

An aerial photograph of Jefferson Village, showing a winding road through a lush green landscape. The road is flanked by various buildings, including a large red brick building on the left and several smaller houses and commercial buildings on the right. The background is filled with dense green trees and rolling hills under a blue sky with scattered white clouds.

Jefferson Village

Village Center District
Final Report
March 11, 2020

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Purpose

This Village Center project is part of a broader response in modern planning to the changing planning environment. Towns and cities are turning back to their geographic roots – where buildings are dense, residents walk or take public transit, homes are closer to places of work, public spaces are common and actively used, and different uses complement, rather than avoid, each other. Recent changes in urban patterns stem from people’s evolving expectations about the places they would like to live, but also changing environmental constraints. Village Centers balance conservation with development, efficiency with options, and scale the benefits of dense urban cores down to the town-level. They are part of a new Smart Growth outlook. The Town of Holden seeks to establish a Village Center in Jefferson Village and revive the historic mill town for a new age. This report summarizes the conditions in Jefferson Village, identifies strengths, weaknesses, and key issues, and reviews existing and proposed zoning.

Anatomy of a Village Center

Village Centers lay the groundwork for a vibrant sense of place, life, and opportunity in the heart of towns like Holden. Village Center Districts have the potential to promote jobs and business opportunities, provide housing that appeals to a diverse group of people, and concentrate public amenities. In Massachusetts, many village centers are inherited landscapes. These patterns pre-date modern zoning and technology. Village centers were traditional settlements where commercial, residential, institutional, and civic land uses were concentrated in order to collaborate and provide diverse goods and services to surrounding farms. They were centers of production, distribution, and transportation. The initial geography of village centers was driven by functionality, as formal planning regulations did not exist. Housing sprung up within walking distance to the town common or the local mill, schools were established nearby, and commercial and civic buildings benefited from placing themselves with easy access to local anchor sites (rivers, mills, harbors, etc.). In Massachusetts, many of these village centers endure today through preservation or adaptive re-use efforts.



Figure 1: Village Center Streetscape

The status-quo model for American zoning since the late 1920’s emphasizes the separation of land uses. The United States established a new untested model for development based on emerging technological opportunities, largely automotive, and we zoned our communities accordingly. Some pressures to separate land uses stemmed from urban health and other social concerns. Problems ranging from overcrowding to industrial pollution argued for the separation of industrial, residential, and commercial purposes. Other expansions of technology and production like railways, automobiles, and modern housing helped shape geographic patterns and, later, zoning regulations. The classic “American Dream” suburbs boomed after WWII as society shifted from wartime production to peace-time consumption. The very different economic, social, and political pressures on society were reflected in the changing geography of development. The groundwork was set for suburban sprawl.

Conversely, historic village centers are characterized by multiple-story buildings set close to the road. In many cases, there is on-street parking adjacent to sidewalks and buildings with pedestrian access. Especially desirable areas contain small pockets of parking mixed in with commercial buildings and other uses that generate frequent visitors, such as a post office or a civic building. In these traditional New England town centers, a civic core was often the original foundation for the other development nearby. Town Commons and other more open civic spaces remain intact in many towns throughout Central Massachusetts.



Figure 2: Civic Uses Often Defined the Center

In Holden, village centers developed around mill sites that sprang up next to water sources. The town today is still heavily influenced by industrial patterns of development. The Master Plan (2019) describes Holden's geographic patterns so:

*The **Main Street Corridor** dominates local traffic flow and commerce. It runs directly through the **Holden Center** which is the historic core of the Town, found at the intersection of Main and Highland Streets. The Holden Center encompasses the Town Hall, Gale Free Library, Davis Hill School, Senior Center, Town Common, First Congregational Church, municipal offices at the Starbard Building, and popular new commercial ventures. Residences in the area are generally older and denser. Some have been converted to office or other commercial uses, lending a pleasant aesthetic to the area. **Jefferson Village** can be found by continuing north along Main Street to the old Jefferson Mill site. This village features a small cluster of mixed residential and commercial uses at the intersection of Main Street, Princeton Street, and High Street. The Town has long recognized the potential to bring this village to life. **Dawson** and **Chaffinville** can be found following Main Street south from the Holden Center. **Dawson** encompasses the intersection of Main Street and Salisbury, including the Dawson Elementary School, Dawson Recreation Area, and Town Pool. **Chaffinville** is closest to the City of Worcester and surrounds Chaffin Pond. It is home to one of Holden's industrial areas while also incorporating commercial and residential use. All of these villages are sites of denser mixed-use historic development that can be leveraged today. In addition to traffic and commercial corridors, Holden has been successful in preserving wildlife corridors between conservation parcels in the open space network. However, modern development has occurred predominately as low-density, large parcel residential growth that eats away at both historic and natural land use patterns. As development continues, the Town seeks appropriate methods to manage growth.*

In a world faced with climate change and tightening energy, water, land, and housing resources, people are turning back to historic patterns of development. Modern zoning has made much of the historic villages non-conforming in either use and/or dimensional criteria. In order to revitalize these desirable land use patterns, Village Center zoning was developed using the following general principles:



Figure 3: Dense Mixed Use

- Specialized dimensional requirements (i.e. setbacks)
- Building and site design criteria
- Options for mixed-uses
- Moderate additional development density
- Clear procedures for Planning Board and developer to provide a development that meets respective needs

The Village Center zoning process begins by identifying a particular area, or areas, in a municipality whereby a new Village Center zoning district or overlay district may be useful. In some cases, zoning changes are intended to support existing desirable buildings and Village Center characteristics. In others, zoning changes are intended to jump-start a longer-term vision from scratch.

By re-zoning Village Centers appropriately, Towns can minimize the amount of new infrastructure otherwise needed to catalyze desirable new development or redevelopment, since Village Centers already feature many beneficial characteristics (compact buildings and uses, narrow streets, utilities, etc.).

