\$28,000	-		\$ 28,000
Fitzpatrick	23-147	2.597	92,966	\$160,600	\$9,735,400	\$6,600	\$ 9,902,600
School	23-150	3.397	-	\$164,700	-	\$700	\$165,400
<b>Subtotal</b>		<b>19</b>	<b>92,966</b>	<b>\$353,300</b>	<b>\$9,735,400</b>	<b>\$7,300</b>	<b>\$10,096,000</b>
33 Chace Av.	22-4-0	77.907	127,577	\$248,900	\$25,232,800	\$84,400	\$25,566,100
90 Park St.	9-135-0	5.117	-	\$110,700	-	-	\$110,700

Data source: City of Pepperell Tax Assessor Database

It should be noted that only a portion of 33 Chace Av. – approximately 22 acres – is the subject of this analysis.

## 2. Site and Zoning Analysis – 33 Chace Av. (frontage on Brookline Street) and 90 Park St.

- **90 Park St.**

According to the Town of Pepperell Zoning Bylaw (Adopted September 17, 2001), and the Town of Pepperell Rules and Regulations Governing the Subdivision of Land (Adopted October 11, 2005), this parcel could potentially be subdivided into two lots, with a new cul-de-sac being created. Appendix 1 to 3 list the allowed uses, dimensional requirements, and parking requirements.

However, based on our initial analysis, we expect that the revenue that could be generated from developing an additional lot would be largely (if not 100%) offset by the cost of constructing the new road. Therefore, our preliminary assessment is that the value of the site will be based on its value as a lot for one residence (which could be a two family residence by Special Permit).

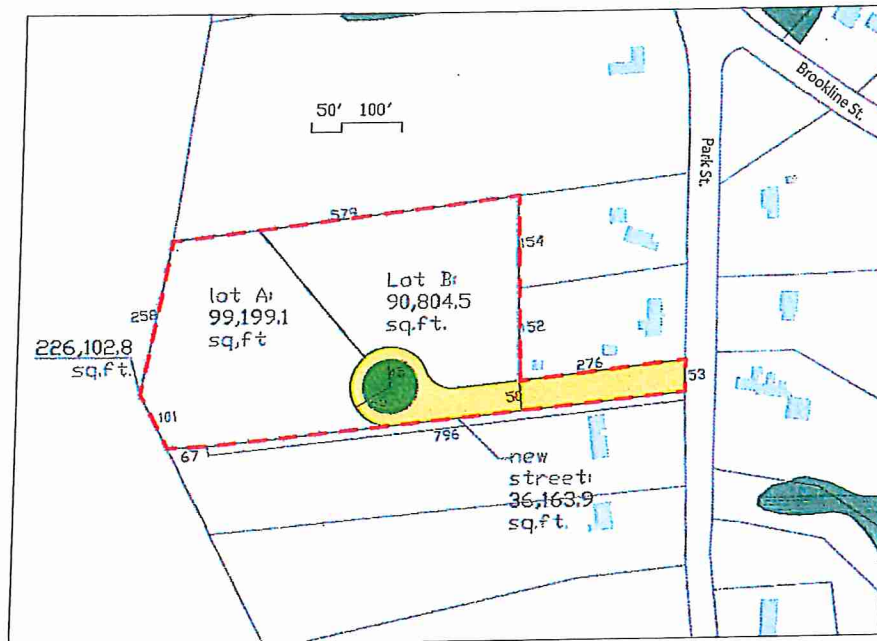


Fig 2. Potential Subdivision of 90 Park St.

- Data source: Mass GIS.

- Note: there are some discrepancies between the dimensions shown here and those in the Accessor's Map and Deed.

- **33 Chace Av. (portion fronting on Brookline Street)**

According to the Pepperell Wetlands Protection Bylaw, and the Town's Wetland Location Workplan (conducted by Cornerstone Land Consultants, LLC. In June 2006), a large portion of the site is flagged as wetland, and therefore has limited development potential (Fig 3).

