Agenda

• Introductions
• Quick Review of Background on Vicksburg Square
  – Property History & Description
  – 2017 Conditions Assessment
  – Devens Zoning By-Laws and Reuse Plan
  – Process for Zoning Relief (Zoning Change)
• Vision for the Reuse of Vicksburg Square
• Proposed Changes to the Devens By-Laws & Reuse Plan
• Comments and Questions
• Next Steps and Contact Info
Introductions and Key Points

• This is the beginning of the second round of public hearings and informational meetings. Additional hearings are scheduled in Ayer, Harvard and Shirley.

• All materials and information are available online at www.massdevelopment.com/vicksburg

• This hearing is required by Chapter 498 of the Acts of 1993; it is not the same as a Planning Board or Zoning Board hearing under MGL Chapter 40A

• Planned Super Town Meeting date: June 10, 2019

• No developer has been selected at this point; several have expressed some interest. If the zoning change passes at Super Town Meeting, MassDevelopment will issue a public Request for Proposals (RFP) to the real estate development community.
Property History and Description

- **1917**: Federal Government leases land for temporary WWI “Camp Devens”
- **1919**: War Dept. takes/purchases land for $15/acre
- **1929**: First three Vicksburg Square quad buildings erected
- **1940**: Final Vicksburg Square building erected.
- **1991**: BRAC recommends closing Fort Devens
- **1993**: Chapter 498 enacted, establishing Devens Regional Enterprise Zone
- **1994**: Ayer, Harvard, and Shirley approve Reuse Plan
- **1996**: MassDevelopment takes title
- **1997-2005**: MassDevelopment and small business tenants occupy Revere Hall
- **2006**: MassDevelopment and tenants relocate to other space at Devens
- **2007-2019**: No commercial or institutional buyers found for building; MassDevelopment unsuccessfully tries to rezone property to allow for residential uses several times.
Property History and Description

- 19.6 acres in total, primarily level land
- Approximately 435,000 sf in seven buildings
- 35 miles west of Boston on Route 2
- Within two miles of MBTA Commuter Rail at Ayer
- Zoned “Innovation and Technology Center”
- National Register District
- Hazardous material issues typical of similar buildings
- District and buildings split between Towns of Ayer and Harvard as well as Middlesex and Worcester counties
Site straddles boundary between Towns of Ayer (Middlesex County) and Harvard (Worcester County). About 73.5% of the building space is in Ayer, 26.5% in Harvard.
Deteriorating building conditions

- Since MassDevelopment moved out in 2004/2005, Vicksburg has been a target for break-ins. Buildings have been used as “hang-outs” and most of the original copper piping in the buildings has been stolen.
- There has been little to no building maintenance since the buildings were vacated. Utility service has been shut off to the buildings. Heating and ventilation systems have been shut down and fuel tanks removed.
- MDFA actions have been focused on efforts to prevent unlawful entry.

LEFT: KNOX HALL “PARTY ROOM”, 2017
General Conditions: Roofs

- Asphalt shingle roofs are in various stages of disrepair depending on when last maintenance was performed.
- South facing shingles exposed to more sun and wind are far more deteriorated.
- Membrane roofing has come loose in sections of Revere & Allen.
- All roofing material is gone on flat roof at west end of Allen.
2017 Conditions Assessment

General Conditions: Exteriors

• Broken windows/frames scattered around all buildings
• Varying degrees of spalling concrete on all buildings
• Missing, rotted or broken sections of fascia on all buildings

FROM LEFT: ALLEN HALL AND KNOX HALL, 2017
2017 Conditions Assessment

General Conditions: Interiors

- Moderate to severe water damage in all buildings
- Lead paint flaking and peeling in all buildings
- Asbestos floor tiles in all buildings
- Patches of black mold found in all buildings
- Recent air quality readings indicate that use of buildings in their current state would present an unacceptable risk to human health... remediation for lead and mold is necessary before occupying any building
2017 Conditions Assessment