Village Center Zoning aims to:

- Create village scale zoning districts for existing areas of activity, or areas where this may be suitable in the future
- Facilitate new development (and re-development) designed to follow traditional New England villages in terms of its physical design, scale, mix of uses, and visual character
- Provide for the development of new housing units in areas where the current commercial zoning does not allow new units in order to create a synergy between residential and non-residential uses
- Encourage more commercial and residential development in the Village Center areas where some or all of the following characteristics exist:
 - Infrastructure, such as water, sewer, sidewalks
 - Services and uses that create consistent visits, such as: banks, churches, post office, etc.
 - A mix of businesses, multifamily residential, and civic uses
 - Areas with on-street or off-street parking that could allow the option to walk to more than one place

Uses

Broadly defined, Village Centers mix residential, commercial, open space, and sometimes light industrial uses. By creating a distinct district, in contrast to an overlay, Village Centers can dictate their own standards for each of the base uses. This improves the fit of the zoning standards to the intended outcome. Village Center Districts often allow multi-family, eating and drinking, artistic, civic, local business, personal service, recreational, and public space uses, to name a few. Commonly prohibited uses include heavy industry, single family residential, big box commercial, and one-story buildings.



Figure 4: Ground Floor Commercial, Upper Apartments

The most fundamental element of a Village Center District is *mixed-use*. Such mixes can occur horizontally or vertically. Mixed-use typically combines residential uses in proximity to commercial, open space, and/or light industrial uses. Village Center zoning districts provide an opportunity to reevaluate the housing types that are desirable in certain areas in a town. Often times zoning regulations are outdated and do not match the Town's vision or ideal development patterns. Significant geographic isolation of uses has occurred since the 1950's. In most cases, commercial districts still in place from that era prohibit or severely restrict the ability to create apartments above the first floor in storefront buildings, as was typical from the 1700's up to World War II.

Many bylaws are written such that a property must have additional square footage for each new housing unit that is added. In some cases, as much as 10,000 square feet is required for each new unit constructed. Regulations such as these run contrary to the lot sizes that are found in the most desirable development patterns established before the commercial zoning was put in place, such as Village Center zoning.



Figure 5: Apartment Building (4 - 8 Units)

The importance of dense housing only continues to grow, but most bylaws and permitting processes contain too many obstacles for developers or property owners to risk investing in building much-needed additional housing units in downtown areas.

Similarly, a town may have a vision for a central core area that allows mixed use development. However, this type of use may be prohibited under current regulations. By establishing a new zoning district or an overlay district, the rules and regulations relevant to an area can be carefully tailored to promote the desired types of use. Buildings can be designed with smaller setbacks or reduced footprints to encourage density, infill, and walkability. Towns are then better equipped to match real development with their overall vision for the community. The Village Center District process allows for existing constraints (such as a lack of infrastructure or existing zoning regulations) to be catalogued and analyzed, and for recommendations

to be made based on potential findings. The more closely tailored and detailed a Village Center zoning bylaw can be to the desires and goals of the Town, the easier new development proposals can be assembled for local regulatory review and approval.

Encouraging Mixed-Use Development

In addition to increasing walkability by siting buildings closer to the road, Village Center zoning attempts to increase compact development by discouraging single-use sites. For example, many fast food restaurants and coffee shops are built as the only building within a larger parking lot. As a result, patrons are required to drive to this specific shop, purchase items, and then drive to their next location. This development pattern encourages sprawl by increasing the distances shoppers must travel to accomplish various tasks. Allowing for, and incentivizing, mixed-use development can combat this issue by making it possible for shoppers to move from one diverse stop to the next, without having to drive to a different area. If existing zoning bylaws do not allow for, or perhaps even explicitly prohibit, mixed use development, this compact form is unlikely to exist in Town.

In addition to the benefits of the core or center, Village Districts also feature a useful transitional area that flows between the denser commercial core to the typically residential, surrounding areas. This transition zone can host uses compatible with home businesses in existing buildings. Please note also that when shoppers can access more than one store or use on foot, such an area will eventually contain the types of uses that are subject to convenience shopping or multiple-destination trips.

Parking

Modern Village Centers must adapt to the reality of automotive technology. Zoning can re-evaluate the logic of driving and parking in the Village Center, but it cannot remove the car as a design factor entirely, as in the past. In the 1950s and 1960s, parking requirements were heavily influenced by the goal of providing convenient and visible parking for developments. Parking was created for each property and, in many cases, each individual use. Lot sizes had to increase in order to accommodate parking. Lot frontages also increased, to accommodate a building and parking/driveway access. Increasing lot sizes further separated land uses and only further decreased walkability. By the 1970's and 1980's, sprawl worsened as the



Figure 6: Undesirable Automobile-Oriented Development



Figure 7: Vertical Mixed-Use Development



Figure 8: Parking Lot

types of uses changed and overall building sizes skyrocketed, and buffer landscaping was added.

In most towns, those standards remain in place today. Buildings built in and after this time period tend to be set back from the road, leaving a large space between the exterior front wall and the roadway. Designing site plans in such a way ensured that there was plenty of room for parking to be located close to the road, making it visibly easy to drive to various commercial and retail establishments. However, this development pattern, which relies heavily on automobile travel, is in stark contrast to recent established best practices that focus on smart growth and multi-modal transportation. Finally, modern development of malls and shopping centers in outlying areas depleted the tenants of denser 1960's-era and Village Center buildings.

Village Center zoning tackles standard parking assumptions. Many bylaws reduce the minimum parking requirements or replace them entirely with parking maximums. Bylaws also explore shared parking, offsite parking, and green parking solutions. Where necessary to supply parking, Village Centers often require that new developments locate their parking around back and away from the street. This change allows for new structures to be located close to the roads and sidewalks, thereby increasing the likelihood that someone may walk to the building rather than drive. Local Planning Boards reserve the right to allow variable parking strategies, as may be necessary, by special permit.

Design Guidelines

Village Centers strive to take advantage of both their historic patterns and their historic aesthetics. Design Guidelines or Standards are often drafted in conjunction with Village Center Bylaws. New businesses that choose to locate within the district are recommended to or required to, depending on whether the Town adopts *guidelines* or *standards*, comply with these new regulations. Such guidelines are thereby another tool for the Town to influence the type of development occurring in the district. They can cover a variety of elements including:

- Gateways and Wayfinding
- Style and Materials
- Driveways and Parking
- Sidewalks and Pathways
- Open and Recreation Space
- Landscaping
- Arts and Culture
- Lighting
- Utility Areas
- Drainage and Stormwater
- Bulk Massing and Scale
- And more

Strongly written design guidelines/standards not only allow the Town to direct the type of businesses that are built or established, but they provide municipal officials with the agency to influence the look and feel of architectural components of new development as well. This should allow the vision and goals of the community to be more closely met.