We suggest (as a preliminary recommendation) that the Town subdivide and sell a limited portion of the site – approximately 138,135 square feet – that faces Brookline Street, and retain the balance of the property for expanded school uses, or for open space and recreational use for the town and general public. The value of the lot would be based on the value for use as a single residence (or two family home per Special Permit).

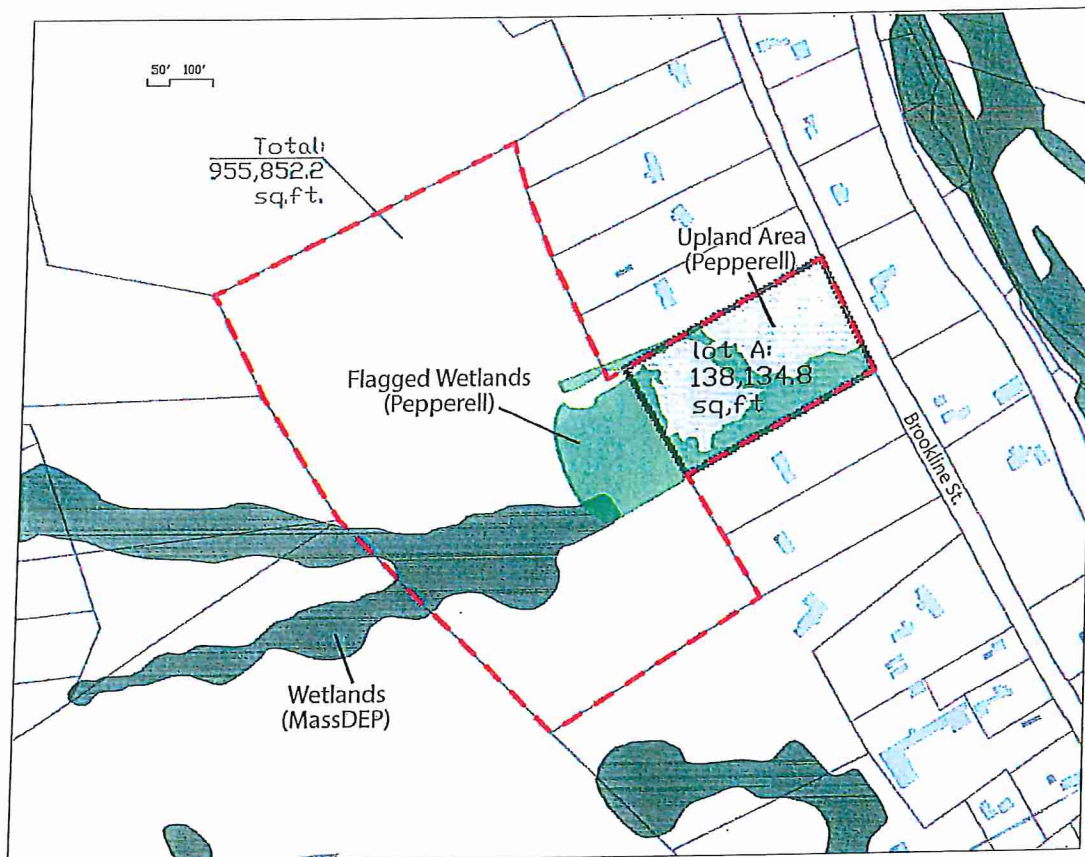


Fig 3. Wetlands Condition and Suggested Subdivision of 33 Chace Av.

- Data source: Mass GIS, Pepperell Wetland Location Workplan

- Note: there are some discrepancies between the dimensions shown here and those in the Accessor's Map and Deed.