General Findings: Inspection of Main Buildings

- Hale Hall was in best condition but still showed signs of disuse and exhibited unhealthy air quality.
- Revere Hall, Knox Hall and Allen Hall all show signs of deterioration due to lack of maintenance and damage from break-ins.
- Allen Hall has most extensive and significant deterioration.
- There does not appear to be any severe structural degradation yet.
- As a result of the study, MassDevelopment made a concentrated effort to improve security by fencing off the entire Vicksburg Square quadrangle, boarding up all first floor windows and doors and installing motion-sensitive video cameras that are monitored 24 hours by a security company. Break ins have decreased significantly.
Vision for the Reuse of Vicksburg Square

1. Preserve the Vicksburg Square buildings by rezoning and redeveloping them for economically feasible uses;

2. Provide a range of high-quality, mixed-income housing options that address the documented needs of Devens and the surrounding Towns; and

3. Result in a broad range of benefits for Devens and the surrounding Towns.
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1. Preserve the Vicksburg Square buildings by rezoning and redeveloping them for an economically feasible use

Vicksburg Square Currently Allowed Uses (Summary)

<table>
<thead>
<tr>
<th>Use Type</th>
<th>Feasibility</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office</td>
<td>Low</td>
<td>Never a significant use at Devens. Office trends increasingly focused urban locations in and around Boston and Cambridge.</td>
</tr>
<tr>
<td>Light Industrial</td>
<td>Low</td>
<td>Light industrial users require functional open floorplates on one floor with ample loading docks.</td>
</tr>
<tr>
<td>Industrial</td>
<td>Very Low</td>
<td>Industrial users require even larger functional open floorplates, even more loading docks, and other accommodations.</td>
</tr>
<tr>
<td>Research &amp; Development</td>
<td>Low</td>
<td>R&amp;D requires flexible space and users are increasingly clustering near research institutions in Boston, Cambridge and Worcester.</td>
</tr>
<tr>
<td>Cultural</td>
<td>Fair</td>
<td>While physically feasible, a museum or gallery would likely require only a small portion of the property. Limited financial capacity.</td>
</tr>
<tr>
<td>Conference</td>
<td>Low</td>
<td>There is already one conference center in Devens; unlikely that a second is needed.</td>
</tr>
<tr>
<td>Academic/Institutional</td>
<td>Fair</td>
<td>There are few academic institutions looking to expand. MassDev has talked to one in the past ten years.</td>
</tr>
<tr>
<td>Municipal</td>
<td>Low</td>
<td>Not clear what municipal use the property could fill.</td>
</tr>
<tr>
<td>Incubator</td>
<td>Very Low</td>
<td>Successful incubators are generally located in urban areas closer to their entrepreneur clients and research institutions.</td>
</tr>
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1. Preserve the Vicksburg Square buildings by rezoning and redeveloping them for economically feasible uses

### Vicksburg Square Proposed Uses

<table>
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<th>Comments</th>
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</thead>
<tbody>
<tr>
<td>Multi-Family Residential</td>
<td></td>
<td>Devens now boasts approximately one hundred employers and over 5,000 employees. Bristol Myers, the U.S. Army and SMC Ltd all cite more Devens market rate rental housing as critical to their ongoing success. At the same time, recent planning documents from Ayer, Harvard and Shirley all point to a serious need for more affordable housing in the region.</td>
</tr>
<tr>
<td>Mixed Income</td>
<td>High</td>
<td>The level of interest in the Womens Institute senior living project in the Shirley Village Growth District points to the critical need for affordable senior housing with limited services. It is likely that there is similar demand for market rate senior housing as well.</td>
</tr>
<tr>
<td>Senior Housing</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Age Restricted</td>
<td>High</td>
<td>While few assisted living developers have expressed interest in Devens to date, a growing senior population and extended lifespans may require new/additional facilities in the region.</td>
</tr>
</tbody>
</table>
Vision for the Reuse of Vicksburg Square

1. Preserve the Vicksburg Square buildings by rezoning and redeveloping them for economically feasible uses

2. Provide a range of high-quality, mixed-income housing options that address the documented needs of Devens and the surrounding Towns

3. Result in a broad range of benefits for Devens and the surrounding Towns
2. Provide a range of high-quality, mixed-income housing options that address the documented needs of Devens and the surrounding Towns.