Figure 9: Historic New England Architecture that Towns Can Preserve and Emulate Through Design Guidelines

Permitting

Instituting a new zoning district provides communities with an opportunity to change the allowable uses permitted by right. Some communities may currently allow certain uses only by special permit. While in some cases, a special permit requirement is necessary, this process may serve to deter potential developers from investing in a particular property. They may fear that the intended use will not be allowed and thus their time and money invested into the process will be wasted. Village Center zoning does not preclude the Planning Board establishing certain uses by special permit. However, allowing certain uses by-right or through Site Plan Review-only is a tool community can use to increase the instances of desirable uses in the district.

Creating a zoning district or overlay district with an appropriate list of suitable uses allowed by-right can be a major factor in encouraging certain development projects to take shape. The key to establishing more uses by-right or through site plan review is a well-drafted bylaw. The bylaw needs to include a set of design standards specific and detailed enough to ensure that the Town covers all of the criteria necessary to ensure development compatible with the Village Center vision. This includes building siting and massing (How close to the street? How many stories?); site and building design (What should it look like architecturally? What kind of landscaping?); and tricky details like parking and signage (Lower parking threshold? Shared parking? Specific sign designs?).

In addition to instituting new design standards and allowing certain uses by right, Village Center zoning can allow minor changes to be made to existing structures without requiring developers to fully comply with certain requirements nor apply for a special permit. For example, a developer may see the need to make certain changes to signage or be required to make alterations to a building for handicap accessibility. It is important for a bylaw to allow for a range of flexibility for smaller projects and building renovations, or for certain changes in use to occur with minimal permitting processes. In the case of a larger development project that requires demolishing existing building stock and building new structures, existing bylaws usually do not effectively consider the look and character of a new building or site design. Adopting updated and well-thought out design guidelines can be a major component in making a new development project fit within the larger context of the Town's development strategy, as well as make it easier for a developer to plan for, and a local board to review and approve.



Figure 10: Design Guidelines Can Ensure New or Re-Development Reflects the Character of Jefferson Village



Figure 11: Village Center Elements Applied to Jefferson Village

Jefferson Village

Overview

CMRPC has worked with the Town of Holden Planning Board since 2015 to establish a local Village Center. The Town of Holden identified the Jefferson Village and former Jefferson Mill site as a perfect opportunity to revitalize a local Village Center. The Village Center Zoning process occurred in three phases. Phase I *Development of a Model Village District Bylaw* concluded in 2015. Phase II *Analysis and Customization of Village Center Bylaw* began in October of 2015. This report documents the results of Phases II and III. Phase III (2017-2019) finalized the study area, created zoning bylaw text amendments, and implemented the new Village Center zoning for consideration at Town Meeting. The final phase of this project was funding through a grant awarded to CMRPC by the Executive Office of Energy and Environmental Affairs (EEA) and a local match provided through the District Local Technical Assistance program (DLTA).

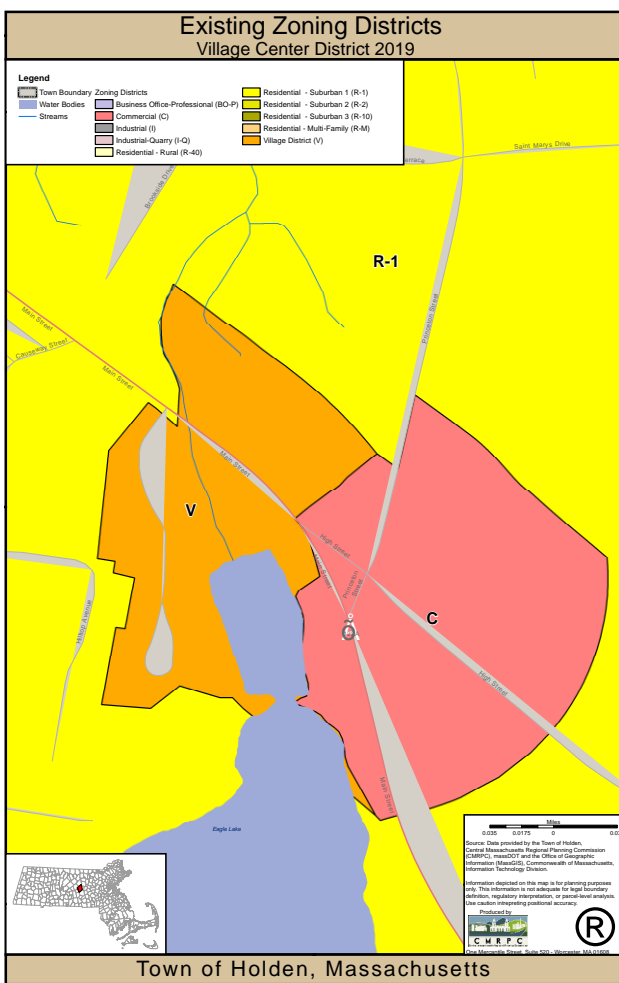
Jefferson exists as a village on several levels. Geographically, Jefferson Village is the old mill village for the Jefferson Mill. Jefferson also features developments zoned under the current village zoning bylaw (Chapter 7.1 Section 14) and is overlaid by a mixed-use district (Chapter 7.1 Section 11). Lastly, it is the proposed site of a new Village Center District. Several iterations of similar zoning approaches have attempted to spur

development of the Jefferson Mill – the area’s anchor development project. This report identifies existing zoning constraints and discusses how the language of the proposed Village Center District addresses these obstacles.

Study Area

The study area extends from 1592 Main Street on the eastern edge, to 1676 Main Street on the western edge, and northward to 41 Princeton Street. Generally, this area represents the areas currently zoned *commercial* and *village*. The existing zoning map (Map 1) depicts the areas currently zoned *village* in orange, *commercial* in pink, and *Residential-1* in yellow.

