

ZONING ADVISORY COMMITTEE (ZAC)

◀ **Minutes of Meeting** ▶

<b>Meeting Title</b>	:	Zoning Advisory Committee
<b>Date</b>	:	October 7, 2009
<b>Time</b>	:	7:30 PM
<b>Place</b>	:	Cordaville Hall
<b>Chair Person</b>	:	Dana Cunningham
<b>In Attendance (Cttee)</b>	:	Kathy Bartolini, Bill Boland, Dana Cunningham, Sam Stivers, Steve Davis, Nancy Vargas, Judy Barrett and Angela Insinger
<b>Also in Attendance</b>	:	Michael Bartolini, Lee Bartolini, Mary Hynes, Ed Estella, Frederica Gillespie, Meme Luttrell, Bill Depietri and Charles Gaffney
<b>Absent</b>	:	John Leeds, Don Morris and Vera Kalias
<b>Agenda</b>	:	Possible boundary revisions to Village Business Districts, Discussions of Village Overlay Districts, Commence discussion on Part II of Zoning Bylaws
<b>Minutes Submitted By</b>	:	Kathleen Bartolini
<b>Minutes Submitted On</b>	:	<b>10/28/09</b>
<b>Next Meeting (Public)</b>	:	<b>Date:</b> <b>Time:</b> <b>Place:</b>
<b>Next Meeting (ZAC)</b>	:	<b>Date:</b> November 4, 2009 <b>Time:</b> 7:00 p.m. <b>Place:</b> Cordaville Hall

**Decisions:**

#	Decision
1.	Proposed boundaries to the proposed Village Business District
2.	Agreed to concept of Village Overlay Districts and their boundaries
3.	

**Action Items:**

#	Action Item	Owner	Status	Due Date	Comments
1.	Approve 9/16/09 Minutes	Vera Kalias			
2.					
3.					

**Carry-Over Items for Next Meeting:**

#	Description
1.	Proposed Zoning Bylaws Part II discussion
2.	Discussion of Density Chart for Highway Business, Industrial and Industrial Park

◀Minutes of Meeting▶

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Districts
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Meeting was called to order at 7:30 PM by Chair Dana Cunningham. While waiting for a quorum, Dana Cunningham reviewed some old business. He distributed revised draft minutes for the September 16, 2009 meeting and a project timeline originally agreed to by the Committee. He reported that the group had fallen behind schedule and the Chairs want the Committee to stay on the timeline he redistributed or we will not be ready for spring 2010 Town Meeting. He also reported that the Chairs had discussed with Ms. Kolia the need for a written agenda emailed/mailed to Committee members prior to the ZAC meetings. Dana Cunningham said that the Chairs had received negative feedback concerning the discussion to eliminate public participation in ZAC discussions. It was decided to allow public input as issues are being discussed as opposed to the end of the meeting. However, all committee members will be allowed to speak on the policy of decision point being debated before the general public will be asked for their comments, if any.

Kathy Bartolini said that while we were discussing agenda protocol, she wanted to ask why the verbally agreed to agendas at the end of the meetings regarding the next meeting are not being followed. She gave the example of the density chart at the end of Part I. This was scheduled for a full discussion after a detailed presentation by Community Opportunity Group (COG) staff at the special ZAC meeting held September 1, 2009. That did not occur nor was it held over to the September 16, 2009 meeting. It was then agreed to discuss it at the October 7, 2009 meeting but then members received an email on October 6, 2009 with draft Part II being the focus topic and no reference to when the chart presentation and discussion would occur. Kathy Bartolini stated that since the overlay districts would allow land to be used for purposes other than industrial and commercial uses, she needed to understand first the proposed height and lot coverage changes for these tax revenue producing uses before she was prepared to add additional permitted uses into what she felt were already undersized districts.

Judi responded that COG had not done this for two reasons. First some members said they needed visual graphics to understand scale and density being proposed in comparison to what could be permitted today or already exists in Town. Judi pointed out that ZAC's contract with COG does not require graphics until the final version being proposed to Town Meeting has been determined. Then one set of graphics for public hearings and Town Meeting will be created to help the public understand what they are being asked to approve. Second, Judi reiterated Dana Cunningham's earlier point that the ZAC was way off the timeline, so she needed to push the members along in their discussions if we were to be ready for the April, 2010 Annual Town Meeting. Kathy Bartolini agreed with Judi that COG is only required to do one set of graphics but the density/lot coverage issues needed to be fully vetted before finalizing overlay districts. Judi said that that discussion should occur next whether graphics were available or not. At the last meeting it was suggested some of the committee members could do this research instead of COG or they could seek citizen volunteers to analyze

◀ **Minutes of Meeting** ▶

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how proposed vs. existing provisions would change the amount and visual impact of commercial development.

Freddie Gillespie said that she had agenda and public involvement concerns to express on behalf of the Open Space Preservation Committee. She stated that the OSPC had been sending representatives to ZAC meetings and had actively participated in discussions and they had been on the ZAC's distribution list. Freddie Gillespie further stated that she had indicated to Vera that her committee would be unable to send representatives to the summer meetings but would continue to do so in the fall. However, the OSPC was dropped from the distribution list and therefore missed the September meetings. She also complained that, despite ZAC promises, the information on the website is not up to date; the last item posted was the diagnostics report. Both Parts I and II should have been made available to the OSPC. It should be treated as public information. Freddie Gillespie stated that she wanted to receive all materials distributed to ZAC members.

Dana Cunningham said he could not really respond to Freddie Gillespie's claim that she was dropped from the distribution list as the Town Planner was on vacation, but he would discuss the issue with her when she returns.

Sam Stivers arrived from an earlier ZBA meeting. Now that there was a quorum present the new business portion of meeting began.