<table>
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<td><strong>Market Rate Units</strong></td>
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<tr>
<td>or up to</td>
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• Market rate housing has no income restrictions; its sale price or rent is established by the local market

• Percentage depends on which approach to providing income-restricted units is chosen

• There are no resale restrictions on market rate housing; the seller can realize the full value of appreciation

• Market rate housing is not the same as workforce housing, which generally has an income restriction

• Market rate housing includes “luxury” housing
2. Provide a range of high-quality, mixed-income housing options that address the documented needs of Devens and the surrounding Towns

**PROPOSED INCOME MIX**

Income-Restricted Units

20-25%  
*or up to*

57-72 units

- Income-restricted units offer reduced rents or sales prices for households with incomes below certain thresholds, depending on family size.

- DHCD allows for two alternative approaches to providing income-restricted units:
  - Make 20% of units affordable to households earning 50% of Area Median Income (AMI); OR
  - Make 25% of units affordable to households earning 80% of AMI.
2. Provide a range of high-quality, mixed-income housing options that address the documented needs of Devens and the surrounding Towns

What do 50% AMI and 80% AMI translate into actual incomes at Devens?

- HUD publishes income limits for different levels of affordability on an annual basis for counties and metropolitan statistical areas (no town-specific limits)

- HUD calculates the 2018 AMI for Middlesex County to be $107,000

- 50% and 80% AMI income limits are derived from the 100% AMI calculation, although it is a complex formula (i.e., not simple multiplication).

- See HUD income limits documentation for more information.
2. Provide a range of high-quality, mixed-income housing options that address the documented needs of Devens and the surrounding Towns

Table: Maximum Income Limits for Income-Restricted Housing, Middlesex County

<table>
<thead>
<tr>
<th>AMI Level</th>
<th>Persons in Household</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1</td>
</tr>
<tr>
<td>50% AMI</td>
<td>$37,750</td>
</tr>
<tr>
<td>80% AMI</td>
<td>$56,800</td>
</tr>
</tbody>
</table>

Source: HUD User FY18 Income Limits Documentation System for Middlesex County

How does this compare to median household incomes in the area?

- Ayer: $78,762
- Harvard: $134,555
- Shirley: $67,541

Source: 2013-2017 U.S. Census American Community Survey 5-Year Estimates
2. Provide a range of high-quality, mixed-income housing options that address the documented needs of Devens and the surrounding Towns

What do the Towns say about their housing needs?

• “The availability of modestly priced housing cannot be assured in a growing and increasingly competitive real estate market... By 2020, it is estimated that Ayer will need an additional 148 units of affordable housing”
  – Town of Ayer Master Plan Update 2017

• “Despite the relative affluence of Harvard’s residents, about 9.0% have incomes below poverty... this is a strong indicator of the need for more subsidized rental housing”
  – Town of Harvard Housing Production Plan, 2017

• “39.8% of renters in Shirley are paying more than 30% of their income for rent [households paying more than 30% of their income for rent are considered cost burdened]”
  – Town of Shirley 2018 Master Plan
2. Provide a range of high-quality, mixed-income housing options that address the documented needs of Devens and the surrounding Towns

How can we be sure the project will be high quality?

- The 1997 Programmatic Agreement between the Massachusetts Historical Commission, the Army and MassDevelopment sets out the minimum standards for the renovation of all of the Vicksburg Square buildings.

- The use of State and Federal Historic Tax Credits requires that all funded work meet MassHistorical and Secretary of the Interior standards.

- The use of State Housing Tax Credits requires that income-restricted and market rate units shall be of identical quality and intermingled (i.e., a developer could not put all of the income-restricted units in one building).
2. Provide a range of high-quality, mixed-income housing options that address the documented needs of Devens and the surrounding Towns

What does mixed-income housing look like in 2019?