Map 1 Existing Zoning Districts



Zoning Analysis

Based on an initial review, CMRPC recommended the Town pursue a new Village Center zoning district in Jefferson. The transformation of Jefferson Village into a vibrant village center will require further development, not the least of which is the successful conversion of the Jefferson Mill. Overly complex zoning can deter developers or property owners from pursuing the kinds of projects the Town seeks in this area. The existing complexity of zoning in the area, described below, is one, but not the only, obstacle to the revitalization of Jefferson Village.

Uses

The study area is currently divided between *village*, *commercial*, and *Residential – 1* zoning districts. CMRPC examined the existing zoning bylaws and use table to determine the extent to which existing zoning regulations line up with Village Center principles. Typical Village Center uses include mixed-use, multi-family housing, restaurants and other entertainment options, commercial opportunities, and personal services. The use table in Figure 12 show the uses and permitting requirements of the current *commercial* district (orange) and *village* district (purple). This can be compared to the proposed

by-right, special permit, and prohibited uses in the Phase III bylaw found starting on page 20. Please note that village developments are currently only allowed by special permit. Consideration was given to allow the most desirable uses “by-right” in the new district as a way to incentivize these uses over Special Permit Uses, and facilitate general development of the village.

COMMERCIAL ZONE

Permitted

- Consumer or Commercial Service Establishments (see full use table list)
- Personal Service Establishments
- Business Offices
- Planned Business Development
- Banks for Financial Institutes
- Vehicle Dealerships
- Vending Machines (as principle use)
- Department Stores

Special Permit

- Mixed-Use Development
- Restaurant
- Consumer or Commercial Service Establishments

VILLAGE ZONE

Permitted

- None

Special Permit

- All Village Developments including:
- Two, three, and four family dwellings
- Duplex
- Townhouse
- Multi-family
- Conversion of existing dwellings to 2, 3, and 4 family dwellings
- Department Stores
- Restaurants
- Vending Machines (as principle use)
- Personal Service Establishments
- Business Offices
- Planned business development
- Banks or financial institutions

Figure 12 Use Table for Commercial and Village Districts

Table 1. USE REGULATIONS

RESIDENTIAL	R-40	R-1	R-2	R-10	R-4	C	CO-P	I	IC	V	RETAIL AND SERVICE	R-40	R-1	R-2	R-10	R-4	C	CO-P	I	IC	V
3. Two, three and four family dwelling and duplex not in cluster	-	-	-	S	P	-	-	-	-	S	1. Stores usually selling one or a combination of two or more of the following: dry goods, apparel and accessories, furniture and home furnishing small wares, hardware and food for home preparation	-	-	-	-	-	P	-	-	-	S
4. Duplex	S(C)*	S(C)*	S(C)*	S(C)*	S(C)	-	-	-	-	S	2. Restaurant	S	-	-	-	-	S	-	-	-	S
5. Townhouse	S(C)*	S(C)*	S(C)*	S(C)*	S(C)	-	-	-	-	S	3. Sales by vending machines as a principal use	-	-	-	-	-	P	-	-	-	S
6. Multi-family dwelling	-	-	-	-	S	-	S	-	-	S	4. Establishments selling new automobiles or new and used automobiles and trucks or antique automobiles, new automobile tires and other accessories, aircraft, boats, motorcycles and trailers	-	-	-	-	-	P	-	-	-	-
11. Conversion of existing dwelling to 2, 3, and 4 family dwelling, provided that the exterior appearance is not altered with exception of additional entrance, fire escapes or the like	-	-	-	S	P	-	-	-	-	S											
14. Mixed Use Development	-	-	-	-	-	S	S	-	-	-											

RETAIL AND SERVICE	R-40	R-1	R-2	R-10	R-40	C	E	P	I	IG	V
7. Personal service establishments	-	-	-	-	-	P	-	-	S	-	S
A. THE FOLLOWING CONSUMER OR COMMERCIAL SERVICE ESTABLISHMENTS: Beauty Salon; Travel Agent; Dog Grooming; Barber Shop; Florist; Baker; Bookstore; Security Service; Security Equipment; Photography Services; Equipment; Supplies; Dry Cleaning; Maintenance Services; Catering; Computer Sales & Service; Health Club; Exercise Facility; Copy Services; Shipping; Faxing; Mailing Services; Dance Instruction; Dental; Medical Laboratory; Office Equipment & Supplies; Employment Agency; Pet Shop; Electrolysis; Hobby & Craft Supplies; Limousine Service; Liquor Store; Locksmith; Pharmacy; Music Instruments & Instruction; Printing; Publishing; Testing Services; Secretary; Other Office Services; Sporting Goods; Tailor; Tanning Salon; Toys; Typewriter Sales & Service; Upholsterer; Video Rental.	-	-	-	-	-	P	-	-	-	-	-

RETAIL AND SERVICE	R-40	R-1	R-2	R-10	R-40	C	E	P	I	IG	V
B. OTHER CONSUMER OR COMMERCIAL SERVICE ESTABLISHMENT	-	-	-	-	-	S	-	-	-	-	-
11. Business Offices	-	-	-	S	S	P	-	-	S	-	S
20. Planned business development (see Sec. XI-J-3-d)*	-	-	-	-	-	P	-	-	P	-	S
22. Banks or Financial Institutions	-	-	-	-	-	P	-	-	-	-	S

Also in effect is a Town-wide Mixed-Use Development bylaw, which permits two, three and four family dwellings, duplexes, and townhouses to be built in Commercial and Business Office – Professional Zones, in addition to their base uses. This allows for residential development in the half of the study area (*commercial*) which otherwise prohibits housing. Much of the housing in the *commercial* zone pre-dates the district.

