

FALL RIVER · WATERFRONT URBAN · RENEWAL · PLAN

Draft September 2018

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1. Executive Summary

Fall River has a unique opportunity to completely rethink the role of its waterfront within a short timeframe. The Federal government constructed Interstate 195 and Route 79 between 1959 and 1966, during the heyday of urban renewal. These two highways altered the landscape of the city, dividing the waterfront from the neighborhoods and splitting the downtown into two halves.

The elevated portion of Route 79 blocks the neighborhoods to the east from accessing the Taunton River. These neighborhoods are Environmental Justice communities, with few open spaces and small, densely developed lots. These neighborhoods would be walkable to the waterfront, if the concrete structure of the highway did not limit access.

The Massachusetts Department of Transportation (MassDOT) is redesigning the elevated structure so that Route 79 will be lowered to ground level and realigned with Davol Street to create a boulevard along the waterfront. The existing neighborhood streets will be able to intersect with the boulevard, and thus reconnect the neighborhoods to the waterfront.

The realignment of Route 79 and Davol Street will create open land where the concrete structure of the highway once stood. This land, if properly defined by a street and block network, can be developed into a mixed-use neighborhood including residential, retail, and other commercial uses. This new development can create a walkable core that knits together the waterfront and the existing neighborhoods to transform the Fall River waterfront and restore the access from home to water, goods and services, and jobs.

Transforming the Fall River waterfront is the purpose of this Urban Renewal Plan. The primary public action envisioned by this Plan is the redevelopment of the new land into a mixed-use district and the integration of that district into the existing fabric of the waterfront. But Fall River's vision does not end with this new district. To the north and the south, underutilized land presents opportunities to extend public amenities that will draw residents, visitors, and private investment to a waterfront that has not yet realized its full potential. The proposal to locate a commuter rail platform within walking distance of the waterfront creates a second opportunity to redress the impact of the highway by providing a rail link between Fall River, its surrounding region, and the City of Boston.

This Urban Renewal Plan will describe the three major geographic areas of the waterfront, define the public actions that the Fall River Redevelopment Authority (FRRA) will take to implement the plan, and identify other City officials and departments and state agencies that have a role in supporting the purpose of this plan.

Lowering Route 79 is not a new idea. It was proposed in the *Fall River Harbor and Downtown Economic Development Plan*, completed in 2002. However, the realignment of a state highway is a major undertaking that requires significant technical work, funding mechanisms, and the political will in both the City and the State House. MassDOT has the final responsibility for the implementation of this realignment, and has committed funding, the technical and design studies, and their expertise to this project.

However, MassDOT does not have the responsibility for redeveloping land. Under state law, redevelopment authorities are specifically authorized for that purpose. The FRRA is enabled under Massachusetts General Laws Chapter 121B to undertake projects in an urban renewal area in order to address existing blighted or substandard conditions and, by their actions, improve those conditions.

The legislature enacted Chapter 121B during a period when governments (federal, state, and local) used urban renewal as a tool to undertake wholesale clearance of what were perceived to be slum conditions – housing that was unsafe, unsanitary, and substandard. Significant funding was often provided by the Federal government, and projects were controversial and often without public input.

Urban renewal is a different tool today. The Department of Housing and Community Development (DHCD) requires a public process that was absent in the 1950s and 1960s. DHCD requires approval after a public hearing of the executive body of the municipality – for Fall River, the City Council. DHCD must also approve the plan, and are involved during the planning process to ensure the document meets the legislative and regulatory requirements.

The role of urban renewal as a development tool is targeted towards those projects that cannot happen without private assistance. Often, these projects are parcels or buildings that have languished, whether from the presence of hazardous materials, obsolete floor plans or structural conditions, or economic or market conditions that are resistent to the normal operations of the real estate market.

In many cases, those communities that undertook urban renewal efforts in the 1950s and 1960s have not fully recovered from those efforts. We now value dense, walkable neighborhoods with a mix of residential unit types and supporting retail, restaurants, and services; such mixed-use neighborhoods were not always desirable. In many cases, urban renewal replaced density with a single use, surrounded by parking.

It is ironic that the same urban renewal legislation that once cleared these neighborhoods can be used to restore them; that the cities divided by a highway can, in rare cases, be knit together. Fall River is one such case. Transfer of the "new" ten acres to the FRRA will allow them to use Chapter 121B to oversee the redevelopment of this land into the new mixed-use neighborhood that is the primary purpose of the plan. This redevelopment must be a public action; simply subdividing the land and selling it to individual developers would waste a significant opportunity for the City to create a waterfront that is linked by a series of publicly accessible amenities. This environment would create a significant waterfront corridor for public enjoyment and economic benefit.

Fall River's waterfront corridor is long and contains three specific subareas of public intervention, as well as some smaller, but still critical, opportunities for specific public action. The three subareas are as follows:

- South Waterfront: Strengthening Current Assets: Arts, Museums, Parks – The focus of public action by the FRRA will be the acquisition and disposition of underutilized buildings and the land necessary to implement the proposed MassDOT Infra-Space improvements under the Braga Bridge.

- Central Waterfront: Developing a New Community: Route 79 and Davol Street – The public actions for this area are described above. The creation of this new neighborhood requires its integration into the fabric of the existing neighborhoods and the connection of those neighborhoods to the waterfront.
- North Waterfront: Rehabilitating Land for Jobs and Open Space/Recreation Use: Shell Oil Site Area – The Shell Oil site is a significant site within the Designated Port Area (DPA). Public action by the FRRA will include acquisition, reparcelization, and disposition.

Three other main points of public action exist outside these three subareas. The extension of commuter rail services from Fall River to Boston (the South Coast Rail extension) will create a platform on Davol Street. The FRRA will undertake acquisitions and dispositions to support this platform with additional parking and mixed-use development.

A cluster of mills on the Western Fall River Expressway, including one mill that has been partially demolished, provide an opportunity for the FRRA to acquire and dispose of properties for redevelopment in an area that serves as an important additional link between the new neighborhood in the Central Waterfront and the Shell Oil site on the North Waterfront.

The final major public action is the acquisition of all or portions of certain parcels along the waterfront to allow for the extension of the existing boardwalk northward along the waterfront.

The remainder of this *Executive Summary* provides additional information about the vision, goals, and planned actions for the Fall River Waterfront. This *Executive Summary* is intended to act as a stand-alone document, and will therefore repeat some of the information found in the later sections.

The intent of Sections 2 through 16 is to fulfill the requirements of 760 CMR 12.00 for the format and content of an urban renewal plan under Chapter 121B of the Massachusetts General Laws. The appendices provide additional information to support these Sections.



Figure 1-1: Downtown and Waterfront Urban Renewal Plan Boundaries

Introduction

Fall River is an exciting city with many assets, including an extensive waterfront area and a historic downtown. The Fall River Redevelopment Authority (FRRA) sponsored the production of two urban renewal plans, starting in the fall of 2016. The focus of this Plan is on the waterfront; the focus of the second Plan is on the downtown.

The FRRA appointed a Citizens' Advisory Group to provide input and feedback during the process and held two public meetings: one in February 2017, and the second in April 2017. The FRRA also held an Open House at City Hall, leaving boards describing both plans up in the atrium for three weeks in May to June 2017 and giving the public the opportunity to deposit comments in a "Suggestion Box."

To assist with the planning process and the preparation of the plan, the FRRA hired a consultant team led by Harriman and including FXM Associates, Fitzgerald & Halliday, and Bonz and Company.

Purpose of this Plan

The *Fall River Waterfront Urban Renewal Plan* (the Urban Renewal Plan) is an urban renewal plan as defined and enabled by Massachusetts General Laws (MGL) Chapter 121B and has been prepared in accordance with proposed revised 760 CMR 12.00 (see *Appendix B: 760 CMR 12.00*) as required by the Department of Housing and Community Development (DHCD).

The general purpose of this Urban Renewal Plan is to identify current conditions that have been obstacles to private investment, determine the needs of the waterfront and the goals for its redevelopment, and define those actions that will create incentives for the private market, over time, to address the existing conditions.

Primary Goal and Related Actions

The primary purpose of this Urban Renewal Plan is to address the future development of the parcels created by the realignment of the current Route 79/Davol Street road and highway system, a project under the purview of the Massachusetts Department of Transportation (MassDOT). Once the realignment is complete, approximately ten acres of land stretching along Fall River's waterfront will be available for development. This is an unprecedented opportunity for new development in the heart of the City that will achieve the following goals:

- Activation of the waterfront with new residential, retail, and commercial uses
- Physical connection of the existing neighborhoods to the waterfront
- The provision of new multifamily housing to supplement the City's existing older housing stock
- The provision of new space for office, retail, and other commercial uses to supplement the older spaces offered in the Downtown

To meet these goals, the FRRA will undertake the following actions:

- Acquisition of the new land from MassDOT
- Reparcelization of the land into developable parcels
- Disposition of the parcels to one or more private developers who will undertake the activities necessary to add buildings, landscaping, and public/private open space
- Control over the development by the use of a Land Disposition Agreement (LDA) and the design guidelines found in this Urban Renewal Plan

Until the final designs are complete, the number of parcels that will be created is uncertain. These actions will not cause the relocation of businesses or residents as this land is currently only used for the existing highway network.

Secondary Goals and Related Actions

During the course of the planning process for this Urban Renewal Plan, opportunities to address other conditions within the waterfront became evident based on public feedback and research into previous planning processes. These opportunities include the integration of the entire waterfront from south of Braga Bridge to Weaver's Cove and the linkage between the waterfront and the downtown. Planned public actions include the following:

- Provision of additional public open space to support new and future residents and visitors to the waterfront, including the implementation of the MassDOT Infra-Space program
- Acquisition of land to support parking and development adjacent to the proposed commuter rail platform to support the South Coast Rail expansion
- Installation of new or expanded connections for pedestrians and bicyclists along the waterfront and to the adjacent neighborhoods
- Establishment of critical links between the waterfront and the downtown; those links should be physical (along Anawan/Pocasset, Central and Columbia Streets), cultural, and economic.
- Acquisition of the Shell Oil site and planning for the future uses of the Shell Oil site /Weaver's Cove

Specific actions are described below within this Executive Summary in *Plan Goals* and *Implementation Plan*.

For these secondary opportunities, the anticipated actions include the following:

- Acquisition of buildings and/or vacant land for reparcelization and later disposition
- Use of design guidelines to control the physical form of future development within the urban renewal area
- Installation of public infrastructure improvements such as streetscape improvements and public open space to enhance the urban renewal area and attract additional private investment

Implications of the Plan

The boundary of the urban renewal plan contains 770 acres, approximately 550 of which are on land. To support the actions identified in this Plan, the FRRA has identified 51 parcels for acquisition that total approximately 135 acres, or about 25% of the total land area. This acreage includes the ten acres created by the Route 79/Davol Street realignment and the 74 acres that comprise the

Shell Oil site (one parcel/50 acres) and Weaver's Cove (three parcels/24 acres). Over time, the FRRA expects to dispose of all or most of these parcels, excepting those used for public infrastructure improvements and public open space.

If the FRRA acquires all parcels identified for acquisition, the estimated number of businesses that may be displaced is approximately 34 and the estimated number of residential units that may be displaced is approximately 36. These numbers are estimated based on a visual survey undertaken in December 2017 and information from the City Assessor's database. Should the FRRA acquire any parcels requiring displacement of one or more residents and/or businesses, it must follow the requirements described in *Section 10. Relocation*. Additional information about the parcels for acquisition is provided in *Section 2. Characteristics*.

The FRRA will evaluate the need to acquire parcels over the life of this plan and will amend the plan as necessary to add or delete potential acquisitions. Should property owners redevelop their property in accordance with the goals and the design guidelines established by the urban renewal plan, the FRRA may remove those parcels form the list of acquisitions.

Fall River Redevelopment Authority

The Fall River Redevelopment Authority (FRRA), is a public body politic and corporate, duly created pursuant to MGL Chapter 121B, § 4, by the City of Fall River, MA on July 28, 1964. The FRRA, as a redevelopment authority, is authorized to undertake certain actions, including the acquisition and disposition of land, the redevelopment of land, the issuance of bonds, the establishment of certain controls on land developed by others, and the acquisition of land by eminent domain for the public purposes established by this Urban Renewal Plan.