Map Discussion

Draft maps were mailed previously to ZAC members, suggesting revisions to the boundaries of the existing Village Business Districts (VBD). They also included proposed boundaries for a new concept called Village Overlay Districts (VOD). A VOD would allow a variety of housing types not presently allowed under existing zoning. COG proposed this as the mechanism to implement the affordable housing policies put forth in the Master Plan. This evening's meeting was the initial discussion for expanding the Village boundaries and VOD boundaries. The VOD allows more uses and more density.

The first area discussed was the Downtown Village Business District. Angela explained that COG used the input from the Villages public workshop to revise this zone. The public and ZAC members want to better establish a commercial center for the Town and pedestrian activity from nearby housing is seen as an economic tool to enable a more viable village center. Angela explained that overlay districts are larger than the village business districts and usually extend no more than one half (½) mile in any direction from a VBD. With this information as background, ZAC members were asked if they agreed with the proposed Downtown VBD revisions or desired amendments. Kathy Bartolini suggested the VBD could extend further north on Newton Street on both sides of the street to the Medical Center.

Steve Davis agreed that the VBD should go to the Medical Center, but he felt that it should only be on the west side of the street since homes already existed on the east side and vacant land lent itself to multi-family uses. Judi said it was not a good idea to use streets as the dividing line for zoning

◀ **Minutes of Meeting** ▶

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districts because abutters on one side would have incompatible uses directly across the street. They could become opponents to the proposed revisions.

After further discussion Steve Davis moved and Kathy Bartolini seconded extending the VBD north on Newton Street but only on the west side the northern boundary of Medical Center property. This motion passed 4/1.

Steve Davis then pointed out that St. Mark's School owned the land west of Route 85 and that land is zoned RA. He proposed that the entire campus should be in the VOD. When reviewing zoning one should utilize a 25 year horizon and a VOD equals the area of influence for the VBD. It should be compact and create walkable areas. After discussion, Steve Davis moved and Kathy Bartolini seconded his motion to add the St. Mark's School parcel north of Route 30 and west of Route 85 to the Village Center Overlay District. The motion passed 4/1, Bill Boland abstained. Mr. Boland explained that he did not believe enough information had been discussed before a vote was taken on any VOD proposals.

Dana Cunningham said he liked the east/west expansion of the VBD and agreed with going north on Newton Street, however he felt we should also extend the VBD south on Boston Road to at least the elderly housing complex. Bill Boland stated that he believed that the eastern extension went too far up East Main Street. He also said that the steep slope on the southeast side of Boston Road would prevent commercial development. He put forth a motion to add the southwest side of Newton Street south to the Housing Authority complex to the VBD but shorten the proposed East Main Street extension only to Lyman Street. Steve Davis and Nancy Vargas seconded this motion. It passed unanimously.

Ed Estella questioned if these VODs should be correlated to currently proposed state amendments to the Dover Amendment. He felt that housing density should be tied to school areas and the impacts that more students will have. Judi responded that our zoning should not be based upon bills pending in the Legislature. Every year there are hundreds of proposals to amend the Dover provisions and/or Chapter 40B, the State's Affordable Housing law. Thus far none has even been allowed to come to the floor for a vote. She also pointed out that the need for a greater variety of housing types at more affordable prices was voted in both the Master Plan and in the Town's Affordable Housing Plan.

Fayville Village Business District

Angela gave an overview of COG's thinking regarding Fayville and why it and the old Route 30 Highway Business District require different dimensional regulations from the other VBD's. She explained that the Fayville and Route 30 districts do not lend themselves to being walkable village districts. These are more suburban highway in nature. Thus COG proposed that we have a 2 part Fayville VBD with larger lots along Route 9 and a more compact village north of Route 9 along Central Street onto Cherry Street and Pleasant Street back to Route 9.

◀ Minutes of Meeting ▶

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Nancy Vargas asked if we should care about the larger lots in Fayville VBD blurring any distinction between the surrounding Route 9 Highway Business District. Dana responded that we need to first determine what uses we want to cluster there before we determine lot sizes. Do we want more Brickyard Plazas or do we want offices?

Nancy Vargas proposed extending the VBD north on Central Street to the railroad tracks. Bill Boland disagreed and said only the east side of Central Street should be in VBD as there is already residences and a public park along the west side. Kathy Bartolini questioned why an area on the North side of Route 9 was being left residential separating VBD from Route 9 Highway Business. She pointed out the residences were either multi-family now or commercial and all ZAC members agreed. She therefore moved to extend the Fayville VBD north on the northeast side of Central Street to the railroad tracks then east along tracks to Route 9 Highway Business District. This passed unanimously, 6-0.

Freddie Gillespie questioned why maps indicated Housing Overlay but all the discussion was about VODs. Judi explained that a VOD is actually a housing overlay. It adds varieties of housing and higher density of housing to meet affordable housing policies adopted in Master Plan and to create nearby customers to support the village commercial centers. Freddie said the labeling on the maps was confusing.

Discussion then turned to the VOD for Fayville. ZAC agreed with the proposed boundaries with one minor amendment. Nancy Vargas proposed adding the house on Route 9 north abutting the reservoir. This was approved by a 5/1 vote. The boundaries as amended were then approved by a 5/0/1 vote, with Bill Boland abstaining. All DCR land was deliberately omitted from the VOD.

Cordaville

The proposed revisions to expand the existing Cordaville VBD extend east on Southville Road on both sides to Woodbury Street. There was at first support for this revision as drawn but Freddie Gillespie, who lives in this area on Southville Road, spoke against including the historic mill housing on the north side of the street. She also said that there are environmental problems due to wetlands and a river crossing on the south side that prevented the MBTA from putting even a sidewalk on this side when they built the rail station. She also noted that the McCarthy Pool property south of the railroad bridge and tracks is now zoned industrial and COG's map leaves it that way. She felt that parcel might be better in VBD or at least VOD.