### Appendix 1 – Use Requirements

	RR – Rural Residence	TR – Town Residence
Allowed by-right	<ul style="list-style-type: none"> <li>• Residential                             <ul style="list-style-type: none"> <li>○ Single family dwelling</li> </ul> </li> <li>• Exempt Uses                             <ul style="list-style-type: none"> <li>○ (under certain conditions) Commercial agriculture, aquaculture, silviculture, floriculture, or viticulture</li> <li>○ (under certain conditions) wine and dairy productions and sale</li> <li>○ Child care facility located in an existing structure</li> <li>○ Educational purposes</li> <li>○ Religious purposes</li> </ul> </li> <li>• Government or Institutional Uses</li> </ul>	<ul style="list-style-type: none"> <li>• Residential                             <ul style="list-style-type: none"> <li>○ Single family dwelling</li> </ul> </li> <li>• Exempt Uses                             <ul style="list-style-type: none"> <li>○ (under certain conditions) Commercial agriculture, aquaculture, silviculture, floriculture, or viticulture</li> <li>○ (under certain conditions) wine and dairy productions and sale</li> <li>○ Child care facility located in an existing structure</li> <li>○ Educational purposes</li> <li>○ Religious purposes</li> </ul> </li> <li>• Government or Institutional Uses</li> </ul>

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	<ul style="list-style-type: none"> <li>○ Government administration building or fire or police station</li> <li>○ Public recreation or water supply</li> <li>○ Community center</li> <li>● Commercial Uses           <ul style="list-style-type: none"> <li>○ Family day care, small</li> <li>○ Bed &amp; breakfast</li> <li>○ Nursing or convalescent home</li> <li>○ Temporary outdoor shows or exhibitions</li> </ul> </li> <li>● Other Uses           <ul style="list-style-type: none"> <li>○ The keeping of nondomestic animals for personal enjoyment of household use, accessory to a residential use</li> <li>○ The keeping of domestic animals and a garden primarily intended for use and enjoyment of a household</li> <li>○ Small wind energy system, non free-standing</li> <li>○ Wind monitor or meteorological structure</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>○ Government administration building or fire or police station</li> <li>○ Public recreation or water supply</li> <li>○ Community center</li> <li>● Commercial Uses           <ul style="list-style-type: none"> <li>○ Family day care, small</li> <li>○ Bed &amp; breakfast</li> <li>○ Nursing or convalescent home</li> <li>○ Temporary outdoor shows or exhibitions</li> </ul> </li> <li>● Other Uses           <ul style="list-style-type: none"> <li>○ The keeping of nondomestic animals for personal enjoyment of household use, accessory to a residential use</li> <li>○ The keeping of domestic animals and a garden primarily intended for use and enjoyment of a household</li> <li>○ Small wind energy system, non free-standing</li> <li>○ Wind monitor or meteorological structure</li> </ul> </li> </ul>
Special Permit/ Board of Appeals	<ul style="list-style-type: none"> <li>● Government or Institutional Uses           <ul style="list-style-type: none"> <li>○ Public garage, yard, or service area</li> <li>○ Public solid water disposal facility</li> </ul> </li> <li>● Industrial Uses           <ul style="list-style-type: none"> <li>○ Contractor's yard or outdoor storage facility; landscaping yard</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>● Government or Institutional Uses           <ul style="list-style-type: none"> <li>○ Public garage, yard, or service area</li> <li>○ Public solid water disposal facility</li> </ul> </li> <li>● Industrial Uses           <ul style="list-style-type: none"> <li>○ Contractor's yard or outdoor storage facility; landscaping yard</li> </ul> </li> </ul>
Special Permit/ Planning Board	<ul style="list-style-type: none"> <li>● Residential           <ul style="list-style-type: none"> <li>○ Two family dwelling</li> <li>○ Assisted living facility</li> </ul> </li> <li>● Exempt Uses           <ul style="list-style-type: none"> <li>○ Child care facility located in a new structure</li> </ul> </li> <li>● Government or Institutional Uses           <ul style="list-style-type: none"> <li>○ Hospital</li> <li>○ Essential services</li> </ul> </li> <li>● Commercial Uses           <ul style="list-style-type: none"> <li>○ Adult day care facility</li> <li>○ Family day care, large</li> <li>○ Wireless Communications Facility</li> </ul> </li> <li>● Recreational Uses           <ul style="list-style-type: none"> <li>○ Commercial ski grounds, picnic grounds, bathing beach, or miniature golf course</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>● Residential           <ul style="list-style-type: none"> <li>○ Two family dwelling</li> <li>○ Assisted living facility</li> </ul> </li> <li>● Exempt Uses           <ul style="list-style-type: none"> <li>○ Child care facility located in a new structure</li> </ul> </li> <li>● Government or Institutional Uses           <ul style="list-style-type: none"> <li>○ Hospital</li> <li>○ Essential services</li> </ul> </li> <li>● Commercial Uses           <ul style="list-style-type: none"> <li>○ Adult day care facility</li> <li>○ Family day care, large</li> <li>○ Wireless Communications Facility</li> </ul> </li> <li>● Recreational Uses           <ul style="list-style-type: none"> <li>○ Commercial ski grounds, picnic grounds, bathing beach, or miniature golf course</li> <li>○ Commercial golf course</li> </ul> </li> </ul>