CMRPC conducted a parcel-level analysis of uses in the village center (Maps 2 and 3). The parcel level zoning map (Map 2) shows a greater diversity of zoning which does not entirely align with the geography of the current *village* and *commercial* districts (Map 1). The creation of a new Village Center district will standardize zoning in Jefferson Village and allow the Planning Board to tailor the district to the specific uses it might want to encourage, discourage, or prohibit. This is in comparison to an overlay approach, such as the existing mixed-use overlay, in which the uses and dimensions of the underlying zone remain in effect. The *commercial* zoning district does not readily support relevant new uses, such as small multifamily housing, restaurants, or offices. Existing zoning provisions force stakeholders to assemble numerous smaller lots into one larger single-owner lot to be eligible for development. This process is burdensome and limits the options for the owners of the existing smaller lots to consider changes now or in the future.

Map 2 Existing Zoning (DOR) by Parcel



The real use of each parcel in the district can be seen in Map 3. Existing uses are compared to desired uses in the proposed Village Center District Bylaw in Table 1. Proposed Special Permit uses are marked (SP). Existing uses which will be prohibited from expansion in the new district are *italicized*.

Map 3: Existing Use (DOR Use Code) by Parcel

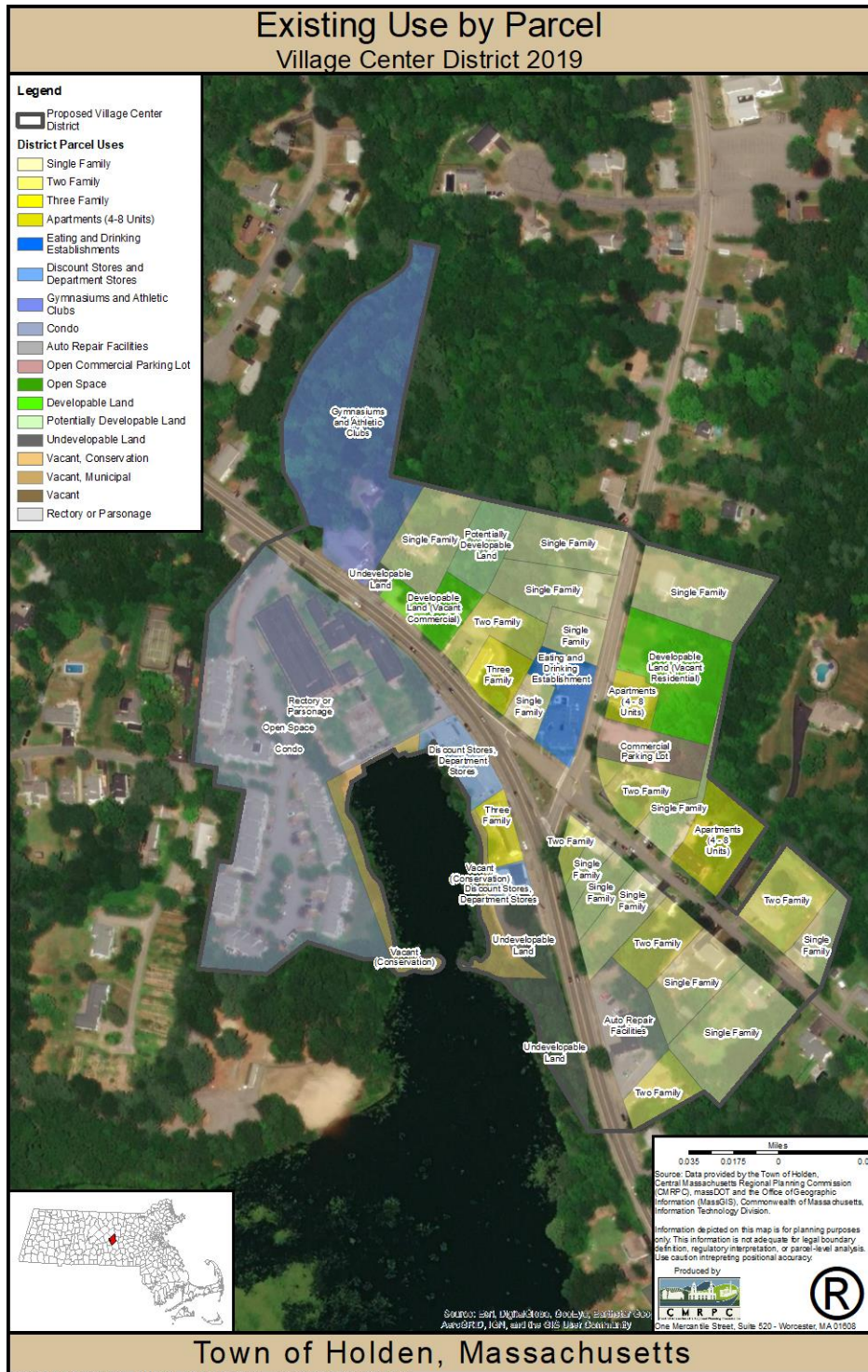


Table 1: Existing Uses in Jefferson Village Compared to Additional Desired Uses (from proposed bylaw)

Existing Uses	Additional Desired Uses
<p>Residential</p> <ul style="list-style-type: none"> • <i>Single Family</i> • Two Family • Three Family • Apartments (4-8 Units) • Condos <p>Commercial</p> <ul style="list-style-type: none"> • Eating and Drinking Establishments • Discount Stores and Department Stores • Gymnasiums and Athletic Clubs • <i>Auto Repair Facilities</i> • Parking Lot <p>Open Space</p> <ul style="list-style-type: none"> • Open Space • Developable Land • Potentially Developable Land • Undevelopable Land • Vacant Conservation • Vacant Municipal • Vacant <p>Other</p> <ul style="list-style-type: none"> • Rectory or Parsonage 	<p>Mixed Use</p> <ul style="list-style-type: none"> • Mixed-use structure, with residential dwelling units above non-residential use • Live-Work Space <p>Commercial</p> <ul style="list-style-type: none"> • Offices • Outdoor seating associated with restaurants or cafes • Banks and pharmacies • Medical Offices • Inns, bed and breakfasts of up to (6) rooms • Personal health and Exercise facility. • Personal service establishment. • Funeral Homes. • Brewery, distillery, winery (SP) • Brew Pub (SP) • Grocery Store (SP) • Consignment, thrift, and retail incubator stores (SP) • Business incubators, co-working spaces, and maker spaces (SP) • Inns, bed and breakfasts from (7) to (12) rooms (SP) • Assisted living facilities and adult day care facilities (SP) • Movie House (SP) • Liquor Stores (SP) • Indoor Recreational Facilities (SP) • Body art establishments (SP) • Farmer's Market (SP) • Outdoor Markets (SP) • Performance and Assembly Halls (SP) <p>Public Amenities</p> <ul style="list-style-type: none"> • Schools • Playgrounds • Parking, biking and pedestrian facilities • Civic Use • Village Open Space