Bill Boland moved to approve the VBD extension west to Woodbury. This was approved 5/0. (Steve Davis needed to leave the meeting before this vote was taken, leaving 5 ZAC members present.) Nancy Vargas then moved to eliminate the north side of Southville Road from the VBD in order to save the historic mill homes. This also passed unanimously, 5-0. This included removing the back 3 lots north of the street due to the proximity to the river. ZAC also voted to add the McCarthy Pool property to the VBD.

◀ **Minutes of Meeting** ▶

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The VOD for Cordaville was voted unanimously, 5-0, without any amendments to the COG map proposal.

**Southville**

Given that presently no VBD for this village exists and no commercial uses are found there, COG did not propose to create one. Rather they proposed only a VOD. This would allow artist housing, bed and breakfasts and museums among other residential uses.

There was no opposition to the proposed boundaries other than Dana Cunningham questioning why we just didn't extend the VOD west to border with Westborough. Nancy Vargas moved and Dana seconded that the proposed boundaries be approved, with the amendment that the VOD extend west to the Town border. The vote was 4/0/1 to approve, with Bill Boland abstaining.

Given the time, no other agenda items were taken up. The next meeting will be October 21, 2009 at Cordaville Hall at 7:30 PM.

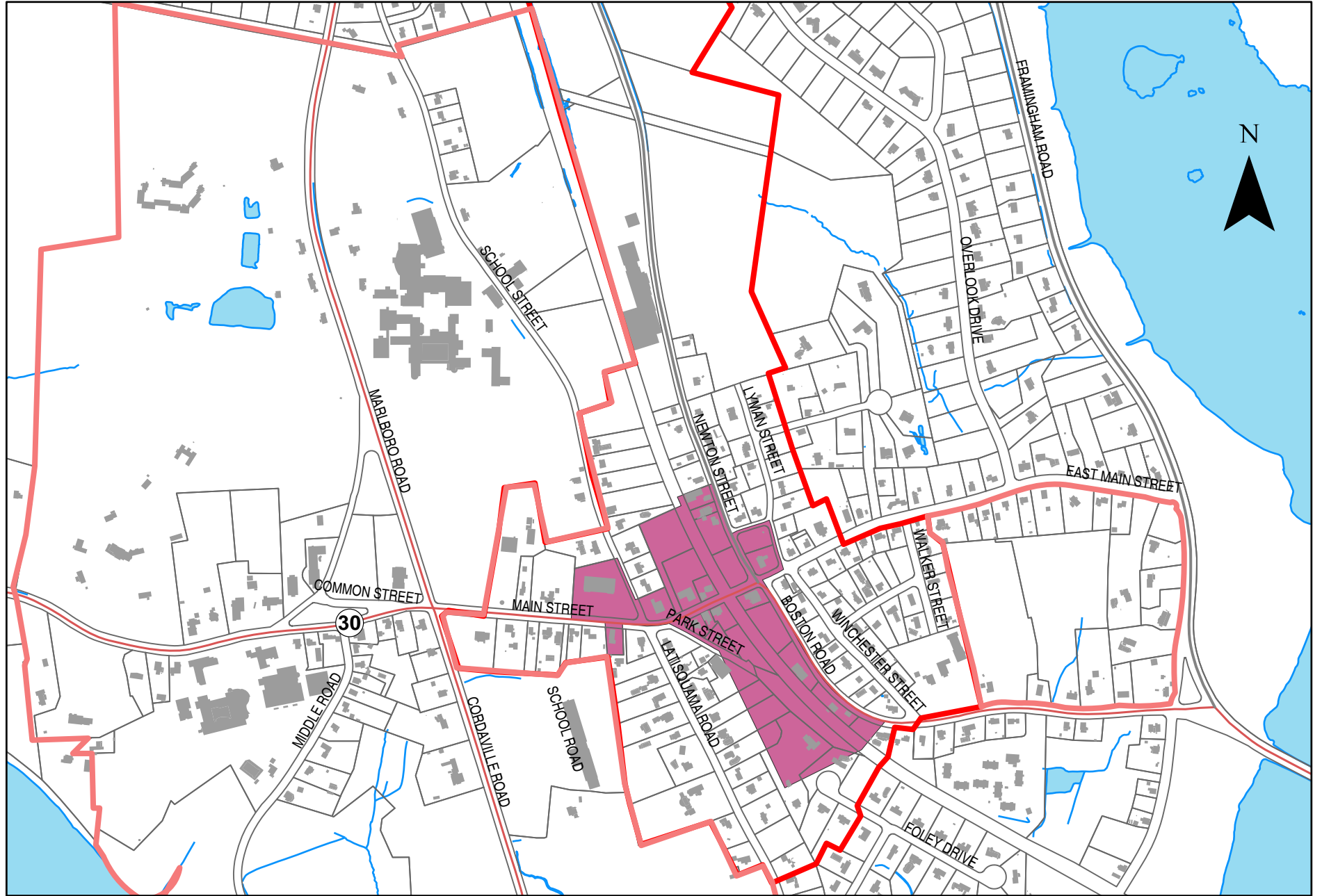
Respectfully submitted,

Kathleen Bartolini

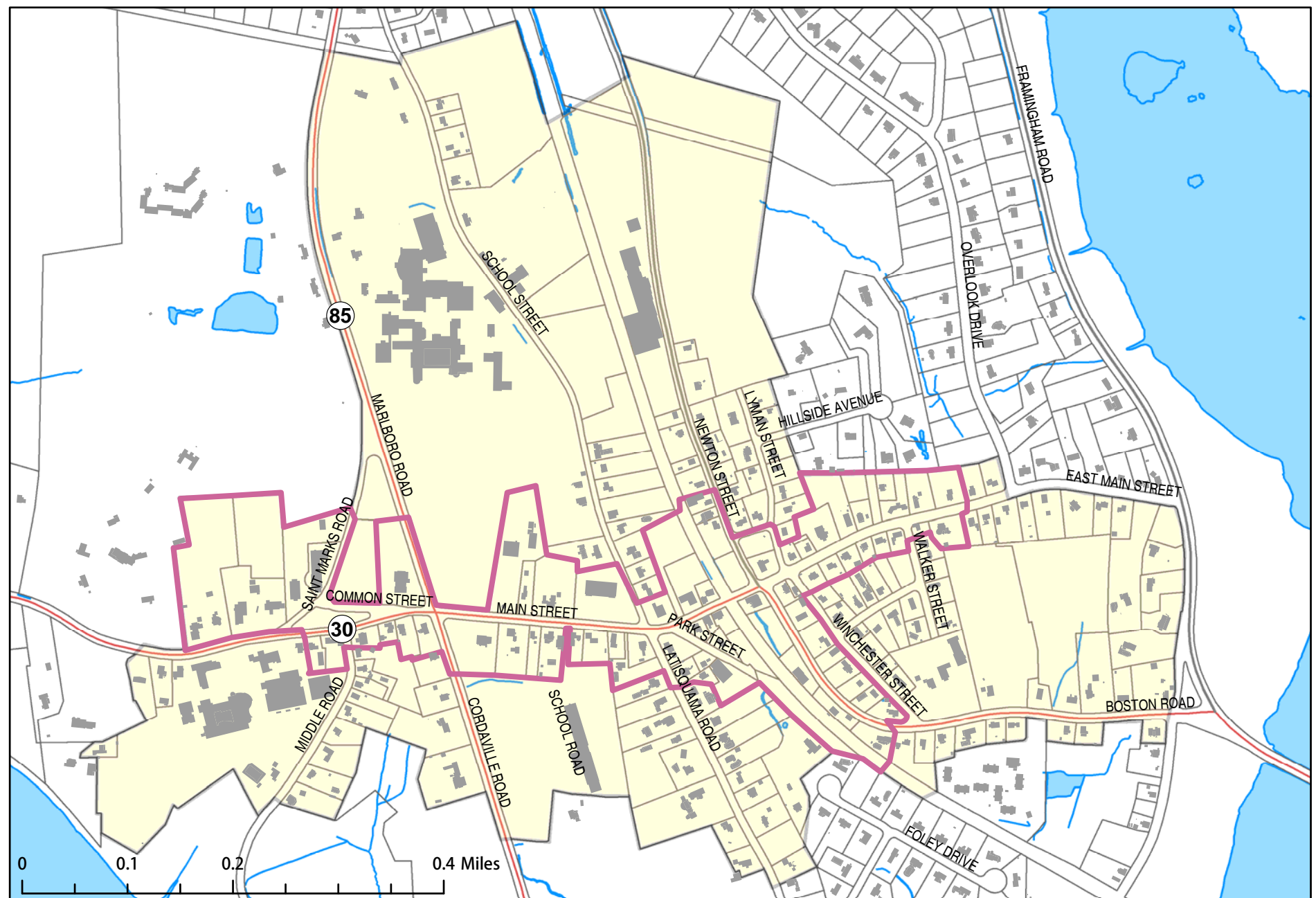
VOTED: To adjourn at 9:15 PM

# Village Business District and Housing Overlay Boundaries: Downtown

Existing



Proposed

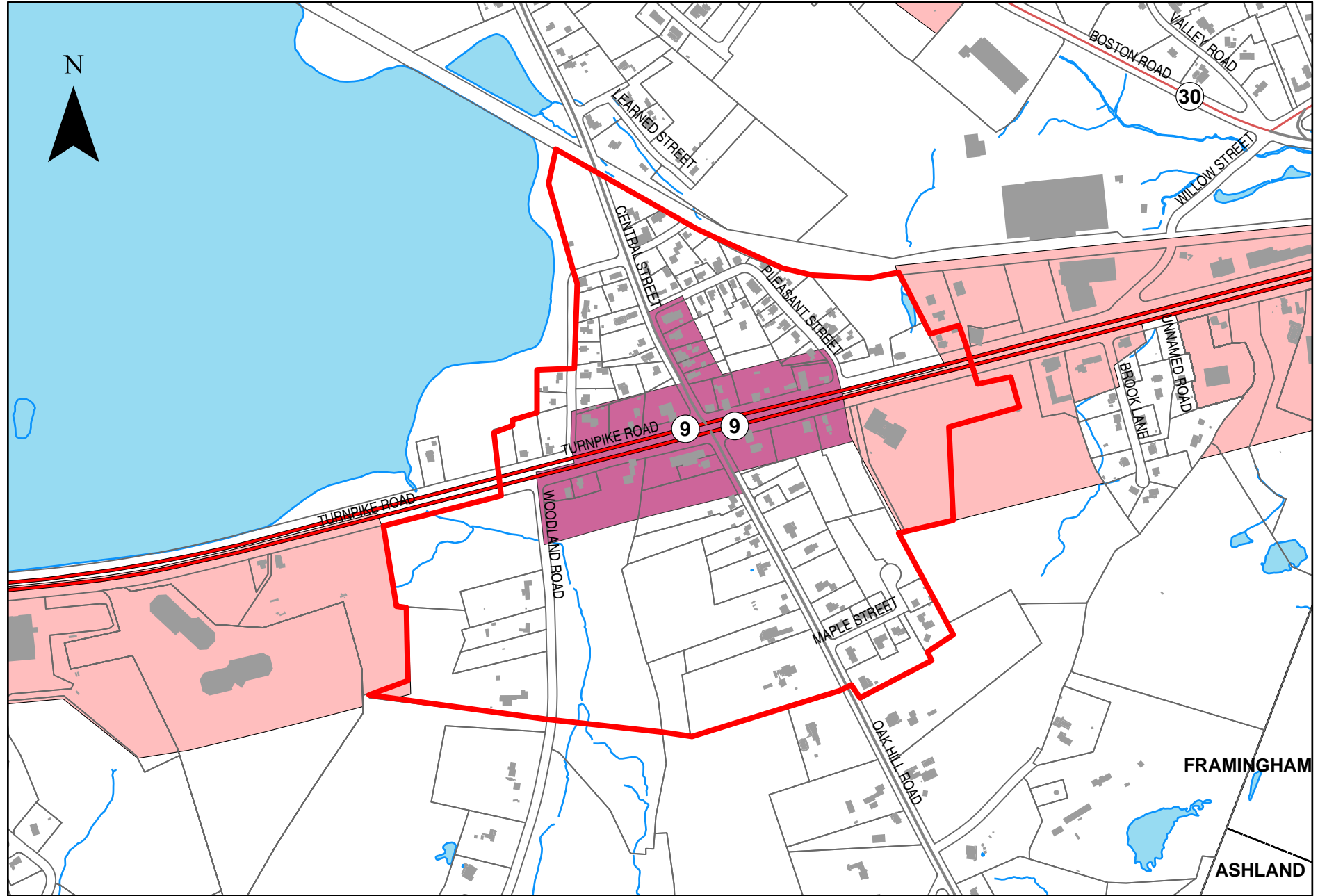


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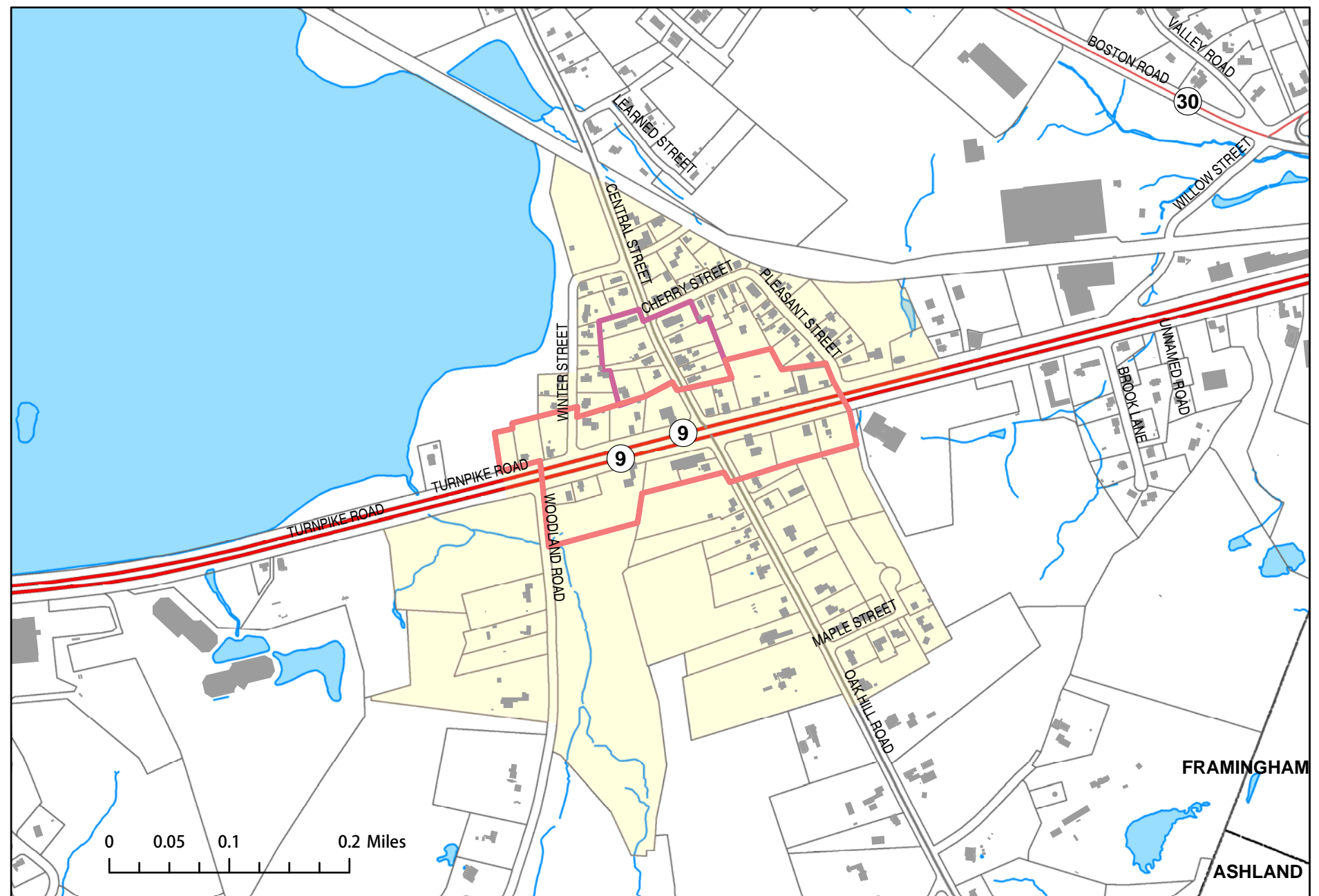
- |                        |                                    |   |                    |                                    |
|------------------------|------------------------------------|---|--------------------|------------------------------------|
| <b>Existing Zoning</b> | <b>Village Workshop Boundaries</b> | <b>Proposed Business Village District</b> | <b>Buildings</b>   | <b>Major Roads</b>                 |
| Business Village       | A                                  | Proposed Business Village District        | Buildings          | Limited Access Highway             |
| B                      | Proposed Housing Overlay           | Proposed Housing Overlay                  | Rivers and Streams | Multi-lane Hwy, not limited access |
|                        | Parcels                            |   | Open Water         | Other Numbered Highway             |
|                        |                                    |   |                    | Major Road, Collector              |