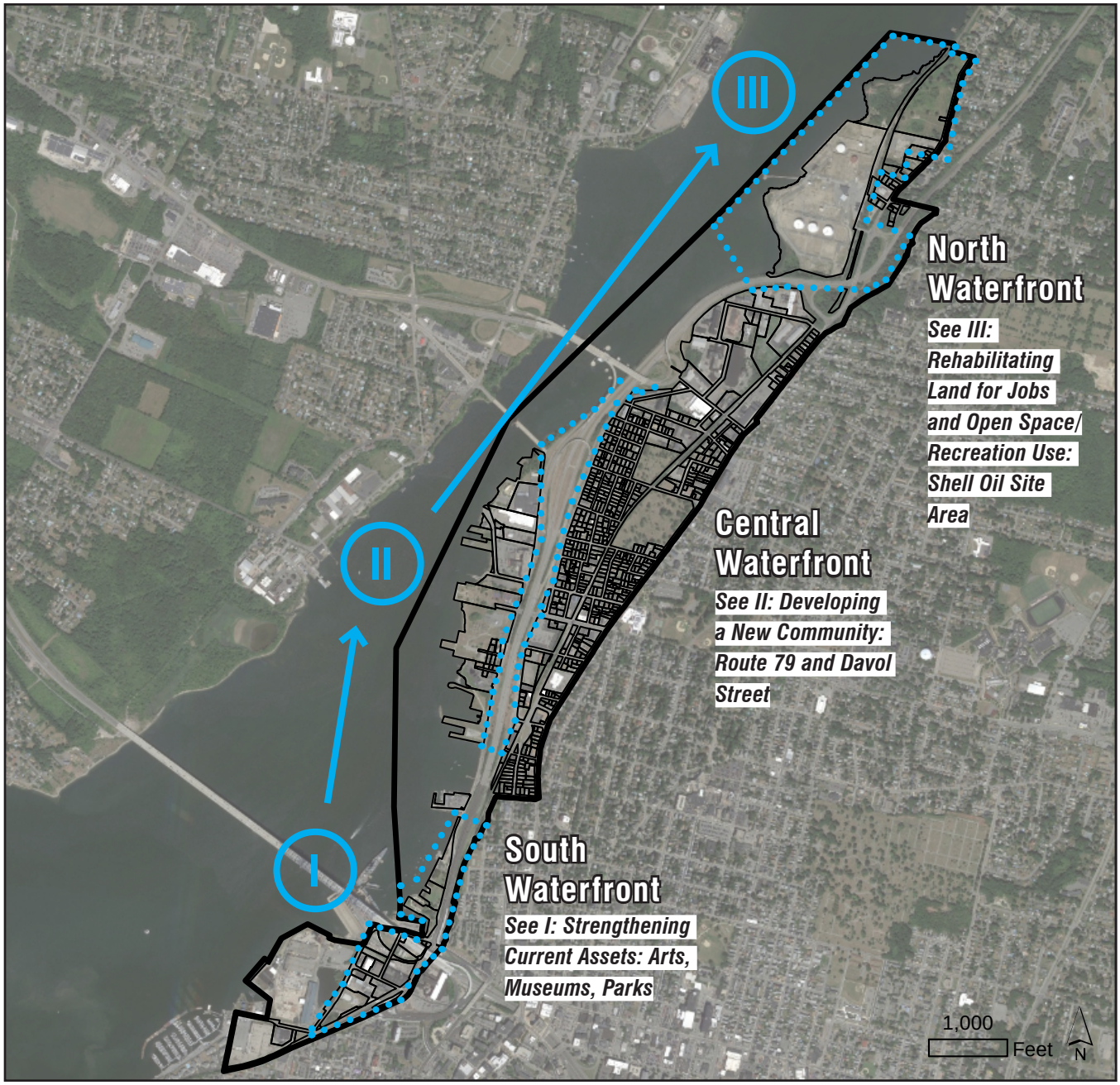


Figure 1-2: Three Waterfront Subareas and Strategies

Plan Goals

The waterfront can be divided into three distinct subareas: the southern portion, clustered around Battleship Cove and the Braga Bridge; the central waterfront including the water's edge, the Davol Street/Route 79/rail corridor, and the abutting neighborhoods; and the northern portion, including the former Shell Oil site and the abutting parcels (see Figure 1-2). The goals and implementation phases match this geographic distribution. Each subarea has a different vision and strategy; together these subareas will connect over time to form a vibrant waterfront. The diversification of uses will be attractive to a wide range of visitors and existing and new residents, businesses, and institutions. The strategies for the three subareas are described in the following pages.

I: Strengthening Current Assets: Arts, Museums, Parks

The strategies for the southern portion of the urban renewal area build on the existing arts and cultural institutions and assets, including Battleship Cove, the Narrows Center for the Arts, the "Gates of the City" plaza, and the former Marine Museum, which has recently become affiliated with Battleship Cove and renamed, "The Maritime Museum." The regulatory structure of the Arts Overlay District (AOD) and the proximity of this district to the downtown make it one of the few natural connections between the waterfront and the downtown, and there are significant opportunities to develop links between these two districts via the Columbia Street, Anawan/Pocasset Street, and Central Street/Harborside Park/Green Street/ Bank Street corridors, the latter of which is under review as part of the City's ongoing Streetscape Program. Public action will be required to implement Scheme 3 of the MassDOT's "Infra-space" study of this area, which would connect the district south of the Braga Bridge with Heritage State Park, north of the bridge, while at the same time celebrating more appropriately the mouth and the banks of the historic Quequechan River as it flows into the Taunton under the Central Street Bridge.

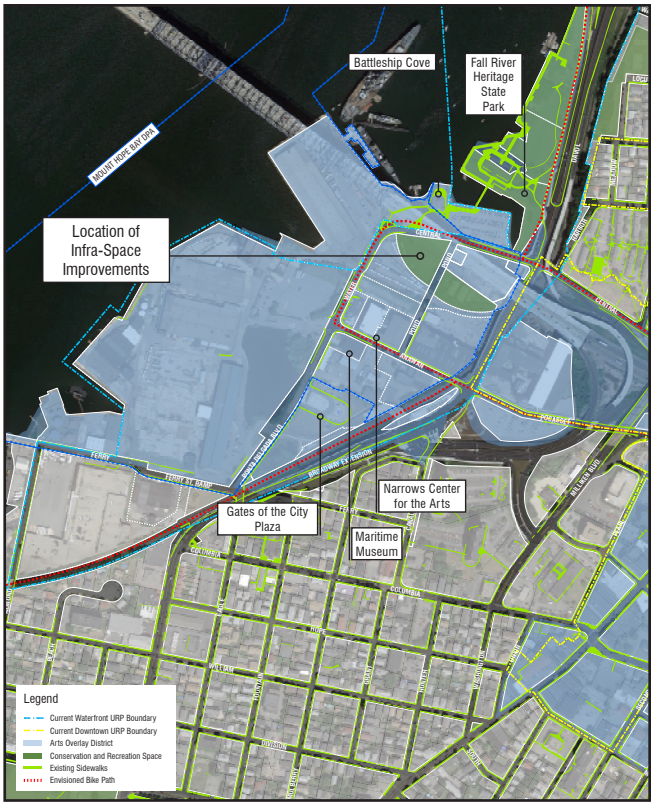


Figure 1-3: Arts, Museums, Parks

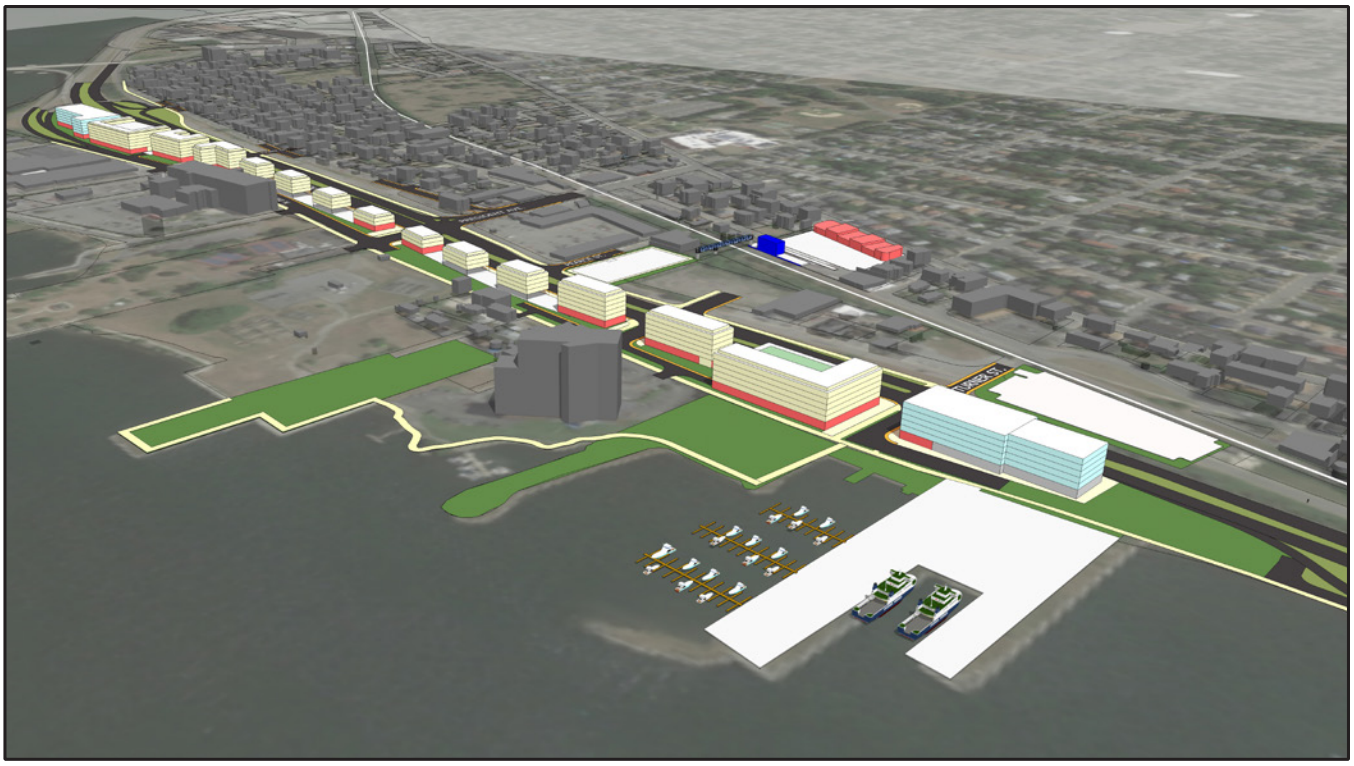


Figure 1-4: Medium-Density Scenario – Waterfront View
For illustrative purposes only. Not a proposed project.



Figure 1-5: High-Density Scenario – Waterfront View
For illustrative purposes only. Not a proposed project.

In addition to the FRRA's acquisition of the land needed to implement the Infra-Space concepts, the City will undertake streetscape-related improvements that will enhance the subarea and make it attractive for private investment in the nearby historic mill structures. The FRRA has identified several underutilized structures for acquisition and disposition.

With the exception of the conversion of portions of industrial land to open space, land uses in this subarea will remain consistent with what they are today: a mix of institutional, industrial, commercial, and open space.

II: Developing a New Community: Route 79 and Davol Street

The proposed realignment of Davol Street and Route 79 will create new land in the central portion of the urban renewal area; this new land presents an opportunity to create a new neighborhood that links the waterfront with the existing neighborhoods which are currently separated from waterside access. **This is the key strategy of this Urban Renewal Plan; this new community connects the three parts of the waterfront to each other and to the City as a whole.** Without a coordinated plan for the development of the land created by the proposed realignment, the City of Fall River – and the Commonwealth of Massachusetts – loses a unique, once-in-a-generation opportunity to recalibrate the entire waterfront area.

Streetscape improvements that provide access for vehicles, pedestrians, and bicyclists reinforce the connectivity promised by this Plan, and allow local traffic of all modes to safely interact with the regional traffic on Route 79.

Additional strategies take advantage of the watersheet to allow people to experience the water directly, either through personal boats or by taking an excursion boat. Integrating uses on land with uses on the water is a critical component of waterfront development; each reinforces the attractiveness of the other.

The FRRA will acquire this land and dispose of it to one or more developers. The FRRA anticipates the need for reparcelization of the land if multiple developers are chosen. Design guidelines incorporated into Land Disposition Agreements (LDAs) and identified in *Section 4.3. Design Guidelines* will control the eventual development patterns and the physical character of the resulting development.

Future land use in this subarea will involve a mix of medium- and high-density residential housing, office, and neighborhood retail and services on the ground-floor.

III: Rehabilitating Land for Jobs and Open Space/Recreation Use: Shell Oil Site Area

The northern portion of the urban renewal area includes the former Shell Oil site, which presents challenges for resolving historic environmental hazardous waste contamination, but also presents the option of reparcelization and redevelopment for water-dependent industrial use and supporting uses and job creation or

redevelopment for mixed and non-industrial uses and job creation. The dedication of a portion of this site, as well as portions of nearby parcels within the urban renewal area, for public open space and recreation use should be included in planning for this subarea, which is poorly served in this regard. Planning will have to take into account the applicability of the Designated Port Area (DPA) and Chapter 91 restrictions as well as the implications of designation of the Taunton River as a "wild and scenic" waterway.

The FRRA will acquire the four parcels that compose the Shell Oil site area (T-02-0001, T-15-002, T-15-0033, T-01-0038) in Phase I of this Urban Renewal Plan. The decision to pursue development under the requirements of the DPA or to pursue the evaluation of the DPA Boundary and/or a possible Municipal Harbor Plan are outside the scope of this Plan.