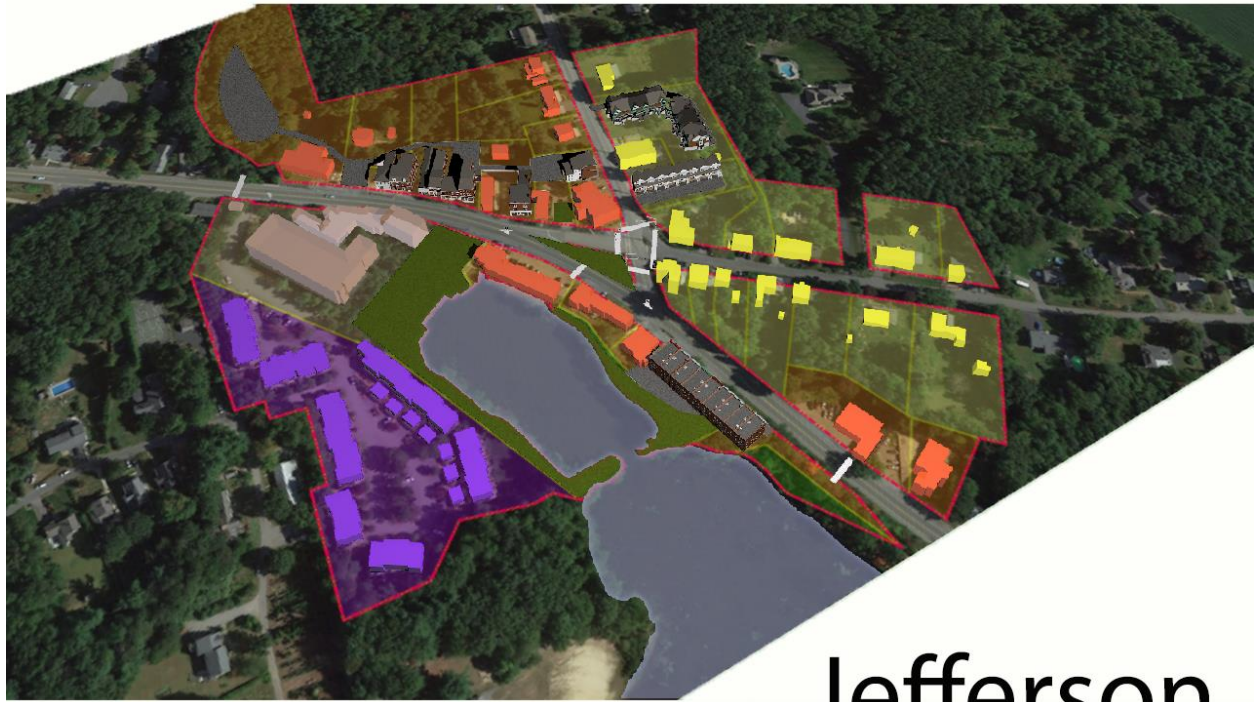
Village Center districts are well positioned to encourage adaptive reuse of existing structures. Any new districts in Jefferson Village should allow for the development of the vacant portion of the Jefferson Mill in line with what has already been approved by Special Permit. Specifically, that Special Permit approved 47 residential units within two existing buildings. Another future use example would be a hypothetical conversion of the existing automotive repair shop to a café, such as the popular Rose 32 in Gilbertville.

The Village District bylaw should allow for and anticipate the redevelopment of properties over time. The Town can play a role in ensuring redevelopment of these parcels will be more in line with the desires of the community than if they were either left in decay, or developed for additional automobile-oriented uses. In the case of larger residential structures, Village Center zoning could allow for these houses to be renovated so that they contain a larger number of units than currently allowed. Such scenarios would encourage new uses without requiring extensive development and or construction of new facilities and infrastructure.

Redevelopment can also include the construction of new buildings that are closer to the road and with multiple uses to support the Village Center concept. The revised zoning should include dimensional requirements that allow for this redevelopment. Additionally, there are a significant number of small lots identified in the Study Area Inventory. The bylaw should ensure that small lots are eligible for mixed-use and dense small-scale residential development as well.



Figure 13: Adaptive Reuse and Infill Development



Jefferson

Village Center District Density

Figure 14: Example of Building Out the Village Center District

Dimensional Requirements

The initial phase of the project inventoried 28 properties in the study area. Approximately 18% of the lots were non-conforming to the minimum lot area; meaning that those lots would be too small to meet the current requirements. If owners ever hope to develop or redevelop those properties, they will be ineligible unless they combine multiple adjacent parcels. The primary constraint to development in Jefferson Village is the five-acre minimum parcel requirement. This minimum parcel size directly conflicts with the intended geography of the Village Center district. As such, the Planning Board set the new district minimum lot size to 12,000 square feet contiguous buildable area, based on the size of the smallest study-area parcel.

Similarly, district setbacks required amendment. Based on observations, many of the existing buildings are closer to the front property line than 30 feet (the minimum setback requirement). Without adjustment, new buildings could not be built near or on the front property line, as is generally desired in a Village Center area. During Phase III, the building setbacks were lowered from a minimum required setback of 30 feet to 10-18 feet for non-residential or mixed use, and no required setback for residential uses. This improves the walkability of development in the district and allows lots to be more densely built-out.