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	<ul style="list-style-type: none"> <li>○ Commercial golf course</li> <li>○ Commercial recreation camp, boat or canoe livery, marina, riding academy</li> <li>• Industrial Uses <ul style="list-style-type: none"> <li>○ Sawmill</li> </ul> </li> <li>• Other uses <ul style="list-style-type: none"> <li>○ Small wind energy system, free-standing</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>○ Commercial recreation camp, boat or canoe livery, marina, riding academy</li> <li>• Industrial Uses <ul style="list-style-type: none"> <li>○ Sawmill</li> </ul> </li> <li>• Other uses <ul style="list-style-type: none"> <li>○ Small wind energy system, free-standing</li> </ul> </li> </ul>
Special Permit/ Board of Selectmen	<ul style="list-style-type: none"> <li>• Residential <ul style="list-style-type: none"> <li>○ Boarding house</li> </ul> </li> <li>• Government or Institutional Uses <ul style="list-style-type: none"> <li>○ Cemetery</li> </ul> </li> <li>• Commercial Uses <ul style="list-style-type: none"> <li>○ Nonexempt farm stand</li> <li>○ Accessory pet daycare facility</li> <li>○ Animal clinic or hospital</li> <li>○ Nonprofit club or lodge</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Residential <ul style="list-style-type: none"> <li>○ Boarding house</li> </ul> </li> <li>• Government or Institutional Uses <ul style="list-style-type: none"> <li>○ Cemetery</li> </ul> </li> <li>• Commercial Uses <ul style="list-style-type: none"> <li>○ Nonexempt farm stand</li> <li>○ Motor vehicle light service</li> <li>○ Accessory pet daycare facility</li> <li>○ Animal clinic or hospital</li> <li>○ Funeral home</li> <li>○ Nonprofit club or lodge</li> </ul> </li> </ul>

**Appendix 2 – Dimension Requirements**

	<b>RR – Rural Residence</b>	<b>TR – Town Residence</b>
Minimum Lot Area (sq.ft.)	80,000	80,000
Minimum Lot Frontage (ft.)	200	150
Minimum Front Yard (ft.)	50	50
Minimum Side Yard (ft.)	30	25
Minimum Rear Yard (ft.)	75	60
Other Lot Dimensional Requirements	<ul style="list-style-type: none"> <li>• If the width of a lot narrows to less than fifty percent (50%) of the width of the frontage within the first one hundred fifty (150) feet of the lot depth, the dimensional controls for a rear lot as set forth in Section 7500 shall apply.</li> <li>• At no point shall the lot width measure less than forty (40) feet.</li> <li>• The shape of all lots shall conform to the following requirement: <math display="block">\frac{16A}{P * P} \geq 0.4</math> <p>(A = the lot area in square feet, P = the lot perimeter in feet)</p> </li> <li>• All two-family dwellings in the Rural, Town, Recreation, and Suburban Residence Districts, permitted by Planning Board Special Permit, whether new construction or conversion from a single family shall maintain the external appearance of that which is not significantly different than that of a single family home.</li> </ul>	
Building Height Requirements	<ul style="list-style-type: none"> <li>• The building or structure shall be no greater in height than one and one half (1.5) times the building setback from the center line of the public way or ways which abut the land upon which the said building or structure is proposed to be erected.</li> </ul>	