Further discussion of these three subareas and the goals and strategies for each can be found in *Section 4. Plan Objectives.*



Figure 1-6: Shell Oil Site Parcelization – Option A
For illustrative purposes only. Not a proposed project.



Figure 1-7: Shell Oil Site Parcelization – Option B
For illustrative purposes only. Not a proposed project.

Connection to the Downtown

Because the FRRA sponsored the planning process for both the waterfront and the downtown at the same time, the parallel processes allowed the FRRA and the consultant team to consider how the waterfront and the downtown could be linked. The two are separated by a significant topographical change from the Taunton River, up a steep slope to North and South Main Streets. Historically they were linked by the Quequechan River; the river now flows under the downtown until it reaches the Taunton River. Daylighting portions of the river through the downtown has been discussed in the past. This Plan recommends the City take action to provide enhanced access to the river in the near-term through the realization of the third scheme proposed in the *MassDOT Infra-space Program Concept Plan*, which includes expanded access for open space and recreation at the mouth of the Quequechan River. To facilitate its completion, this Plan lists the parcels featured in this concept for acquisition. More details on the *MassDOT Infra-space Program Concept Plan* are available in *Section 3. Plan Eligibility* and *Section 9. Public Improvements*.

There is a second link between the waterfront and the downtown – the AOD, a regulatory mechanism that links both areas by encouraging the development of uses that support or relate to the arts. It is hoped that the proposed changes discussed in this Plan will encourage additional City investment in streetscape improvements and private investment in the buildings and parcels along Anawan/ Pocasset Street, Columbia Street, and the Central Street/ Green Street/Bank Street Corridor to the downtown, as noted in the *Fall River Downtown Urban Renewal Plan*.

Finally, a connection between the waterfront and the downtown also exists in terms of demand in the real estate market. The vision for how these two districts can interact with each other assumes that each area will attract a different market. The vision for the waterfront is to attract residents and businesses looking for something new. The floor plates of new construction will be more suitable for certain types of businesses and for standard residential floor plans. The view of the water will add value to higher-level units, while access to the South Coast Rail commuter station will be attractive to others. Retail and services will be in two categories: those that serve the residents and employees of the existing and new neighborhood and those that focus on visitors to the waterfront.

The downtown is expected to attract those who want smaller, urban spaces with varying floor plates and materials that reflect the historic architecture of the downtown. Under this scenario, future residents will be attracted to pedestrian-oriented streets that have a mix of retail, experiential retail, personal services, and restaurants along the ground floor. Retail and restaurants will enhance the urban feel and reinforce the historic materials of the downtown and the cultures of the people who live in Fall River. Small, innovative businesses will be attracted to this area.

Summary of Market Conditions

This market conditions analysis focuses on potential for growth in three parts of the economy which are likely targets for development: the retail market, the rental housing market, and the office market. The full discussion of the data and methodology underlying this summary is provided in *Appendix C: Economic Development and Real Estate Market Conditions and Trends: FXM Associates.* The good news for both the waterfront and the downtown is that demand potential exists for residential, retail, and office space. The challenge is how to address that demand in both areas. As the waterfront and downtown change in response to their respective visions, the character of each should attract residents and businesses looking for different space and amenities.

Retail Trends and Projections

Two types of analyses underlie this discussion of retail trends. The first is an analysis of available jobs; the second is a measure of the gap between the demand for goods and services and the types of retail currently available. In both cases, the methodology and results are provided in detail in *Appendix C: Economic Development and Real Estate Market Conditions and Trends: FXM Associates*. Note that the reliability of projections into the future is important in interpreting the results shown in this analysis for retail and office trends. Trends over the last decade in retail employment, whether at the city- or county-level, provide only a limited guide to the future. The 2008-2009 recession caused large drops in the numbers of jobs in the city and county, but at the city-level, the decline began in 2006. In both places, recovery began in 2011, but is not yet well-established enough to serve as the basis for reliable projections.

Although there is evidence of an upward climb in the city since 2011 (Figure 1-8), suggesting that retail trade may have growth potential in the city, the performance at the county level shows little sign of recovery yet, and the trend lines for both decline to 2021. The level of confidence in the Fall River projection, however, is very low, leaving open the possibility of future growth in the sector. This recent pattern of growth is confirmed in subsequent analyses of historical trends and projections of net absorption of retail space in Fall River. At the county level, though, the R^2 value is quite high, indicating the downward trend there may be more reliable.

Closely related to the retail sector and included in the retail analysis is Accommodation and Food Services (NAICS code 72). Here the trend has been positive for both the City of Fall River and Bristol County. Figure 1-9 shows both historical employment and projected trends, as the R^2 value is high for both, making the projection reasonably reliable.

The retail gap analysis,[1] a snapshot of activity at the time the report was generated, indicates that there is currently potential demand to support 28 stores, across 13 categories, for an estimated 92,000 total square feet of additional retail space within the effective market area for the waterfront and the downtown. How much is captured by the waterfront and the downtown depends upon

1. This analysis should be reviewed and updated on a regular basis to ensure that the data is consistent with current market conditions.

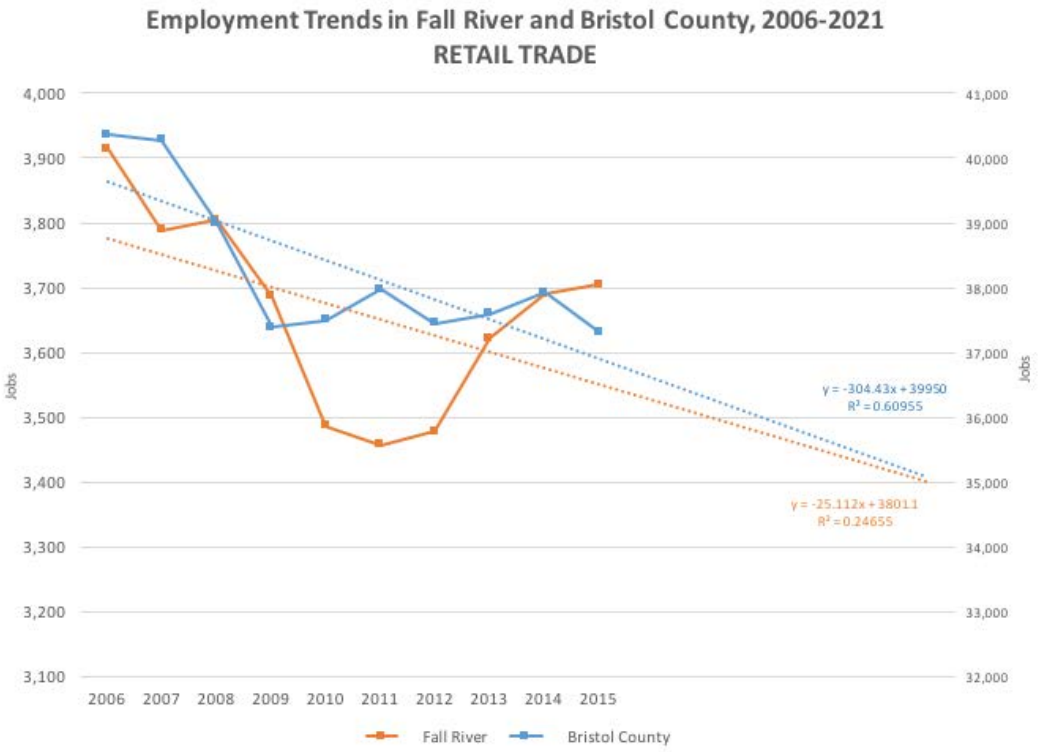


Figure 1-8: Employment Trends in Fall River and Bristol County – Retail Trade
Source: MassDOL&WF ES202 data series; US Dept of Commerce, Bureau of Economic Analysis, Regional Economic Information System; and FXM Associates

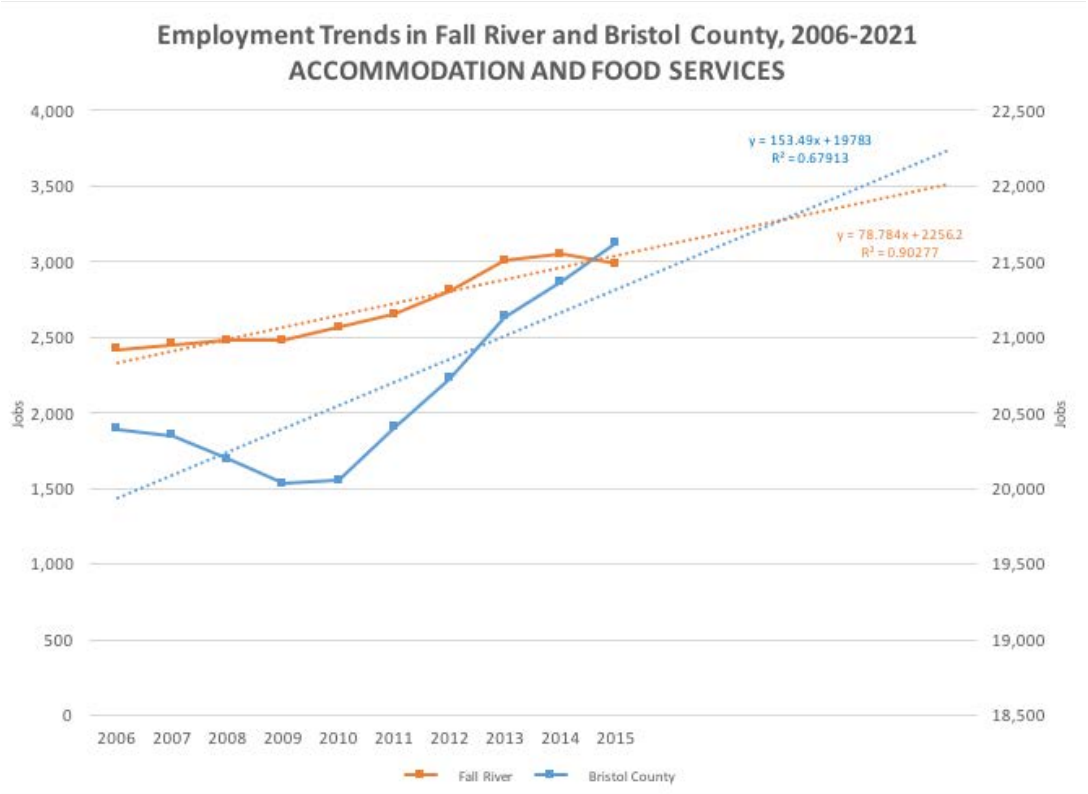


Figure 1-9: Employment Trends in Fall River and Bristol County – Accommodation and Food Services
Source: MassDOL&WF ES202 data series; US Dept of Commerce, Bureau of Economic Analysis, Regional Economic Information System; FXM Associates

which stores are appropriate for each area and how those opportunities are captured as part of the implementation of this Urban Renewal Plan and other marketing efforts by the City. The highest amount of projected space (15,300 square feet) is for Full-Service Restaurants. Food-related businesses are clustered in the top one-third of categories showing a retail gap, representing an opportunity for strategic clustering of related businesses. Other businesses represent the types of goods and services appropriate for downtown and village center areas.

The analysis also examined trends in the supply, occupancy, vacancies, and pricing of retail space because retail is an especially important potential use for both the waterfront and the downtown urban renewal areas, and because the retail opportunity gap analysis is only a snapshot of current potential. In the second quarter of 2017, Fall River had about 266,000 square feet of vacant retail space, a declining vacancy rate, and average annual net absorption (new occupancies minus move-outs) of 67,500 square feet per year. The implication of this forecast is that without new construction or rehabilitation of currently underused space, virtually all the existing inventory would be absorbed within the next four to five years. This forecast of net absorption coincides with the employment growth trends observed in recent years (since 2011; see Figures 1-8 and 1-9). Caution must be noted in the near-term, however, because the extremely low average rents will challenge developers to create especially attractive space in prime locations for the higher rents necessary to support new construction or rehabilitation of existing space.