Examples:

• Ames Shovel Works (Easton, MA)

• The Royal Belmont

• Modera Needham
2. Provide a range of high-quality, mixed-income housing options that address the documented needs of Devens and the surrounding Towns

Ames Shovel Works (Easton, MA)

- Former shovel factory, restored with historic and low income tax credits
- Opened in 2014
- 113 rental units in seven buildings
- 73.5% market rate units
- 26.5% income restricted units at 80% AMI
- 1-2 bedroom units, up to $3,900/month
- Amenities including on-site museum, private park, eco-friendly design, river access, etc.
- Tagline: “Ames Shovel Works offers luxury rental apartments in the pristine setting of Easton, MA... [s]pread across several historic buildings on acres of beautifully landscaped grounds...”
2. Provide a range of high-quality, mixed-income housing options that address the documented needs of Devens and the surrounding Towns

The Royal Belmont

- “Luxury Apartments”
- Opened 2017
- 298 rental units in five buildings
- 80% market rate units
- 20% income restricted units at 50% AMI
- 1-3 bedroom units, up to $3,500+/month
- Five buildings, four stories
- Amenities including pool, gym, movie theater, walking trails, etc.
- Tagline: “The Royal Belmont is elevated apartment living for the most discerning renters”
2. Provide a range of high-quality, mixed-income housing options that address the documented needs of Devens and the surrounding Towns

Modera Needham

- Opened 2018
- 136 rental units in eleven buildings
- 75% market rate units
- 25% income restricted units at 80% AMI
- 1-3 bedroom units, up to $5,000/month
- Amenities including saltwater pool, fitness area, pet spa, demonstration kitchen, theater room, etc.
- Tagline: “If you appreciate rich culture, timeless quality, modern comforts and a strong community, allow us to introduce you to Modera Needham”
2. Provide a range of high-quality, mixed-income housing options that address the documented needs of Devens and the surrounding Towns

What about traffic impacts on the neighborhood?

- Despite a handful of areas where traffic impacts have been identified (Buena Vista Street and El Caney Alley), overall Devens traffic operates relatively smoothly.
- The Reuse Plan allows for up to 59,625 trips per day to, from and through Devens. As of 2015, we were at 18,700 trips per day.
- The Reuse Plan assumed that Vicksburg would be either a community college or an office complex, resulting in between 3,200 and 4,500 trips per day.
- The residential redevelopment of Vicksburg, especially for smaller households (1 and 2 bedrooms) will represent a reduction in trips from the Reuse Plan scenario. The existing Devens shuttle service will also help reduce vehicle trips to and from the Ayer train station.
- The Vicksburg Square developer could fund additional traffic mitigation items that may be recommended out of the current Buena Vista planning effort.
2. Provide a range of high-quality, mixed-income housing options that address the documented needs of Devens and the surrounding Towns

Where will the residents park?

- There are approximately 530 existing parking spaces on site today – 340 spaces in the quadrangle and 190 spaces around the outbuildings.
- Assuming 288 units of housing and two cars each, residents would require 576 parking spaces.
- Additional parking spaces could be provided beneath the Vicksburg buildings or on nearby MassDevelopment-owned land.
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3. Result in a broad range of benefits for Devens and the surrounding Towns
3. **Result in a broad range of benefits for Devens and the surrounding Towns**

- High-quality historic preservation of the Vicksburg Square buildings will greatly improve the “look and feel” of the highly-visible Rogers Field area.

- New market rate housing supply (especially rentals) will provide homes for young professionals, supporting the continued growth and long-term health of the Devens business community and keeping Devens viable as a suburban "business park".

- New income-restricted housing will help the Devens region – Ayer, Harvard and Shirley -- meet their needs for affordable housing.

- New market rate housing supply will provide high-quality homes for empty nesters and retirees from Devens and the towns who want to remain in the area and are looking for residential amenities not available in the current housing market.
3. Result in diverse benefits for Devens and the surrounding Towns

- Income-restricted housing will provide homes for seniors from Devens and the towns who want to downsize but stay in Devens, young couples starting out their careers, working families, and other cost burdened households.

- New residents will support the redevelopment of Ayer’s West Main Street corridor, providing a nearby base of consumers to patronize existing and new businesses.