	<ul style="list-style-type: none"> <li>The height of buildings and structures shall be no greater than two (2) times the average of the highest point of buildings and structures on abutting lots under separate ownership. When any such abutting lots are vacant, the building height on such lots shall be presumed to be thirty-five (35) feet.</li> </ul>
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### Appendix 3 – Parking requirements

A. RESIDENTIAL USES	MINIMUM AUTOMOBILE PARKING SPACES TO BE PROVIDED ACCORDING TO THE FOLLOWING UNITS OF MEASUREMENT
Hospital	1 space per bed
Hotels, motels	1 space per room
Dormitory	1 space per 2 beds
Lodging house	1 space per bedroom
Single-, multiple family and other dwellings	2 spaces per dwelling unit, plus 1 space for each nonresident employee in cases where there is a permitted home occupation. In addition, for multiple-family dwellings, 1 space for every 4 units shall be reserved for visitor parking.
<b>B. SCHOOLS</b>	
Kindergarten, nursery or day-care center	3 spaces for each 2 employees
Elementary or junior high school	1 space for each 20 students for staff purposes, plus 1 space for each 10 students for special events, plus 1 bus space for each 40 students.
Senior high school	1 space for each 4 students for students, plus 1 space for each 20 students for staff, plus 1 bus space for each 40 students.
<b>C. BANK, POST OFFICE OR LIBRARY</b>	
	1 space for each 250 square feet of floor area on public use, plus 1 space for each 400 square feet of other gross floor area.
<b>D. PLACE OF ASSEMBLY WITH SEATING FACILITIES, INCLUDING AUDITORIUM, THEATER, RESTAURANT, STADIUM, ASSEMBLY HALL, FUNERAL PARLOR</b>	
	1 space for each 4 seats
<b>E. PLACE OF WORSHIP</b>	
	1 space for each 4 seats or pew spaces in the main auditorium
<b>F. PLACE OF ASSEMBLY WITHOUT FIXED SEATS, INCLUDING DANCE HALL, SKATING RINK, ARMORY, OTHER SPORTS OR AMUSEMENT PLACES</b>	
	1 space for each 100 square feet of floor area in public use
<b>G. RETAIL SALES OF BULKY GOODS AS REQUIRE EXTENSIVE OUTSIDE DISPLAY AREA</b>	
	1 space for each 800 square feet of gross floor area and/or lot in such use
<b>H. PROFESSIONAL OFFICE, OFFICE BUILDING, OFFICE OF A WHOLESALE ESTABLISHMENT INCLUDING SALES SPACE</b>	
	1 space for each 500 square feet of gross floor area
<b>I. OTHER RETAIL SERVICE ESTABLISHMENT</b>	
	1 space for each 200 square feet of gross floor area

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J. MAUFACTURE, ASSEMBLY, PROCESSING OR PACKAGING	1 space for each 500 square feet of gross floor area, plus number of additional spaces required for employees and transients to park on site as determined by the Building Inspector
K. STORAGE, WHOLESALE ESTABLISHMENT, FREIGHT TERMINAL OR SIMILAR AREAS	1 space for each 3,000 square feet of gross floor area and/or lot in such use
L. USES NOT LISTED ABOVE	A number of spaces comparable to the most similar use above as determined by the Building Inspector

# Concord Square Planning & Development, Inc.

## Memorandum

To: Mark Andrews  
From: Ted Carman, Yuqi Wang  
Subject: Notes for December 9, 2015 Department Head Meetings  
Date: December 10, 2015

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#### Introduction and Summary

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### Meeting with the Police Chief and Assistant Chief