Retail Store Type and NAICS	Selected Sales Opportunity/Gap *(2016 $)*	Potentially Supportable Square Feet	Estimated Capturable *Square Feet*	*# Stores*
Specialty Food Stores-4452	$23,145,183	36,717	6,280	2
Beer, Wine & Liquor Stores-4453	$20,314,499	75,155	12,000	3
Cosmetics, Beauty Supplies, Perfume Stores-44612	$2,271,894	5,315	1,500	1
Other Health & Personal Care Stores-44619	$7,077,568	26,688	4,098	3
Women's Clothing Stores-44812	$8,295,400	27,432	4,100	1
Family Clothing Stores-44814	$12,128,934	30,969	6,000	1
Shoe Stores-4482	$2,375,271	11,495	3,000	1
Sporting Goods Stores-45111	$11,051,835	38,697	6,000	1
Office Supplies & Stationery Stores-45321	$4,647,229	14,464	4,000	1
Gift, Novelty & Souvenir Stores-45322	$9,117,074	38,808	12,600	3
Other Miscellaneous Store Retailers-4539	$14,378,155	45,180	9,200	4
Full-Service Restaurants-7221	$13,778,283	26,403	15,300	3
Special Foodservices-7223	$8,419,482	23,677	8,000	4
Totals	**$137,000,807**	**400,999**	**92,078**	**28**

Table 1-1: Fall River Urban Renewal Area Retail Gap Analysis: Indicative Results
Source: The Nielsen Company, Segmentation and Market Solutions, 2016; various industry sources for sales per SF and SF per store; FXM Associates

Rental Housing Demand Analysis

Housing can be a critical component of a waterfront renewal plan, providing not only a market for the goods and services produced in the urban renewal area and prospective employees for businesses, but also vital street activity both during and outside of business hours. Properly integrated, it is a critical component of most mixed-use developments, which dominate developer preferences.

Households within the under 35 and 55 to 74 age groups are frequently targeted by developers for urban and specialty rental housing, such as reuse of formerly commercial and institutional structures, because they are less likely to have school-age children and therefore more open to units with fewer bedrooms in locations that are not necessarily ideal environments for children. They are also likely to be attracted to denser urban environments that allow walking distances to restaurants and retail shops. Households in other age groups, however, may also comprise demand for housing within the market area, and this report also assesses overall potential demand for all age groups.

Based on the combined waterfront and downtown urban renewal areas' current share of rental housing in the market area and recent absorption rates in comparable projects, an estimated 135 households that are able to afford up to $1,800 a month rent might be absorbed by additional rental development in a competitive rental property in this location each year.

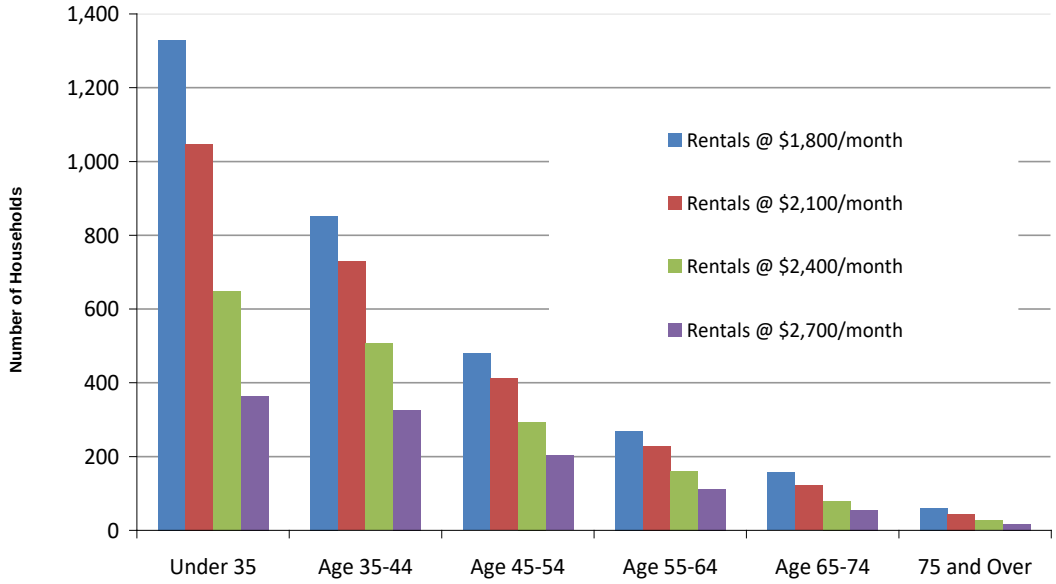


Figure 1-10: Average Annual Demand for Selected Monthly Rents by Age Group, Fall River Urban Renewal Market Areas
Source: FXM Associates, Housing Demand Model, November 2016

As discussed above, the waterfront and the downtown are likely to have a variety of residential products at varying price points. The information in Figure 1-10 indicates the demand for rental units at different price points in the combined areas; note that the different amenities and floor plans of the individual products will determine the price points in each area.

Office-using Sector Analysis

Office-using industries are a major employer in the City of Fall River and in the urban renewal areas. As shown in Figure 1-11, occupied office space is projected to increase in Fall River and in the Attleboro/Fall River/New Bedford submarket overall. Over the next several years, projected demand could be absorbed by vacancies in existing office space, but if current trends continue, there will be opportunities for rehabilitation and possible new office space construction. In the absence of some dramatic local, regional, state, or national economic downturn (worse than the recent great recession, which the region and city survived comparatively well), that demand for office space is likely to continue to be positive for at least the next several years.

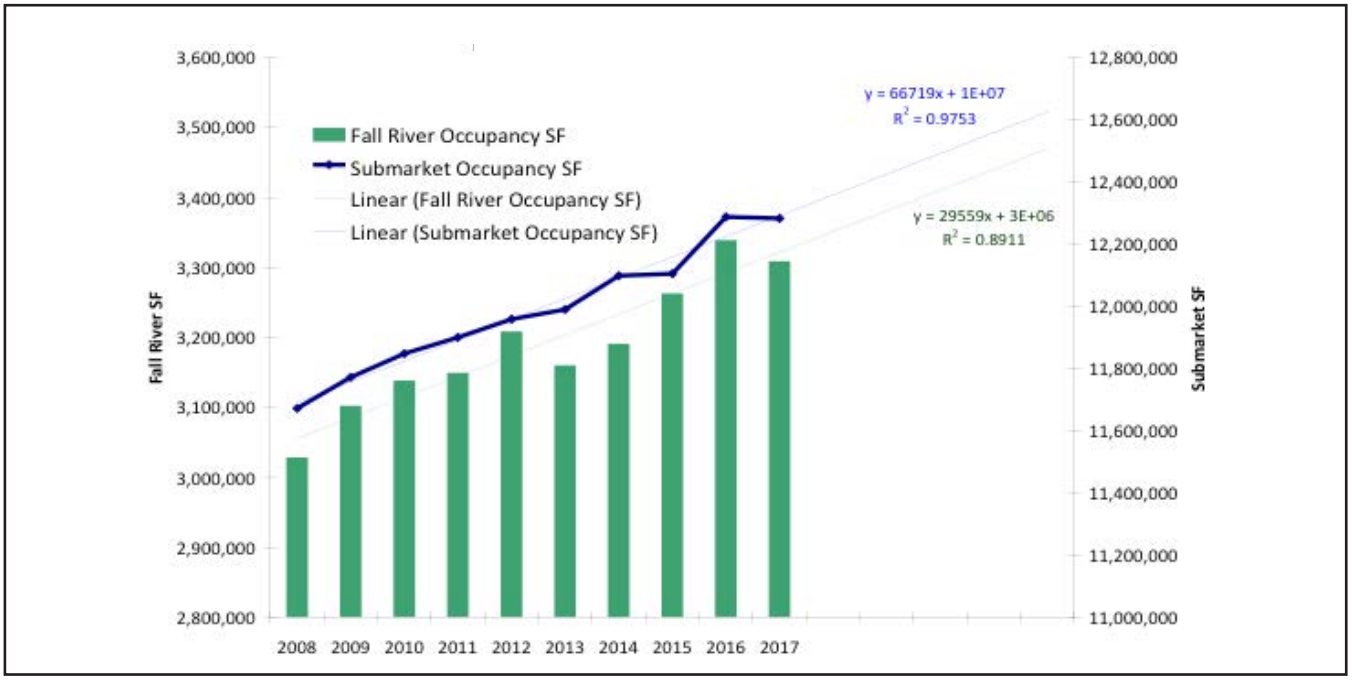


Figure 1-11: Office Space Occupancy Fall River and Submarket 2008 - 2022
Source: Co Star Property Information Systems, March 2017; and FXM Associates

The largest share of demand for office space in Fall River comprises professional, technical, and financial sectors, followed by social assistance services, medical offices, and public administration. The demand for medical office space is projected to grow by 2.4% per year and all office space by 1.2% per year city-wide. (See Table 1-2).

The Health Care and Social Assistance sector is a large proportion of both downtown and city labor forces. A little more than half of the employment in this sector is in Health Care, and most of that is in Ambulatory and Health Care Services. Almost all the Social Assistance activity is in Individual and Family Services.

A much smaller but growing sector in the City of Fall River is Educational Services. Trends are positive for both the city- and country-levels, but stronger at the city-level than at the county-level.

As with retail and residential, this analysis calculates demand across both urban renewal areas. The difference in product – rehabilitation versus new construction – will help determine how much and what type of office is captured in each area.

Projected Growth in Occupancy in Medical & Total Office Space in Fall River

	2017 Supply (SF)	2017-2022 Growth (SF)	Average Annual Growth (SF)	Annual % Growth
Medical Office Space	580,784			
Co Star Forecast Net Absorption		36,400	7,280	1.3%
2006 to 2017 Co Star Trend Line		86,666	17,333	3.0%
Employment Growth Trend Line				
Jobs	*2,188*	*312*	*62*	*2.9%*
Space	580,784	82,817	16,563	2.9%
Average of Above Forecasts		**68,628**	**13,726**	**2.4%**
Total Office Space	3,308,878			
Co Star Forecast Net Absorption		107,480	21,496	0.6%
2006 to 2017 Co Star Trend Line		222,988	44,598	1.3%
Employment Growth Trend Line				
Jobs	*11,079*	*905*	*181*	*1.6%*
Space	3,308,878	270,289	54,058	1.6%
Average of Above Forecasts		**200,252**	**40,050**	**1.2%**

Table 1-2: Projected Growth in Occupancy in Medical & Total Office Space in Fall River
Source: Mass DOL ES202 series; Co Star Property Information Systems; and FXM Associates, March 2017

Implementation Plan

Table 1-3 lists the actions associated with this Urban Renewal Plan, the parties responsible for their execution, and the time they are expected to occur. Phase I activities are scheduled for two to five years after the Plan's adoption, Phase II activities are scheduled for five to 10 years after the Plan's adoption, and Phase III activities are scheduled for 10 to 20 years after the Plan's adoption.

The implementation of this Plan requires actions by the FRRA, of course, but also requires public action from the Planning Board and the City Council, especially in the early years of the Plan. In order for each identified group to be an effective partner, appropriate staffing and funding

ORGANIZATIONAL ACTIVITIES

ACTION	IMPLEMENTATION	TIMELINE
Increase staffing and operational funding for City Planning Department.	City Council	Phase I
Review progress and amend plan if necessary.	***FRRA***, Planning Board, City Council	Phase I, II, III

REGULATORY ACTIVITIES

ACTION	IMPLEMENTATION	TIMELINE
Adopt zoning changes recommended in this Plan.	***FRRA***, Planning Board, City Council	Phase I
Undertake design review of all parcels developed within the boundary of this Urban Renewal Plan using the design guidelines and process identified in this Plan under *Section 4.3. Design Guidelines.*	***FRRA***, Planning Board	Phase I, II, III

ACQUISITION ACTIVITIES

ACTION	IMPLEMENTATION	TIMELINE
Acquire parcels within the Arts, Museums and Parks subarea, develop relocation plans, and issue Requests for Proposals.	***FRRA***	Phase I
Negotiate acquisition of land created by the realignment of the Davol Street/Route 79 corridor.	***FRRA***, MassDOT	Phase I
Acquire Shell Oil site.	***FRRA***	Phase I or II
Continue acquisition, redevelopment, and disposition, as appropriate, of parcels identified in this Plan.	***FRRA***	Phase II and III
Evaluate need for additional acquisitions and development to support the projects completed to date.	***FRRA***	Phase III

DEVELOPMENT AND DISPOSITION ACTIVITIES

ACTION	IMPLEMENTATION	TIMELINE
Act as master developer for Route 79 corridor, Shell Oil site, and other sites acquired to support the purposes of this Plan.	***FRRA***	Phase I, II, and III
Dispose of parcels, as identified in this Plan, to developers by sale or lease to be redeveloped according to the goals of this Plan.	***FRRA***	Phase I, II, and III

Table 1-3: Implementation Plan

resources are required. While some of the capital costs for this project may be met by grants, loans, or bond issues, in general, operating costs for staff and other resources must be funded by the appropriate entity. The FRRA and the City must provide the required resources to fulfill their respective roles in the implementation of this Plan. **The proposed activities in this Plan will require an increase in staff for the City's Planning Department.** *Section 6. Financial Plan* provides more information about funding needs and strategies.