# Village Business District and Housing Overlay Boundaries: Fayville

Existing



Proposed

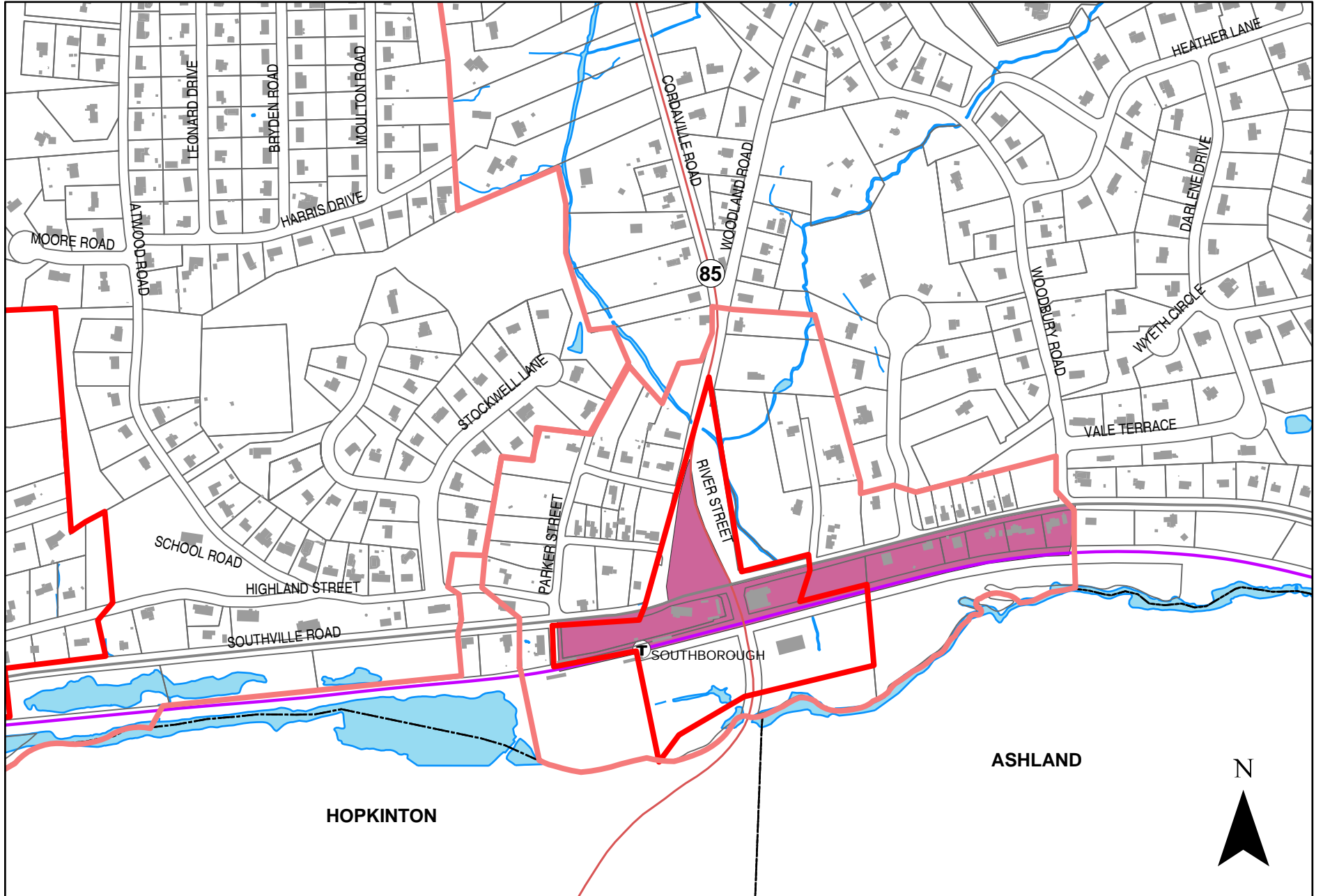


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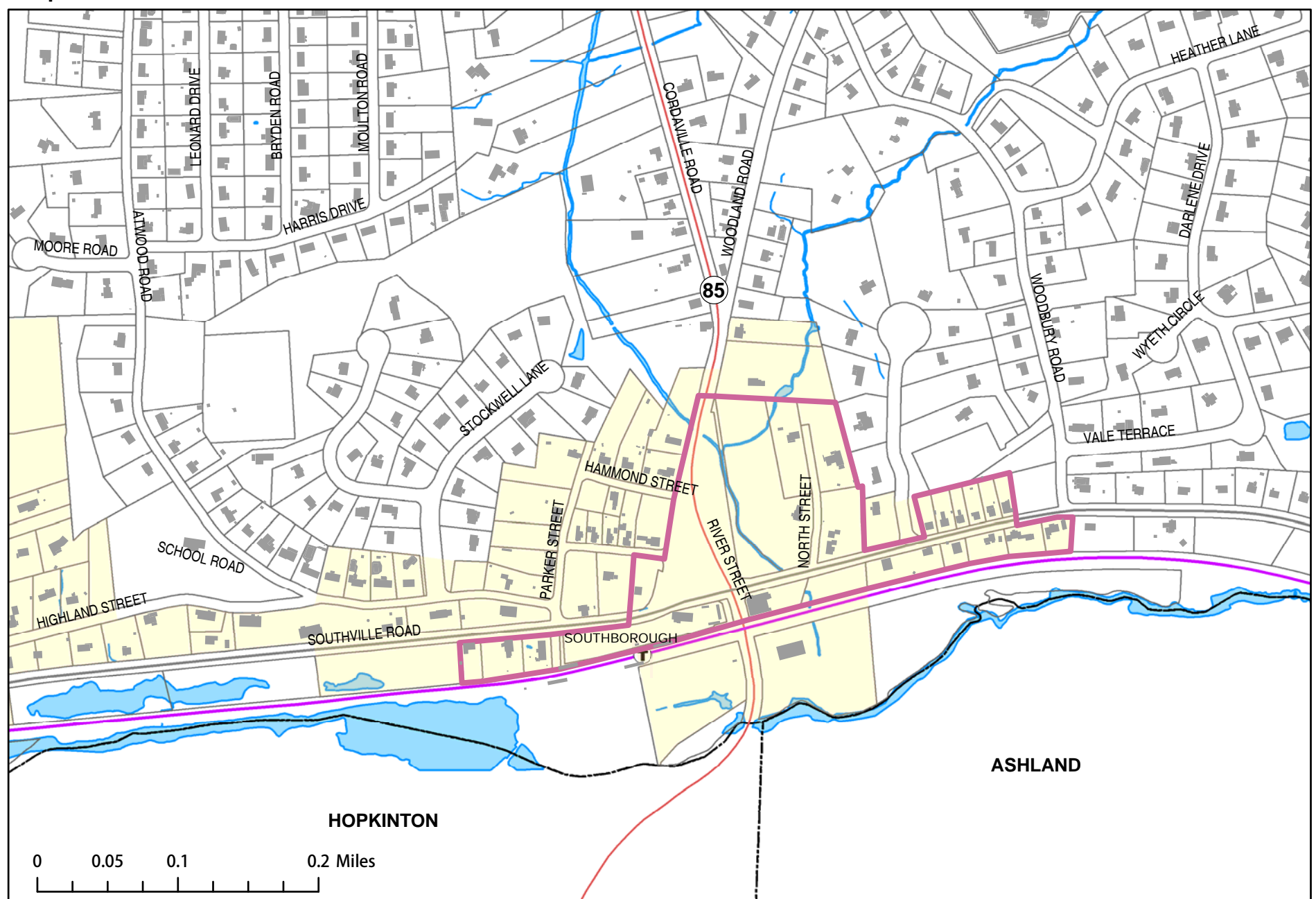
<b>Existing Zoning</b>	<b>Suggested Village Boundaries</b>	Proposed Business Village District	Buildings	<b>Major Roads</b>
Business Village	A	Proposed Fayville Business Village District	Rivers and Streams	Limited Access Highway
Business Highway	B	Proposed Housing Overlay	Open Water	Multi-lane Hwy, not limited access
		Parcels		Other Numbered Highway
				Major Road, Collector