1. Existing building:
  - a. Initially a school building, approximately 5,000 sq.ft. on two floors plus a basement;
  - b. Renovation + extension plan, in three phases – only phase I has been completed (renovate the 1<sup>st</sup> floor and basement), phase II (renovate other two levels) and phase III (building extension and a new garage) have not happened due to a lack of funding;
  - c. Extensive mold problems required vacating the building and remediation in 2014.
2. Police Station space needs:
  - a. Personnel: 18 full-staff (now only 14 funded), 1 administrative assistant
  - b. Four jail/holding cells in the basement
  - c. Communications gear for dispatch in the basement
  - d. Town Dispatch is in the building. Six on staff, annual cost about \$300,000. Dispatch is not part of the Police Department;
3. The square footage in the current office location meets current needs, but issues remain:
  - a. Mold – the remediation work was completed, but there is risk that it may re-appear because of ventilation and infiltration issues;

- b. Ventilation – ventilation system not functioning well, cannot take fresh air into the rooms. Fresh air comes only from infiltration through the walls and windows. Upgrade needed for entire HVAC.
- c. Insulation – limited or no insulation in walls and roof, windows are not energy efficient; a
- d. Some HVAC equipment needs replacement – the chiller and emergency generator are both 30 plus years old. Replacement would be advisable.
- e. Insufficient parking – when having training (once a month, about 20 people), then not enough parking for both the trainees and the public who come to the Police at the same time. This is a limitation on bringing more town employees, such as the Fire Department headquarters, to the building.

### Meeting w/ Town Administrator

- 1. Facility Management:
  - a. The Town does not have a position for a facility manger. As a result, department heads have taken on the responsibilities for facility management. It is a goal for the Town to bring on a facility manager (at least part-time) in the next 1-2 years in order to improve efficiency and coordination.
  - b. Most of the facility capital requirements from the departments are already being considered in the Town's 5-year Capital Plan.
  - c. Overall trend for Town Administration – regionalization:
    - i. Already: animal control, purchasing, schools.
    - ii. Under consideration: Dispatch - 911 calls. The State encouraging regions to consolidated public safety dispatch, and will no longer provide budget support to stand-alone town 911 centers.
    - iii. The town may be able to realize annual savings of several hundred thousand dollars from regional consolidation of Dispatch.

### Meeting w/ School District Superintendent and Facility Manger

- 1. Current physical status of the Peter Fitzpatrick School complex:
  - a. The complex includes A-, B-, C-wings
  - b. Air Conditioning - Only Center Office portion of the complex (located in A-wing) has AC, all other parts of the complex use window air-conditioner
  - c. Boiler – A-wing and B-wing have newer boiler, C-wing's boiler needs replacement

- d. Insulation – B-wing has single-pinned glass, C-wing has upgraded windows. Wings B and C are believed to have minimal insulation in the walls and ceilings. The A Wing was built to mid-1990s energy requirements, with higher standards.
  - e. The roofs of all three wings will need replacement within five years
  - f. Renovation cost (Items c, d, e) potentially \$3,000,000
2. The space needs for the current uses in the school complex are approximately as follows. These uses do not necessarily need to remain in the Peter Fitz School complex in case of redevelopment.
- a. Current needs of the Central Office

	# of employees	# of rooms/space needed
<b>The Central Office of the School District</b>		
Business Office	4	1 suite where the Manager has separate space
Human Resource Office	2	2 rooms (one with confidentiality)
Superintendent Office	2	2 (one for the secretary)
Assistant Superintendent	2 (share secretary with the Superintendent)	1
Special Education	2-3	3 (two of which need confidentiality)
Administrative/Tech Office	5 (two managers, 3 tech persons)	3 (one for each manager, and one for the tech persons)
Facility Manager Office	2	1
<b>Two Existing Programs</b>		
Gateway Program (18-22 year old)	12 students, 5 faculty	Office for each student
LEAP Program (age 3-5)	3-5 students, 3 faculty plus nurse	3 rooms (each with a bathroom)
<b>Total # of square footage: 3,000 – 5,000</b>		