- Similarly, new residents will support the establishment of additional businesses in the Devens Common area.
Proposed Changes to the Devens By-Laws (Zoning)

• Eight changes in total, intended to allow for multi-family residential and senior housing in the buildings while continuing to allow for other compatible uses already allowed.

• **Change #1:** Provides for a new zoning district in the By-Laws (15 in total) in addition to the 14 existing districts.

• **Change #2:** Revises the text description of the Innovation Technology Center district to exclude the Vicksburg Square buildings.
Proposed Changes to the Devens By-Laws (Zoning)

- **Change #3a:** Describes the location and development goals of the new Vicksburg Square Redevelopment District.

- **Change #3b:** Requires that MassDevelopment select either a primarily residential or primarily commercial redevelopment scenario in order to prevent conflict between land uses.
  - Residential scenario includes multi-family housing, senior housing and up to 15% ancillary uses like retail, health care, etc.
  - Commercial scenario includes existing ITC uses (no residential)

- **Change #3c:** Sets a requirement for 20-25% income restricted units within the project (either 20% at 50% AMI or 25% at 80% AMI) and standardizes the definition of income restricted units with applicable state regulations.
Proposed Changes to the Devens By-Laws (Zoning)

- **Change #4a:** Fixes a long-standing inconsistency in the By-Laws. Previously, this section defined multi-family dwellings as having three to eight units per building, while the use table defines multi-family dwellings as having three to six units per building. Here, we have chosen to standardize the definition of multi-family dwellings as three to six units per building.

- **Change #4b:** Creates a new category of multi-family residential use, having in excess of six units per building but only applicable to the Vicksburg Square Redevelopment District.

- **Change #5:** Increases the Devens housing cap by 288 units, only applicable to the Vicksburg Square Redevelopment District. This is a slight reduction from the previously-proposed 300 units.
Proposed Changes to the Devens By-Laws (Zoning)

- **Change #6**: Revises the zoning map to reflect the new Vicksburg Square Redevelopment District and the changes to the Innovation Technology Center district.

- **Change #7**: Establishes density and dimensional controls for the new Vicksburg Square Redevelopment District (no changes from existing zoning)

- **Change #8**: Establishes allowed, accessory, and prohibited uses for the new Vicksburg Square Redevelopment District (as discussed in Change #3b)
Proposed Changes to the Devens Reuse Plan

- Six changes in total, intended to allow for multi-family residential and senior housing in the buildings while continuing to allow for other compatible uses already allowed.

- **Change #1:** Updates the description of the Innovation and Technology Center to reflect why Vicksburg Square was not developed as a technology incubator and how MassDevelopment has accommodated those uses and users elsewhere on Devens.

- **Change #2:** Revises the zoning map to reflect the new Vicksburg Square Redevelopment District and the changes to the Innovation Technology Center district.

- **Change #3:** Modifies the description of the Innovation and Technology Center district to remove reference to Vicksburg Square.
Proposed Changes to the Devens Reuse Plan

• **Change #4**: Updates the Housing and Community Facilities section to reflect 1.) the previously approved zoning change allowing senior residential in the Shirley Village Growth district; 2.) this proposal; 3.) proposed affordability in the new Vicksburg Square Redevelopment District; and 4) edits to clarify which former public buildings have been reused for public purposes.

• **Change #5**: Provides a new section describing the new Vicksburg Square Redevelopment District including a list of allowed and accessory uses.

• **Change #6**: Provides a new section describing goals and objectives and example uses for the new Vicksburg Square Redevelopment District.
Public Hearing: Vicksburg Square Rezoning

April 8, 2019 • Devens

Comments & Questions
Next Steps and Contact Info

• Second Round Public Hearings
  • Devens – April 8
  • Harvard – April 17
  • Ayer – April 24
  • Shirley – April 29
• Revisions (Early May)
• Finalize Warrant and Submit to Towns (Early May)
• Final Outreach and Information Sessions (May – June)
• Super Town Meeting Vote (June 10)

Informational Website: www.massdevelopment.com/vicksburg
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