# Village Business District and Housing Overlay Boundaries: Cordaville

## Existing



## Proposed

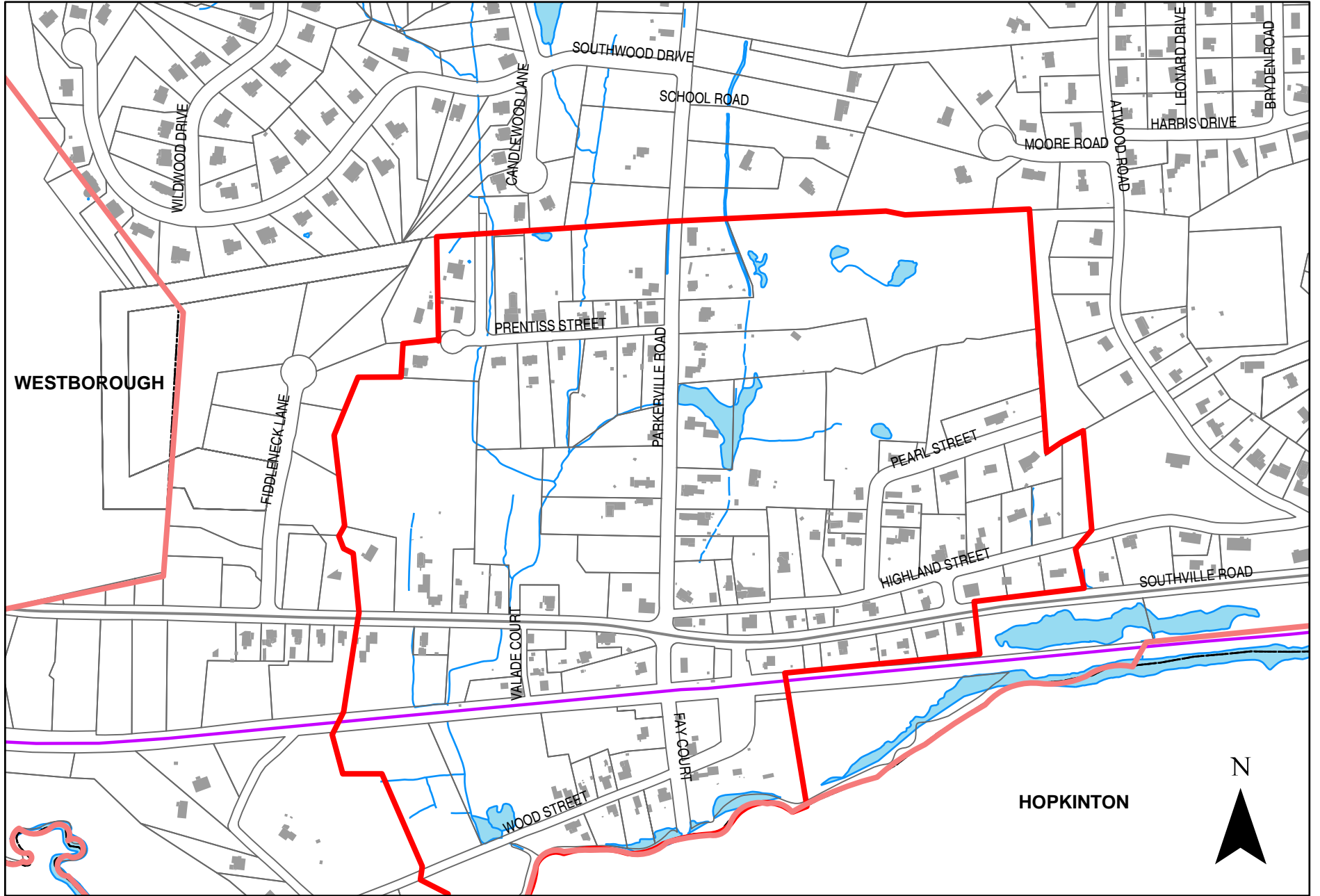


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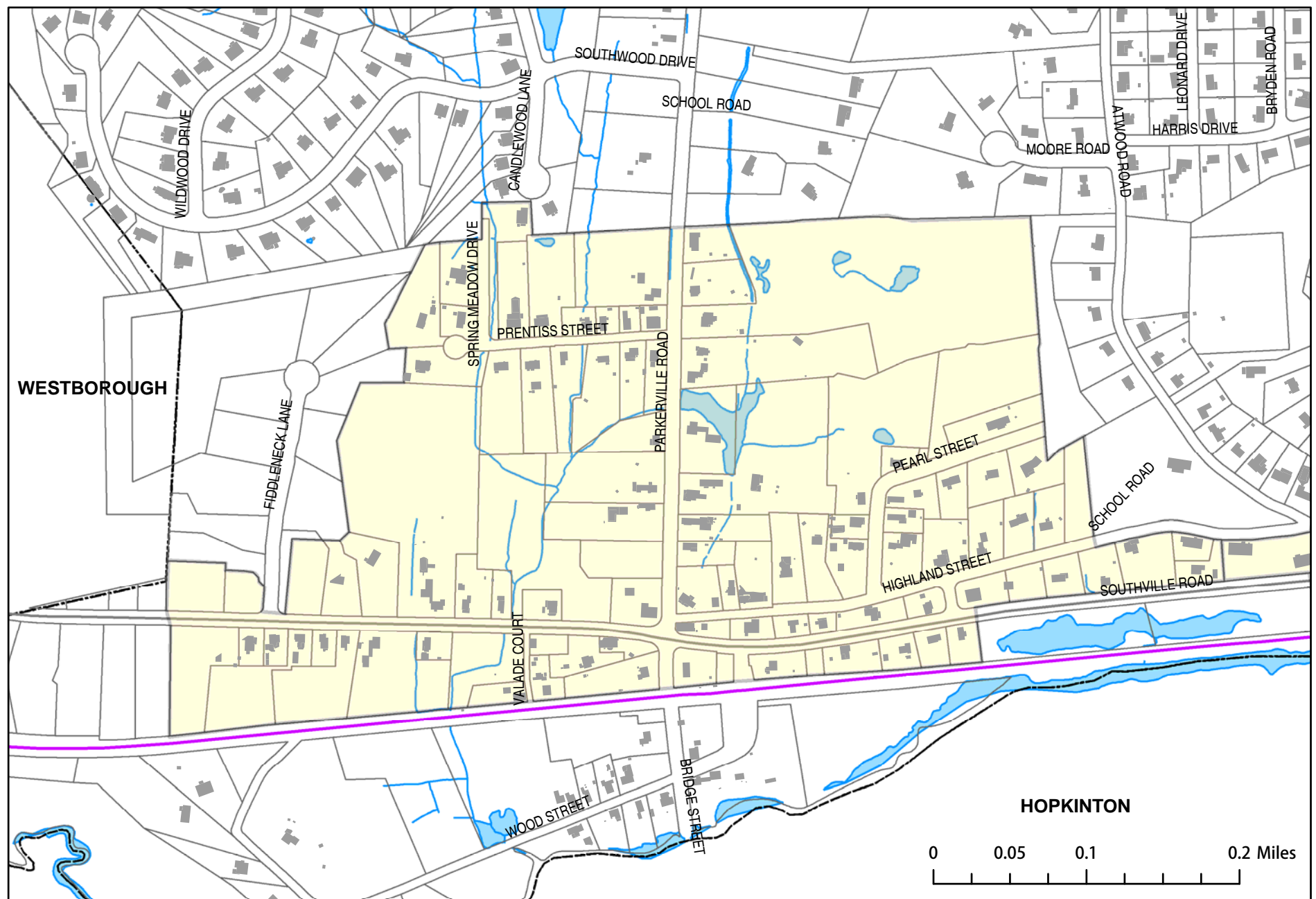
<b>Existing Zoning</b>	<b>Suggested Village Boundaries</b>	Proposed Business Village District	Buildings	<b>Major Roads</b>
Business Village	A	Proposed Fayville Business Village District	Rivers and Streams	Limited Access Highway
Business Highway	B	Proposed Housing Overlay	Open Water	Multi-lane Hwy, not limited access
		Parcels	Stations	Other Numbered Highway
			Lines	Major Road, Collector

# Village Business District and Housing Overlay Boundaries: Southville

## Existing



## Proposed



## Legend

<b>Existing Zoning</b>	<b>Suggested Village Boundaries</b>	<b>Proposed Business Village District</b>	<b>Buildings</b>	<b>Major Roads</b>
Business Village	A	Proposed Fayville Business Village District	Buildings	Limited Access Highway
Business Highway	B	Proposed Housing Overlay	Rivers and Streams	Multi-lane Hwy, not limited access
		Parcels	Open Water	Other Numbered Highway
			Stations	Major Road, Collector
			Lines	