PUBLIC INFRASTRUCTURE ACTIVITIES

ACTION	IMPLEMENTATION	TIMELINE
Complete 25% Design and Permitting for Route 79 North. Work with MassDOT to ensure realignment of Route 79/Davol Street creates appropriate parcel sizes.	***FRRA***, MassDOT, Planning Board	Phase I
Partner with MassDOT to implement concepts introduced in their Infra-Space proposal under Braga Bridge (including relocation of salt sheds, additional parking, and open space) and with local property owners to establish pedestrian and bike connectivity between the two sides of the bridge.	***FRRA***, City Council, MassDOT, DCM, landowners, Planning Board	Phase I
Improve Bicentennial Park Trail/Waterfront Boardwalk along National Grid/ Remington Avenue Pier.	***FRRA***, City Council	Phase I
Work with MassDOT to facilitate South Coast Rail Project implementation by 2022.	***FRRA,*** City Council	Phase I
Begin construction of Route 79 North.	MassDOT	Phase I
Integrate streetscape improvements on City streets with the new Route 79/ Davol Street corridor.	***FRRA***, City Council, DCM, MassDOT	Phase I
Improve visual access to Firestone Pond and visual and physical access to Crab Pond in the Arts, Museums and Parks subarea.	***FRRA****, City Council, DCM, landowners*	Phase I

PLANNING ACTIVITIES

ACTION	IMPLEMENTATION	TIMELINE
Undertake planning and implementation of improvements to the Anawan/ Pocasset Street corridor as a link between the waterfront and the downtown, including opportunities for public access to historic Quequechan River falls, currently exposed at two locations in the Iron Works Mill Complex.	***FRRA***, City Council, Planning Department	Phase I
Undertake further planning and implementation of improvements to the proposed Center Street/Harborside Park/Green Street/Bank Street Streetscapes corridor as link between the waterfront and the downtown.	***FRRA***, City Council, Planning Department	Phase I
Undertake more detailed planning study for Shell Oil site to determine appropriate uses within the DPA, necessary environmental mitigation based on those uses, and appropriate access and parcelization.	***FRRA***, City Council, DCM, landowners, Planning Board	Phase I

OTHER ACTIVITIES

ACTION	IMPLEMENTATION	TIMELINE
Conduct a new assessment of the water quality of the Taunton River and explore the feasibility of opening the northern section of the river to quahoging and oystering.	City Council	Phase I

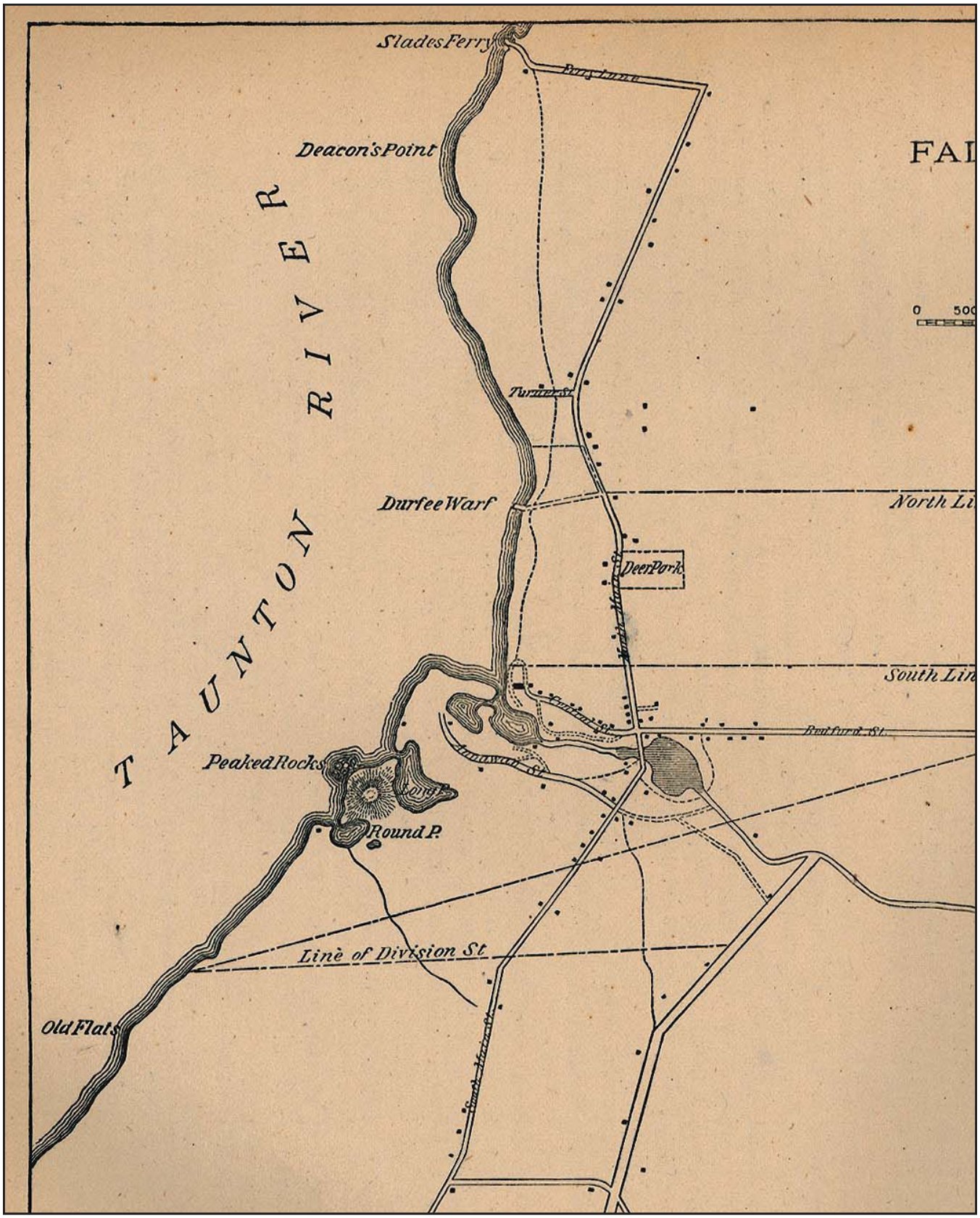


Figure 2-1: Fall River, Massachusetts in 1812
Source: Census Office, Part II. 1812 Map of Fall River, 1887

2. Characteristics

2.1 Description of the Plan Area

	URBAN RENEWAL AREA	CITY OF FALL RIVER	PERCENTAGE OF CITY
Total Number of Properties	~620	~22,300	~3%
Total Acres	~770 acres (~550 acres on land)	~26,100 acres	~3%
Total Valuation	~$189.3 million	~$6.265 billion	~3%

Table 2-1: Waterfront Urban Renewal Plan Urban Renewal Area Snapshot

Development History

Fall River's western edge is defined by the Taunton River. North Watuppa and South Watuppa Ponds bound it on the east. The Quequechan ("Falling River") River cuts across the lobe defined by these bodies, flowing westerly from the ponds to the Taunton River over a course that once involved eight small waterfalls. Much of Fall River's history centers around its plentiful water resources and the industry they enabled.

First populated by the Pokanoket Wampanoag tribe, Fall River incorporated in February of 1803. Fall River's first textile mill, Globe Manufacturing, was built eight years later. More textile mills followed: Fall River Manufactory in 1813, Troy Cotton and Woolen Manufactory in 1813, and the Pocasset Manufacturing Company in 1821.[1] These mills brought residents to the city and by 1830, Fall River's population had climbed from the two dozen families that were present at its incorporation to 4,159.[2] These years saw the construction of Fall River's early street grid, consisting of Bedford, Central, Anawan, North Main, and South Main Streets;[3] the Fall River Branch Railroad, which connected the city to New Bedford and later to Bridgewater; and the Fall River Line, a luxurious steamship that provided service between Boston and New York City.

The textile industry in Fall River flourished through the 1800s and into the 1900s. In 1868, with 500,000 spindles, it overtook Lowell, Massachusetts as the leading textile city in the country. By 1872, Fall River had doubled this capacity. Mill development and subsequent population growth tapered after this point but hardly stalled. By 1876, the city produced one-sixth of all cotton and one-half of all print cloth production in New England. President William Howard Taft attended the city's "Cotton Centennial" in 1911. The population at that time was 119,295, and the city had 3,943,036 spindles in operation.[4]

1. Fenner, Henry Milne. History of Fall River Massachusetts. Fall River Merchants Association, 1911.

2. Ibid.

3. Census Office, Part II. 1812 Map of Fall River, 1887.

4. Fenner, Henry Milne. History of Fall River Massachusetts. Fall River Merchants Association, 1911.



Figure 2-2: Fall River's Waterfront in 1877
Source: Library of Congress, View of Fall River, MA, Drawn and published by O.H. Bailey and J.C. Hazen, 1877

In its tremendous success, the city was also very exposed. Other industries had not developed in Fall River. In 1918, after World War I ended, the US economy began to slow, then the Great Depression hit. By 1940, the number of textile companies in Fall River had declined to 17, which was 32 fewer than had existed in 1917. Smaller companies, focused on garment production, partially offset this loss. These businesses survived until the 1990s, when globalization and foreign competition led them to relocate or shut down.[5]

In the decades following the decline of the garment industry, a few large infrastructure projects have drastically altered the city. Between 1959 and 1966, the Federal and State governments constructed Interstate 195 (I-195) and Route 79. I-195 follows the path of the Quequechan River, and its construction involved the channelization and burial of most of the exposed waterway. This course also split the city's downtown, located in the area immediately adjacent the Quequechan River, in two. Meanwhile, Route 79, which runs roughly perpendicular to I-195, and roughly parallel to the Taunton River, separated residential communities located on higher ground from the waterfront.

Today, Fall River's population is 88,712, approximately 31,700 less than at its peak in 1920. The median household income and level of educational attainment for this population are both around half of what is seen statewide.[6] The city's proud history is evident in the numerous mill buildings that dot its landscape. Some of these buildings have been masterfully adapted to new uses, but others remain partially-occupied or vacant, absent a local economy that is robust enough to support redevelopment. The city's housing stock – a majority of which was constructed during the mill boom – is starting to show signs of wear.[7] I-195 affords great access to the region, but inhibits movement locally. City Hall, which

5. Koorey, Stefar, Fall River Revisited, Arcadia Publishing, 2012.

6. MassInc, Gateway Cities Profile: Fall River, 2008.

7. UMass Dartmouth Public Policy Center and Representative Carole Fiola, Towards an Evidence-Based Housing Policy in Fall River, MA, 2016.

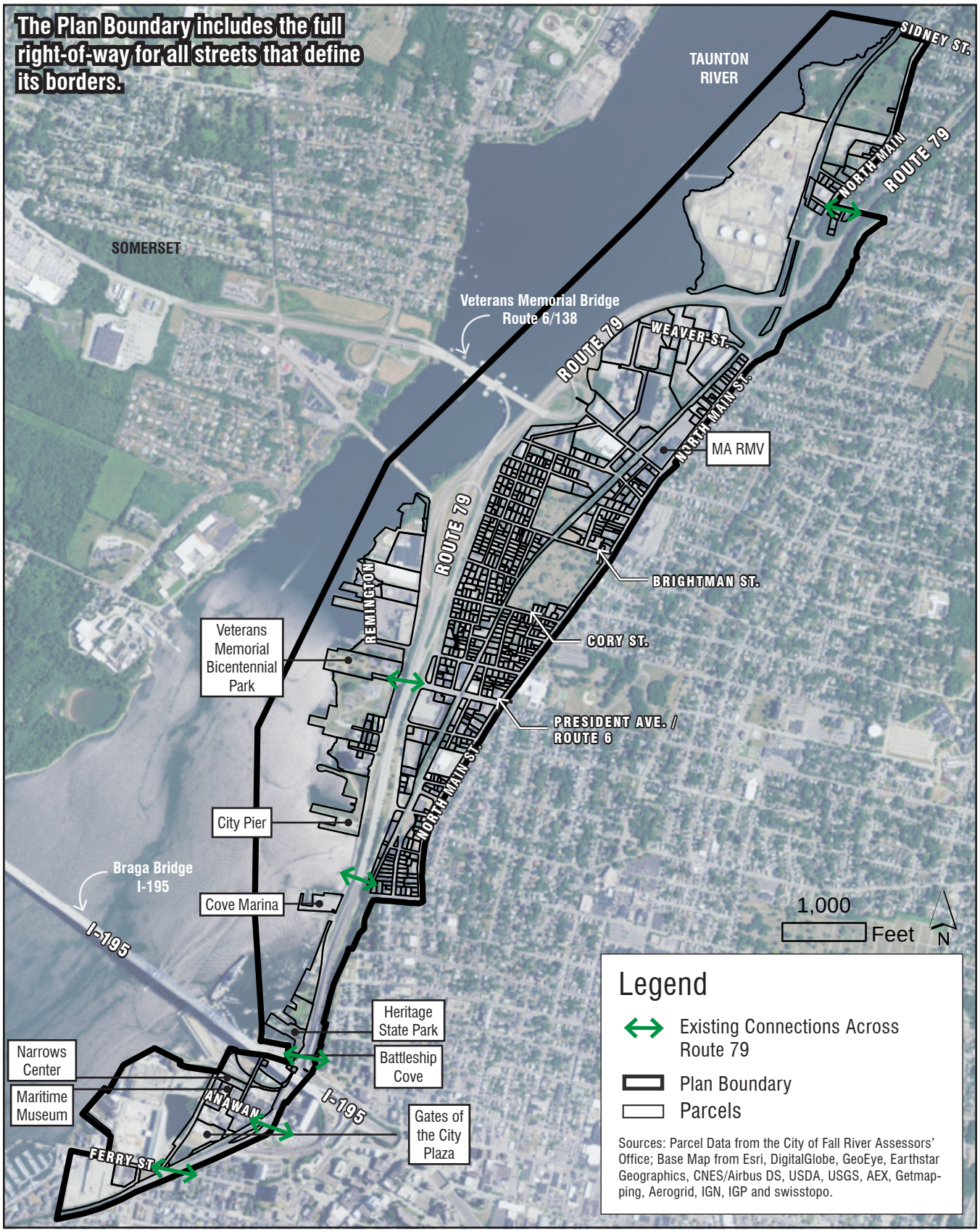


Figure 2-3: Fall River Waterfront Urban Renewal Area (Plan Boundary)

rests on top of this roadway, pieces the downtown together slightly, but the area is still largely fractured. Route 79, meanwhile, is scheduled for major construction that will remove the roadway's elevation, enhancing connection to the waterfront and freeing up about ten acres of land for new development. This area will undergo significant change in the coming years.