Figure 15 Jefferson Village Existing Zoning District Dimensional

» Jefferson Village's Zoning District Dimensional Requirements:

ZONING DISTRICT	MIN. LOT AREA (Sq. Ft. or Acre)	MIN. LOT Frontage (Ft.)	MIN. FRONT SETBACK (Feet)	MIN. OTHER SETBACK (Feet)	MAX. BLDG COVER AGE (%)	MAX. HEIGHT OF BLDG (Feet)
C	10K sq. ft.	64	30	15 side 30 rear	50	30
R-1	40K sq. ft.	100	30	15 side 20 rear	20	30
V	*	150	30	15 side 15 rear	N.A.	35

* = the greater of five (5) acres or 10,000 square feet plus 3,500 square feet for each residential unit more than two.


Study Area Inventory

Figure 16 and Table 1 provide a visual inventory of parcels and buildings in the study area.








Figure 16 Parcel Inventory










Table 1 Study Area Inventory

Map Ref.		Address	Current Land Use	Zoning	Parcel Size	Conforming	
1		1676 Main Street	Commercial Fitness Center	Commercial	3.08 acres	Yes	
2		Main Street	Vacant	Village		Yes	
3		1672A Main Street	Single family Home	Commercial	.59 acres	No	
4		Main Street	Vacant	Village	.79	Yes	
5		Main Street	Vacant	Village		Yes	
6		1664 Main Street	Two-Family Home	Commercial	.41	No	









7		1656-1660 Main Street	Mixed Use Retail Three Family	Commercial	.31	
8		1650 Main Street	Single Family	Commercial	.18	Yes
9		1 Princeton Street	Commercial Restaurant	Commercial	.48	No
10		29 Princeton Street	Single Family	Commercial	.25	Yes
11		35 Princeton Street	Single Family	Commercial	.54	No
12		41 Princeton Street	Single Family	Residential- 1	.53	No
13		40 Princeton Street	Single Family	Commercial	.78	Yes








14		Vacant Princeton	Vacant	Commercial	.96	No
15		22-24 Princeton Street	Four Family	Commercial	.23	Yes
16		Princeton Street	Vacant	Commercial	.43	Yes
17		10 Princeton Street	Two-Family	Commercial	.40	No
18		190 High Street	Single Family	Commercial	.26	No
19		184 High Street	Four-Family	Commercial	.56	Yes
20		178 High Street	Single Family	Commercial	5.16	No







21		172 High Street	Two-Family	Residential	.59	Yes
22		164 High Street	Single Family	Commercial	.28	No
23		169 High Street	Single Family	Industrial	.91	No
24		1592 Main Street	Two-Family	Commercial	.30	
25		1594 Main Street	Auto Repair	Commercial	.64	Yes
26		175 High Street	Single Family	Industrial	.46	No



27		185 High Street	Two-Family	Industrial	.38	
28		189 High Street	Single Family	Industrial	.39	No
29		195 High Street	Single Family	Commercial	.25	No
30		197 High Street	Single Family	Commercial	.18	No
31		201 High Street	Two-Family	Commercial	.12	



32		1625 Main Street	Store/Shop	Commercial	.35	Yes
33		1635 Main Street	Three-Family	Commercial	.19	Yes
34		1655 Main Street	Three-Family	Village	.36	



Potential Constraints

The cornerstone of Jefferson Village, the Jefferson Mill, faces several factors that limit development of the mill project and the surrounding village:

1. The layout and design of Route 122. In this area, the travel speed of vehicles is greater than in a true Village Center area. The speed, road layout, and lack of sidewalks, crosswalks and pedestrian amenities will limit and/or restrict to some extent the future of this area as a true Village Center until updated. At the same time, Route 122 is also under the jurisdiction of MassDOT, not the town, so they will need to be consulted to move forward with any road-related development in the village center (sidewalks, bike lanes, cross walks, etc.)
2. The question of Eagle Lake and the Eagle Lake Dam must be answered before any significant development is likely to take off. The dam, which turned the local stream into Eagle Lake for the past 200 years, is structurally unsound. Ownership and therefore maintenance responsibilities are divided among three groups, one of which refuses to acknowledge ownership. The Department of Conservation and Recreation has hired a consultant to conduct a follow up dam study to the one conducted by the town in 2018. Possible future scenarios include rehabilitating the dam or returning the stream to its natural state. The conversation over the future of Eagle Lake is ongoing.

The water body significantly reduces the amount of developable, or re-developable land along the east side of Route 122. The land currently above the waterline is zoned Commercial but is also fairly limited.

3. There are waterbody and wetlands protections at play within the Jefferson Village area. In addition to the flood zone around Eagle Lake, future development will also be shaped by the riparian corridor flowing from the Eagle Lake Dam, under the mill, and out through the north-western most parcel. The north-west portion of the district must also contend with wooded marsh lands. Though the future of Eagle Lake is much in question, there will be a water body present the Town can leverage as it revitalizes the village.

Phase III: Proposed Bylaw Changes

For Phase III of the Village Center Study, CMRPC drafted a Village Center District Bylaw with the Holden Planning Board, which will replace the existing Mixed-Use Overlay in Jefferson. The key components of the proposed bylaw are outlined below. The draft bylaw was completed in June 2019 and will be taken to Fall Town Meeting in 2019. The Village Center District boundaries match that of the Mixed-Use overlay district. While overlay districts are more politically expedient, they complicate the terrain developers, businesses, and residents must navigate, occasionally impeding rather than facilitating the intended development process. The Planning Board has elected to establish a new district in order to simplify development of the Jefferson area.