- b. Potential new programs for the School District - Special Education Day School (for grades 1-8), plan to start small, with 15-20 students, potential 150 students.
  - i. Could fit in the new High School that is to be built by 2017 in Townsend, or fit in the Pepperell's elementary school (*see details below*)
  - ii. The current cost of these student's education is \$45,000/student, and close to \$60,000 including transportation

- iii. If this program could be located in the Regional School District, it could be a major money-saver for the Town
  - c. The Town's Food Pantry is located in the complex, the needs for space (if relocate) are:
    - i. At least 1,200 sq.ft. space to store the food
    - ii. 1 office with confidentiality
    - iii. 1 private room (for conversations regarding financial issues)
    - iv. Public bathroom
3. Trends of the School District:
- a. School age population is expected to stay flat or even slightly decline in the next 20 years
  - b. Regionalization is the overall trend in the public service realm, however, the School District is reluctant to have young children (esp. elementary school) to travel to another town for school every day.
4. School facility condition in the region
- a. The School District include three towns – Pepperell, Townsend, Ashby.
  - b. 3 elementary school, one in each town. The one in Pepperell is Varnum Brook School, built in 1977, capacity of 800 students, currently 500 students.
  - c. 2 middle-schools, in Townsend and Pepperell (Nissitissit). Nissitissit School was built 12 years ago, designed for 825-850 students.
  - d. 1 high-school in Townsend (now has 835 students). The high-school will be torn down, a new one is being built and will be open in September 2017, with planned capacity of 870 students (may be able to increase the number of students to 1,000).
  - e. Squannacook – pre-school center, now has 80 children. This building had major water damage, so now the students are temporarily located in the elementary school in Pepperell.
5. School District's efforts for long term facility planning
- a. The Facility Advisory Committee – formed this spring, before the voting for the construction of the new high-school, initially formed for the purpose of discussing the relocation of maintenance equipment – a new building will be built in the new high-school to address this problem.
  - b. The Committee has assumed responsibility for exploring the potential of coordinating the education planning within the School District. The goal is to consolidate certain services to achieve higher efficiency and education quality. Currently the committee is in the process of evaluating each building for current and potential uses. The findings and recommendations will be reported to the District School Committee.

- c. It may be appropriate and make sense for this planning work to be coordinated with the planning for the Peter Fitz school.

### Meeting w/ Fire Chief

1. Current setup
  - a. 5 full-time staff (four firefighter / paramedics, plus the Chief)
  - b. Usually the Chief and one on-duty firefighter-paramedics are in the office.
  - c. The Chief's part-time assistant works only on Friday
  - d. There are approximately 70 on-call firefighters and paramedics (20 paramedics, 53 firefighters), paid by calls and minutes – they usually have a formal day-job, so it is more difficult for them to respond during the day
  - e. Adjacent towns have reciprocal agreements to send crews to each other in case of major events
2. Space needs
  - a. Two Existing Fire House locations
    - i. Park Street. Capacity (2 double-bays) – 2 ambulances, 1 tanker, 1 engine/pumper
    - ii. 47 Lowell Road Capacity (6 bays) – 1 ladder truck (1970 model, to be replaced), 4 trucks, 1 rescue truck, 1 reel truck, 1 engine/pumper, 2 boats. Will switch to new ladder truck, which will be bigger and cannot fit into the existing bays
  - b. Current office of the Chief
    - i. Was used for training for the on-call firefighters and paramedics, now is used for the office of the Fire Department, and training is held in senior center
    - ii. Bedroom and kitchen for staff on-duty (12-hour shift)
    - iii. Storage
    - iv. Shower and laundry
    - v. Meeting room
3. Potential – Return the Fire Department to the Public Safety office, to be with the Police Department.
  - i. Requires additional renovation to the building;
  - ii. Requires additional parking
  - iii. Will increase operating and coordination efficiency
  - iv. Will free up space for training