Location and Access

Fall River is located in southeastern Massachusetts, just north of Rhode Island, and next to the Massachusetts towns of Westport, Dartmouth, Freetown, and Somerset. It is accessible by several major roadways: I-195, which connects Fall River to Providence, RI; US Route 6, which runs from Providence, RI to Cape Cod; and State Routes 79 and 24, which run north to Boston.

This Plan's urban renewal area is situated along a three-mile stretch of the Taunton River. The northern edge of the urban renewal area is defined by Sidney Street and the southern edge is defined by the railroad tracks just above William Street. North Main Street delineates the area's eastern edge with two exceptions: from Ferry Street to Cedar Street, where the boundary is defined by Route 79, and from the North Main Street-Route 79 underpass to until Sidney Street, where it is again defined by Route 79. Naturally, the Taunton River forms the western boundary.

The urban renewal area is intersected by three major roadways: I-195, US Route 6, and Route 79. I-195, which runs through the downtown and over the Taunton River, is located in the southern portion of the urban renewal area. The roadway is elevated through this stretch and does not pose a physical barrier, however its ramps do impede visual connection and contribute to unpleasant conditions, particularly for pedestrians. Route 6/President Avenue, parallels I-195 until Bicentennial Park and then continues north. Though the roadway has four lanes, it is regularly broken by cross streets.

Route 79, in contrast with these other roadways, greatly inhibits movement. As it is currently constructed, Route 79 runs the length of the waterfront in the urban renewal area. It is elevated at most points, and connection underneath it is afforded at just a handful of locations: Ponta Delgada Boulevard, Anawan/Pocasset Street, Central Street, Water Street/Central Street, Route 6/President Avenue, and Herman Street. The proposed realignment of Route 79 will help relieve this condition, however, the City should work to ensure that reconnecting the city with its waterfront is prioritized throughout the design process. This Plan offers recommendations to this end in *Section 4. Objectives.*

In addition to these roadways, the urban renewal area has two bridges, Braga Bridge and the Veterans Memorial Bridge (Route 6), and is home to a state-owned rail corridor. The rail corridor runs roughly parallel to Route 79 but is set eastward, away from the waterfront and closer to Fall River's residential communities. There are ample opportunities to cross these tracks at present. This condition may change, however, with construction of the South Coast Rail line. As with the Route 79 construction, the City should work to sustain and improve waterfront access. The South Coast Rail project is described in more detail in the following section and in *Section 3. Plan Eligibility*.

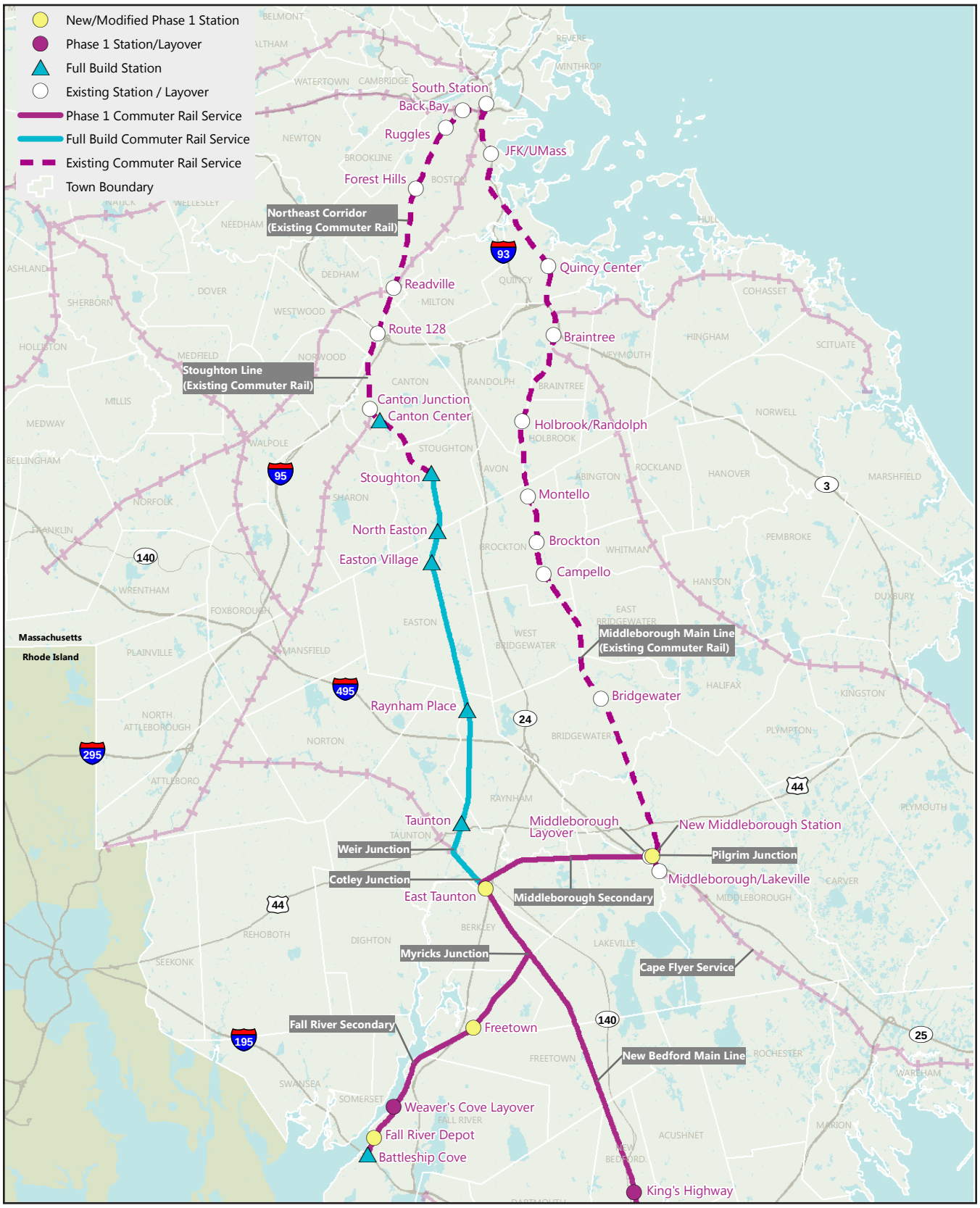


Figure 2-4: South Coast Rail Phasing Plan
Source: South Coast Rail Draft Supplemental Environmental Impact Report, January 2018

Transit Infrastructure and Service

Public transportation, while limited, is also available within the urban renewal area. The Southeastern Regional Transit Authority (SRTA) operates ten bus routes within Fall River and two intercity routes, one to the Swansea Mall, and a second to New Bedford. One of these routes (Route 2) makes stops in the urban renewal area. All buses leave from the newly-constructed Louis D. Pettine Transportation Center, which is located downtown, off Borden Street. These buses provide reasonable coverage of the city geographically but hours of operation could be improved; many bus routes stop at 6PM and none run on Sundays. The 2016 *Regional Transportation Plan* notes the lack of a Fall River-Taunton intercity route; presently, riders must travel via New Bedford. Although Taunton is a 30-minute drive from Fall River, this connection takes two hours and forty-five minutes during ideal traffic conditions.

In addition to these public bus options, the city is also served by Megabus and Peter Pan. Megabus operates a route from Fall River to UMass Dartmouth, Fairhaven/ New Bedford, Providence, RI, New Haven, CT, and New York, NY. Peter Pan offers service to Boston, Hyannis, Newport and Providence, RI, and New York, NY.

There is no commuter rail service in Fall River at this time, however, rail service, two rail stations, and a layover facility are being planned as part of the South Coast Rail project. This future rail service will operate along the existing line and provide commuter rail service connecting Fall River to Boston via the Middleborough/Lakeville Line in the first phase of the service, which is planned for completion in 2022. At Full Build, service will be provided via an extension of the Stoughton line.Two stations have been proposed for Fall River, one at the old station site between Pearce and Baylies Streets and one at Battleship Cove. The phasing plan for South Coast Rail is shown in Figure 2-4 and more details about the project are available in *Section 3. Plan Eligibility*.

Environmental, Natural and Cultural Resources, Regulated Areas

The urban renewal area was screened for the following environmental, natural and cultural resources, and regulated areas:

- Topography
- Surface Water Resources
- Other Natural Resources
- Coastal Zone, Chapter 91, and the Designated Port Area (DPA)
- Title 5 Setback Zone
- Floodplains
- Marine Infrastructure
- Utility Infrastructure

Section 3. Eligibility describes other conditions, such as hazardous risk sites, historic properties, and Environmental Justice areas.

Topography

The waterfront area west of Route 79 is low-lying with much of the area approximately 10-feet above sea level and falling within, or near, the 500-year floodplain. East of Route 79, the topography climbs steadily with many local streets and rail corridor being 30-to 60-feet above sea level (see Figure 2-7).

Surface Water Resources

The urban renewal area rests entirely within the Narragansett Bay Watershed.

Surface water resources within the urban renewal area include the Taunton River north of the Braga Bridge and Mount Hope Bay to the south. Firestone Pond (bounded by Firestone Avenue, Water Street and Anawan/Pocasset Street) and a smaller pond nearby (known locally as Crab Pond) are two additional, underutilized surface water resources. The water quality of these two waterbodies is unknown.

The mouth of the Quequechan River intersects the Taunton River within the urban renewal area, and portions of the river can be seen at various locations between Anawan/Pocasset Street and the area underneath the Braga Bridge. Most of these locations are not accessible to the public.

TAUNTON RIVER

The Taunton River was designated as a Partnership Wild and Scenic River in 2009 and is part of the National Wild and Scenic Rivers System. Management of the river is a joint partnership of the National Park Service and the Taunton River Stewardship Council. The Federal Wild and Scenic Rivers Act (1968) requires that the river be kept in a free-flowing condition.

The Taunton River is classified as a Category 5 water in the 2014 *Massachusetts Integrated List of Waters* and in the 2016 Draft *Massachusetts Integrated List of Waters*. Causes of impairment in both reports include fecal coliform, fishes bioassessments, and dissolved oxygen levels. The Environmental Protection Agency (EPA) defines Category 5 waters as those that require a Total Maximum Daily Load (TMDL). A TMDL, defined by Section 303(d) of the U.S. Clean Water Act, describes a plan for restoring impaired waters that identifies the maximum amount of a pollutant that a body of water can receive while still meeting water quality standards.