Uses

The new Village Center District Bylaw outlines the following categories of use:

By Right

- Mixed-use structure, with residential dwelling units, above non-residential use, subject to the dimensional and density provisions in Section 9
- Eating and drinking establishments, including cafes, bakeries (without drive-thrus)
- Offices
- Outdoor seating associated with restaurants or cafes, including sidewalk cafes, courtyard or terrace dining and similar uses
- Banks and pharmacies (without drive-thrus)
- Medical Offices
- Schools
- Playgrounds
- Inns, bed and breakfasts of up to (6) rooms that provide overnight accommodations and meals provided to transient individuals for compensation
- Personal health and exercise facility.
- Parking, biking and pedestrian facilities.
- Civic Use
- Personal service establishment
- Funeral Homes
- Village open space
- Live-Work Space: A dwelling unit in which up to 60% of the total gross floor area is used for the production, showing and sale of art or handcrafted artisan crafts
- Year-round greenhouses (less than 5 acres)
- Auction Galleries and Flea Markets
- Indoor amusement and recreation services
- Outdoor amusement and recreation services

Special Permit

- Brewery, distillery, winery
- Brew Pub
- Grocery Store
- Consignment, thrift, and retail incubator stores
- Business incubators, co-working spaces, and maker spaces
- Inns, bed and breakfasts from (7) to (12) rooms that provide overnight accommodations and meals provided to transient individuals for compensation
- Assisted living facilities and adult day care facilities
- Two-Family Homes
- Multi-Family Dwellings and Apartment Complexes (a maximum of 6 units)
- Movie House (maximum two screens, indoor, excluding adult entertainment motion picture theaters, as defined by M.G.L. Chapter 272, Section 31 and excluding drive-in movie theatres)
- Liquor Stores
- Indoor Recreational Facilities
- Body art establishments and practitioners, subject to complying with Chapter 5.5 of the Town of Holden Body Art Rules and Regulations
- Farmer's Market (the temporary outdoor retail sale of agricultural, horticultural or floricultural produce between May 15 and November 15, subject to appropriate licensing requirements)
- Outdoor Markets (subject to appropriate licensing requirements)
- Performance and Assembly Halls up to 10,000 sf in gross floor area.
- Home Occupations

Prohibited

- Single Family Homes
- One-story buildings
- Retail operations with more than ten thousand (10,000) square feet of gross floor area on any individual floor.
- Automotive car washing establishments
- Bulk Storage or Self- storage facilities
- Animal Kennels
- Gaming or Gambling facilities licensed by the Commonwealth of Massachusetts
- Pawn shops
- Drive-thrus / Drive-thru facilities.
- Gas stations or automotive repair facilities or garages
- Day camp or other camp

Dimensions

The dimensions of new development or redevelopment in the Village Center District are required to fit with existing development in the area. Compatible dimensions are as follows:

- **Minimum Lot Size:** 12,000 square feet of contiguous buildable area
- **Height:** not to exceed 35 feet or three (3) stories
- **Setbacks (Non-residential/Mixed Use):** 10-18 feet

- **Setbacks (residential):** None
- **Frontages:** 50 feet at the front lot line
- **Roads:** encouraged to be designed for low speed travel and therefore would be encouraged to be built narrower than normal town standards.

The Planning Board may allow for density bonuses for the following:

- **Mixed Use Density Bonuses:** The Planning Board may allow for density bonuses for the following:
 - Dwelling unit density of a maximum of two (2) units per acre for mixed use structures
 - If retail operations a) are provided on the entire ground floor of a mixed-use structure or b) comprise 50% of the mixed-use structure, then retail is permitted a maximum of twenty thousand (20,000) square feet of gross floor area on any individual floor.

Permitting

Special permits may be granted by The Planning Board for projects that “provide opportunity to develop coordinated mixed-use developments that include a diverse use profile and act as centers of commerce and activity within the district”. Projects must meet the 12,000 square feet minimum lot size. The following proposed development scenarios can be accommodated through a special permit:

- Up to 10% ground floor residential
- Up to 60% residential use in mixed-use developments
- Up to 40% office use
- Up to 40% retail use
- Up to 30% personal service establishments
- Minimum of five percent (5%) civic use
- At least twenty percent (20%) of the site as open space accessible to the public

Additional Design Provisions including façade, sign, and site design regulations are outlined in the bylaw. Special Permit projects are still obligated to meet the following standards:

- i. Buildings shall be arranged in a manner that optimizes the ability of residents and consumers to access public spaces and pedestrian amenities.
- ii. Buildings shall be oriented toward each other in a way that minimizes conflicts between pedestrians and automobiles.
- iii. Required Village Open Space shall be designed as a public gathering place. Arcades, courtyards, parks, greens or other common areas shall be located in a manner that connects buildings to each other and to public sidewalks without interruption from parking areas or automobile travel lanes to the greatest practicable extent.
- iv. Features that may be used to create Village Open Space areas acceptable to the Planning Board may include, without limitation, fixed benches, fixed tables, fountains, pathways, bikeways, bicycle racks, period lighting, shade trees, perennial gardens, picnic areas, and/or trash receptacles.
- i. Sidewalks should be paved with cement concrete, pavers, or permeable paving and integrated within site landscaping

- ii. Pedestrian connection should be constructed between building entrances, parking areas, and should provide connectivity with other pedestrian facilities such as public sidewalks or walkways on adjacent sites where they exist.
- iii. Existing sites with insufficient pedestrian facilities, such as limited sidewalks or no separation for pedestrian and vehicular circulation, should upgrade those facilities when doing exterior building modifications or other site upgrades.
- iv. The installation of pedestrian scale lamps adjacent to pedestrian areas is encouraged.
- v. *Village District Open Space Ownership and Maintenance*: As a condition of a Special Permit, the Planning Board shall require an applicant to document ownership of open space within the proposed development and to provide a detailed maintenance schedule to ensure the long-term care of open space areas.

Parking

Parking in the Village Center District is subject to the base Parking Bylaw. The Site Plan Approval process or Special Permit process can allow for the reduction of minimum requirements and/or the use of alternative methods as outlined below:

- **Shared Onsite Parking**
- **Green Parking Incentives**
- **Offsite Parking**

The lighting requirements of the base parking regulations apply with the additional requirement that “lighting for parking should be reduced to security lighting 30 minutes after close of business.”

Conclusion

The Village Center District Project represent years of effort to develop the potential of the Jefferson Village and Mill. Zoning alone cannot build the perfect town. However, well designed zoning can encourage, rather than inhibit, positive changes in line with the vision of the local community. Municipal planning has changed greatly over the last 25 years as planners rediscover the many benefits of historic development patterns such as the Village Center. Towns and residents are facing new challenges spanning from unprecedented traffic congestion to climate change. What residents desire in the place they live is also changing rapidly between advancing technology and shifting demographics. The Village Center District bylaw for Jefferson Village has been crafted with care to meet residents’ current and future needs. The bylaw should place Holden in a good position to provide Town residents with the amenities and opportunities they desire.