The most recent available water quality assessment report for the Taunton River identifies the river proximate to Fall River as class SB.[8] Class SB waters are defined as follows

> These waters are designated as a habitat for fish, other aquatic life and wildlife, including for their reproduction, migration, growth and other critical functions, and for primary and secondary contact recreation. In certain waters, habitat for fish, other aquatic life and wildlife may include, but is not limited to, seagrass. Where designated in the tables to 314 CMR 4.00 for shellfishing, these waters shall be suitable for shellfish harvesting with

8. Taunton River Watershed *2001 Water Quality Assessment Report,* p.14

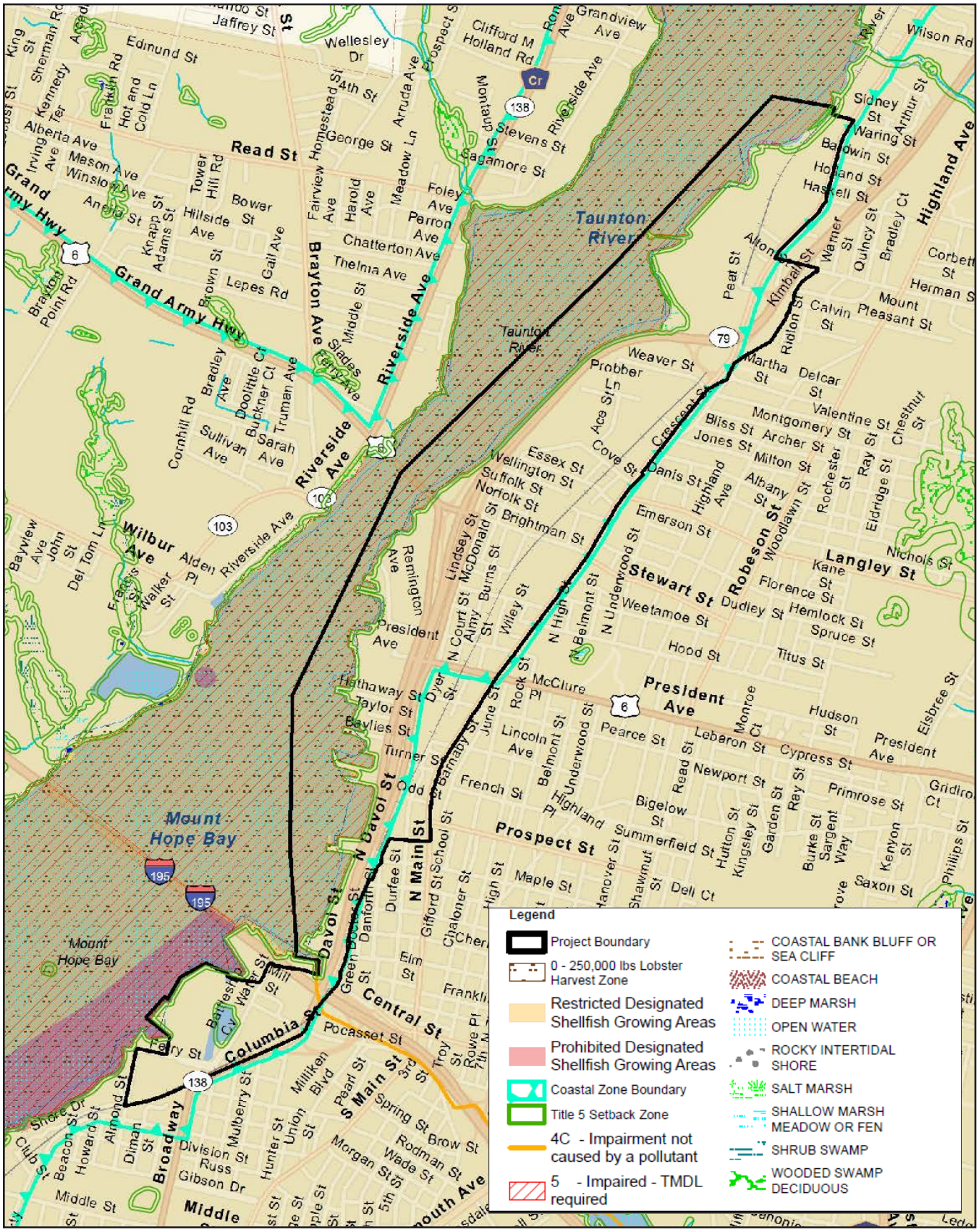


Figure 2-5: Natural Resources

depuration (Restricted and Conditionally Restricted Shellfish Areas). These waters shall have consistently good aesthetic value.

Massachusetts Surface Water Quality Standards, 314 CMR 4.05 (4)(b)

The City should conduct a new assessment of the water quality to determine the impacts of the improvements and to explore the feasibility of opening the northern section of the Taunton River for quahoging and oystering.

MOUNT HOPE BAY

Mount Hope Bay is classified as a Category 5 water in the 2014 *Massachusetts Integrated List of Waters.* Causes of impairment include chlorophyll-a, fecal coliform, fishes bioassessments, nitrogen, and water temperature. Category 5 waters are "waters requiring TMDL."

The most recent available water quality assessment report for Mount Hope Bay identifies the Mount Hope Bay proximate to Fall River as class SB (CSO).[9]

SB (CSO) waters are defined as follows:

> These waters occasionally are subject to short-term impairment of swimming or other recreational uses due to untreated CSO discharges in a typical year, and the aquatic life community may suffer adverse impact yet is still generally viable. In these waters, the uses for Class B and Class SB waters are maintained after the implementation of long term control measures described in the approved CSO long term control plan, except as identified in such plan. The Department may designate a segment partial use, B(CSO) or SB(CSO), provided that:
>
> a. a Department approved long term control plan provides justification for the overflows;
>
> b. the Department finds through a use attainability analysis, and EPA concurs, that achieving a greater level of CSO control is not feasible for one of the reasons specified at 314 CMR 4.03(4);
>
> c. existing uses and the level of water quality necessary to protect the existing uses shall be maintained and protected; and
>
> d. public notice is provided through procedures for permit issuance under MGL
>
> c. 21, §§ 26 through 53 and regulations promulgated pursuant to MGL c. 30A. In addition, the Department will publish a notice in the Environmental Monitor. Other combined sewer overflows may be eligible for a variance granted pursuant to 314 CMR 4.03(4). When a variance is not appropriate, partial use may be designated for the segment after public notice and opportunity for a public hearing in accordance with MGL c. 30A.
>
> *Massachusetts Surface Water Quality Standards, 314 CMR 4.06 (11)*

Additionally, shellfish harvesting in Mount Hope Bay has been identified as impaired due to elevated total fecal

9. Narragansett and Mount Hope Bay Watersheds *2003-2008 Water Quality Assessment Report*, p.34-37.

coliform bacteria.[10] The fecal coliform bacteria has been identified as a direct pollution effect of the City of Fall River with secondary effects from the City of Taunton.[11] According to the TMDL report:

> The TMDL analysis has determined that the most significant point source contributors of fecal coliform to the Massachusetts portions of Mount Hope Bay include the direct pollution effects of the City of Fall River, and secondary effects from the City of Taunton. The main stem Taunton River drains directly into the Massachusetts (MA) and Rhode Island (RI) Mount Hope Bay areas. Flows from the Taunton River carry Combined Sewer Overflow (CSO) discharges from both cities following wet weather directly into these Mount Hope Bay areas. Additionally, general overland stormwater draining directly into the Taunton River from both urban areas during wet weather is another important bacteria pollution contributor to the Bay. It should be noted that $115 million in capital improvements have been made to the Fall River collection system over the last several years to address the CSO issue including the completion and implementation of a rock tunnel storage system that went on line in 2009. The extensive upgrade to the collection and treatment systems at Fall River is expected to result in significant water quality improvements.[12]

10. Narragansett and Mount Hope Bay Watersheds *2003-2008 Water Quality Assessment Report*, p. 36-37.

11. *Final Pathogen TMDL for the Narragansett/Mt. Hope Bay Watershed*, July 2010, CN# 351.0 Report# 61 – TMDL – 2, page iv.

12. *Ibid.*

Other Natural Resources

Natural resources within the urban renewal area are primarily associated with the Taunton River and Mount Hope Bay. There are no documented inland wetlands within the urban renewal area although a small area of shallow marsh meadow is located between Route 79 and the Shell site (see Figure 2-5).

Coastal Zone, Chapter 91, and the Designated Port Area

COASTAL ZONE

The urban renewal area is almost entirely within Coastal Zone Boundary (see Figure 2-5). This area is regulated by the Massachusetts Office of Coastal Zone Management (CZM). The Coastal Zone Management Act authorizes state coastal programs to review federal actions affecting their coastal uses and/or resources, regardless of whether the action occurs within or outside the state coastal zone boundary. The intent is to ensure that such activities are consistent with the state's enforceable program policies.

CZM is also the authority that oversees the Designated Port Areas (DPA) of Massachusetts.

CHAPTER 91

The Commonwealth of Massachusetts regulates access to and development of abutting waterways through the Massachusetts Public Waterfront Act or MGL Chapter 91

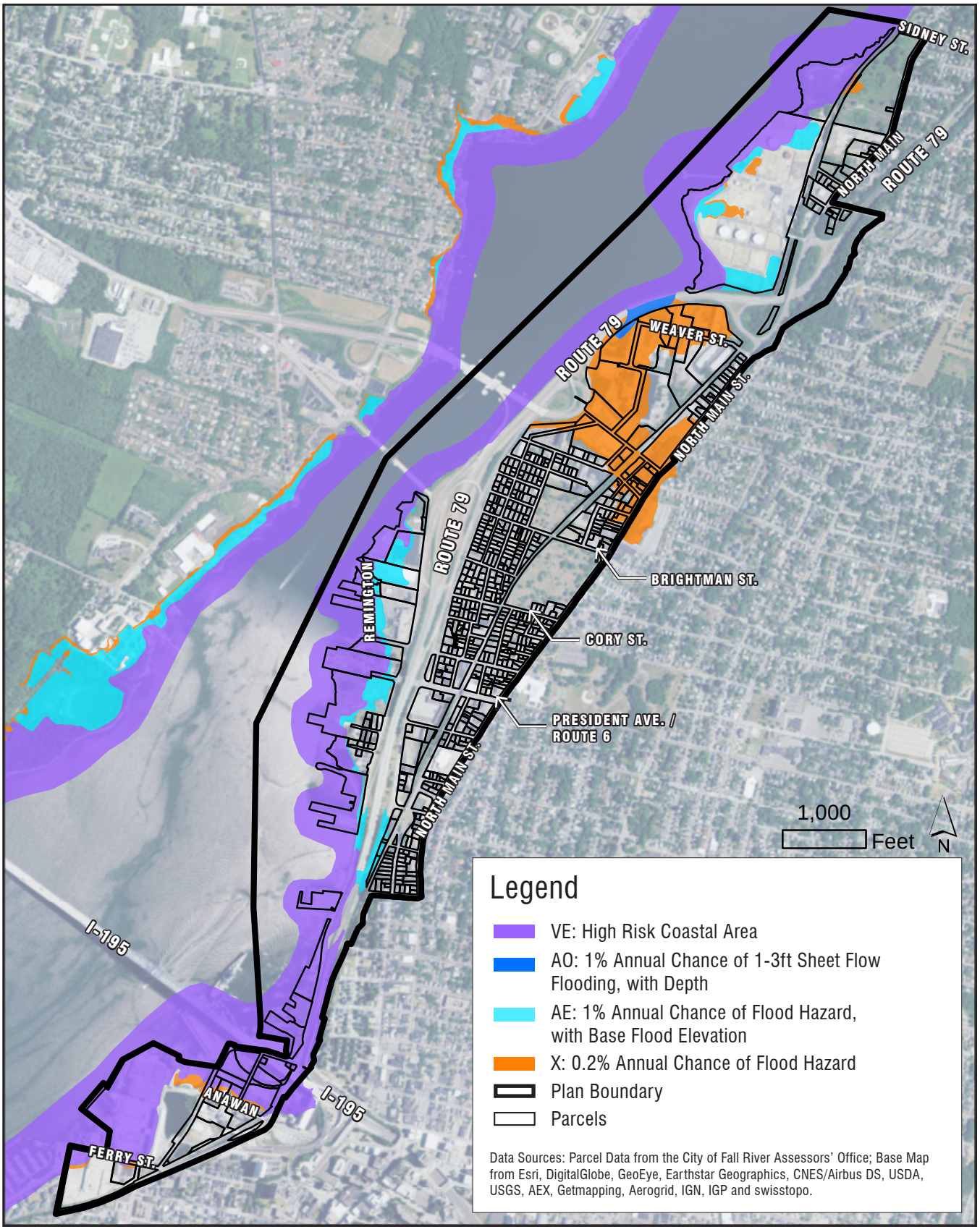


Figure 2-6: Flood Zones in the Urban Renewal Area

(Chapter 91). The concept of public access for hunting, fowling, and navigation has been protected by law since Colonial times. The Chapter 91 jurisdiction line follows, in general, the historic mean high-water mark.

The impact of Chapter 91 depends on a number of factors:

- Does the project have an impact on flowed tidelands or filled tidelands?
- Is the proposed use water-dependent or nonwater-dependent?
- Is the project in the more restrictive DPA?

Chapter 91 requires public access to the water; these regulations therefore have an impact on the allowable uses at ground-floor level, the height of any buildings, and setbacks from the shoreline or edge of the pier.

Some of the requirements related to placement, height, and uses may be waived under an approved municipal harbor plan approved by the local community and the Massachusetts Department of Environmental Protection.

Mount Hope Bay DPA

The most restrictive requirements under Chapter 91 are those related to areas within the boundary of a DPA. Land use within a DPA is mostly restricted to water-dependent industrial uses, with allowances for supporting uses, such as warehouses and parking, for those water-dependent industrial uses.

Under Massachusetts law, the primary purpose of a DPA is to preserve land and water for water-dependent industrial uses. A municipality may implement a DPA Master Plan; this document allows the municipality to waive certain requirements in favor of their local preference while still ensuring that the purpose of the DPA is met.

A portion of the urban renewal area is within the Mount Hope Bay DPA.

Title 5 Setback Zone

The entire shoreline/riverfront of the urban renewal area is regulated by Massachusetts Title 5 (The Massachusetts Rivers Protection Act Chapter 258 of the Acts of 1996). Within Fall River, this regulated area falls within 25-feet of the water's edge (see Figure 2-5). No permit shall be granted for work within the regulated riverfront area that would result in a significant adverse impact to the riverfront area relative to: protection of private or public water supply, protection of groundwater, flood control, prevention of storm damage, prevention of pollution, protection of land containing shellfish, protection of wildlife habitat, and protection of fisheries. Also, no permit shall be granted if there is a practicable and substantially equivalent economic alternative to the proposed project with fewer adverse impacts.

Floodplains

Floodplains are low-lying areas adjacent to rivers or streams that are inundated periodically by floodwaters. A 100-year floodplain is an area that has a one percent chance of being inundated by floodwaters in a given year, whereas a 500-year floodplain is an area that has a 0.2% chance of being inundated by floodwaters in a

given year. Floodways are located within floodplains and consist of the river or stream channel plus any portion of the 100-year floodplain which carries stream flows during flood events. Floodplains and floodways are important for storing floodwaters so that adjacent properties and downstream areas are not damaged during flood events.

There are 100-year floodplains (Zones A and AE) and 500-year floodplains (Zone X) within the urban renewal area, both are associated with the Mount Hope Bay and the Taunton River (see Figure 2-6). Much of waterfront west of Route 79 is within a 100-year (1% annual flood hazard) flood zone while the Fulton/Cove/Ace/ Weaver Street area rests within a 500-year flood zone.

Marine Infrastructure

Waterfront infrastructure includes State Pier (outside the urban renewal area), an active pier that is home to the Block Island and Newport ferries. There are also inactive piers, including City Pier and a pier attached to the former Shell Bulk Storage Terminal. The FRRA is improving City Pier for anticipated future uses.

The Fall River State Pier is under active use. The Commonwealth of Massachusetts owns the site and the operations are managed by the Fall River Line Pier, Inc, under the oversight of MassDevelopment. The operations are water-dependent industrial and vessel-related, consistent with the location of the pier within the Mount Hope Bay DPA.

Utility Infrastructure

Water and sewer service are available throughout the urban renewal area and are provided by the City of Fall River. Electric service is provided by National Grid, which has a substation in the waterfront area. Natural gas service is also available within the urban renewal area and is provided by Liberty Utilities.

WASTEWATER AND STORMWATER INFRASTRUCTURE

Fall River's existing Combined Sewer System collects and transports wastewater from a service area of approximately 90,000 residents and stormwater runoff from approximately 5,000 acres (7.8 square miles). Currently, there are five combined sewer overflows (CSOs) located within the waterfront urban renewal area that discharge rainwater and sewage to the Taunton River and Mount Hope Bay. These locations include Alton Street, Cove Street, President Avenue, City Pier, and Central Street.

A Federal court order was issued which required the City to implement a CSO Abatement Plan. The CSO Abatement program has included expansion of the regional wastewater treatment plant (which is south of the urban renewal area), the construction of an 85-million-gallon rock tunnel with surface piping and partial sewer separation of selected CSO areas along the waterfront. Additionally, screening and disinfection facilities have been improved and/or constructed at both the Cove Street and President Avenue locations over the last ten years. Improvements are planned for CSO controls at both the Alton Street and City Pier CSOs.

2.2 Required Maps

Section 2.2 Required Maps contains all the maps of the project area mandated by 760 CMR 12.02(2). They are as follows:

- Boundaries of the project area and topography (*Figure 2-7*)
- Boundaries of areas proposed for clearance and areas proposed for rehabilitation (This map is not included as the *Fall River Waterfront Urban Renewal Plan* does not involve large-scale clearance activities)
- Property lines and the footprint of buildings and parking areas on each lot, existing and proposed *(Figure 2-8 with Figures 2-9, 2-10, and 2-11 as insets)*
- Existing uses and the current zoning (*Figure 2-12: Existing Uses* and *Figure 2-13: Current Zoning)* See *Section 2.3 Existing Land Use* and *Section 2.5 Existing Zoning and Regulatory Controls* for the accompanying text.
- Proposed land uses, other activities and zoning (*Figure 2-14: Proposed Land Uses, Figure 2-15: Proposed Zoning, Figure 2-32: Public improvements with Figures 2-33, 2-34, and 2-35 as insets.)* See *Sections 2.4 Proposed Land Use*, *Section 2.6 Proposed Zoning*, and *Section 9. Public Improvements* for the accompanying text.
- All thoroughfares, public rights of way and easements, existing and proposed (*Figure 2-16 with Figures 2-17, 2-18, and 2-19 as insets*)

For the following maps, see *Section 4. Plan Objectives* for the accompanying text and Table 2-2 for specific information about each parcel.

- Parcels to be acquired *(Figure 2-20 with Figures 2-21, Figure 2-22, and Figure 2-23 as insets)*
- Lots to be created for disposition (*Figure 2-24 with Figures 2-25, 2-26, and 2-27 as insets)*
- Buildings to be demolished (spot clearance) *(Figure 2-28: Buildings to be Demolished, Rehabilitated, and Constructed with Figures 2-29, 2-30, and 2-31 as insets)*
- Buildings to be rehabilitated *(Figure 2-28: Buildings to be Demolished, Rehabilitated, and Constructed with Figures 2-29, 2-30, and 2-31 as insets)*

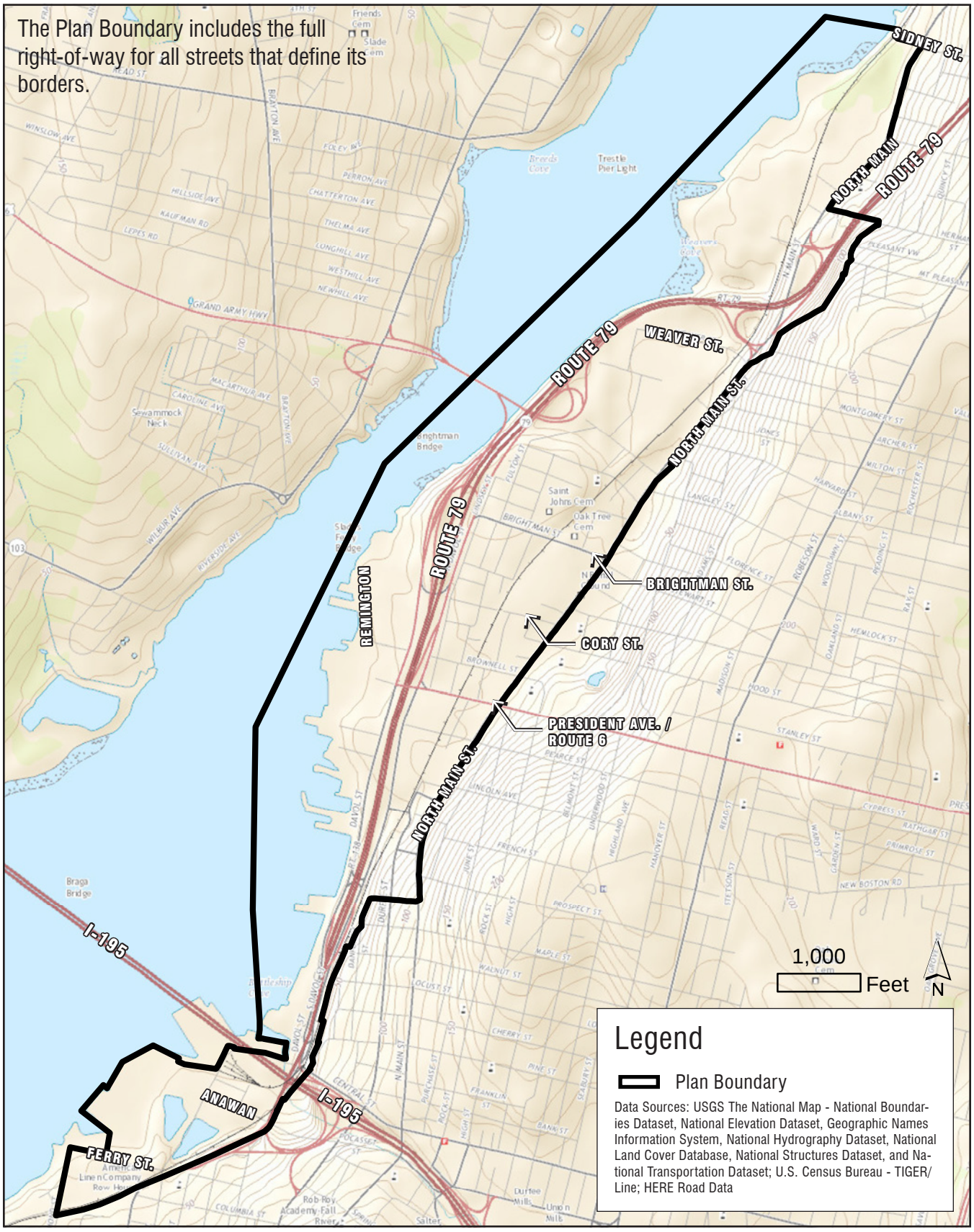


Figure 2-7: Boundaries of Project Area

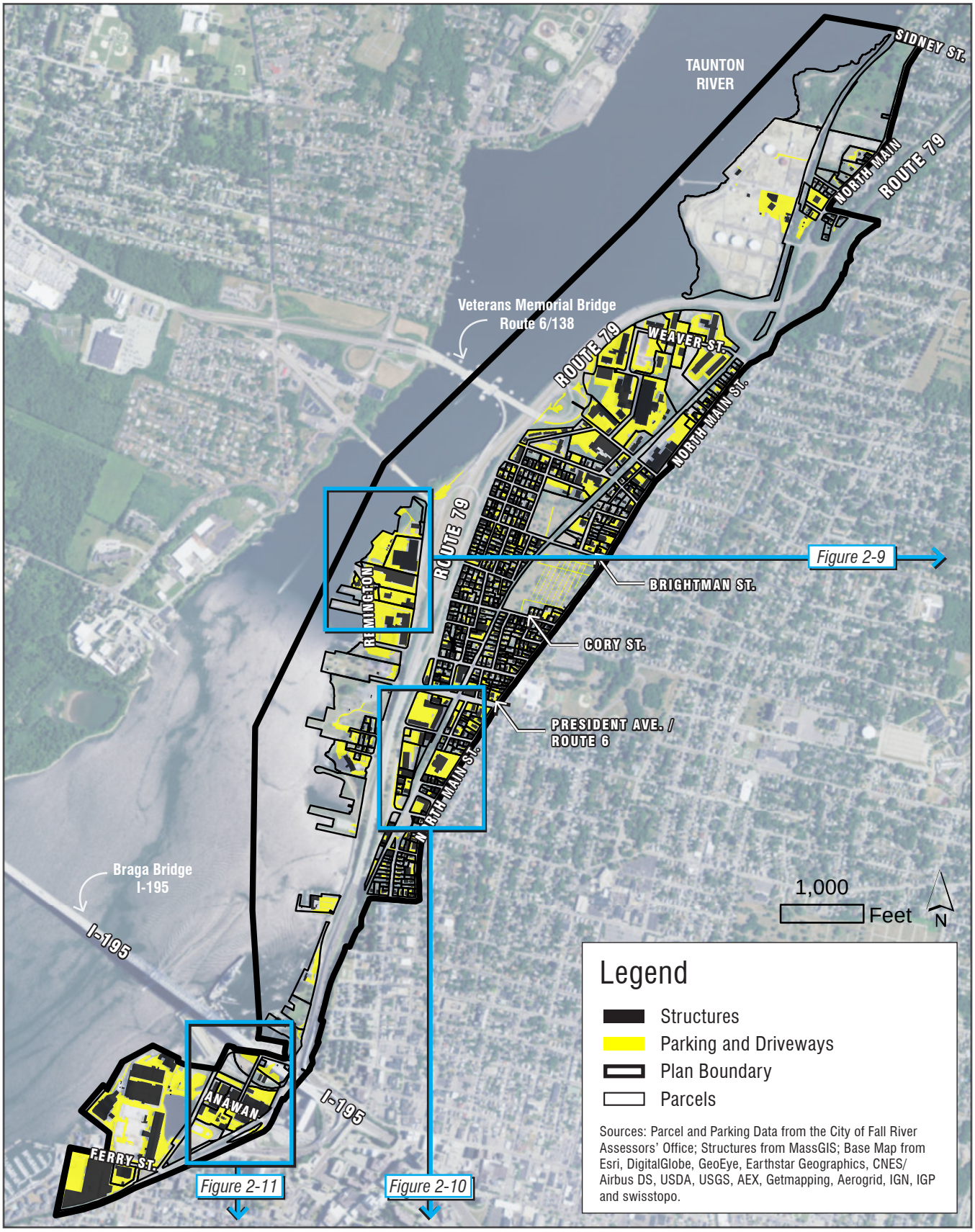


Figure 2-8: Property Lines and the Footprint of Buildings and Parking Areas

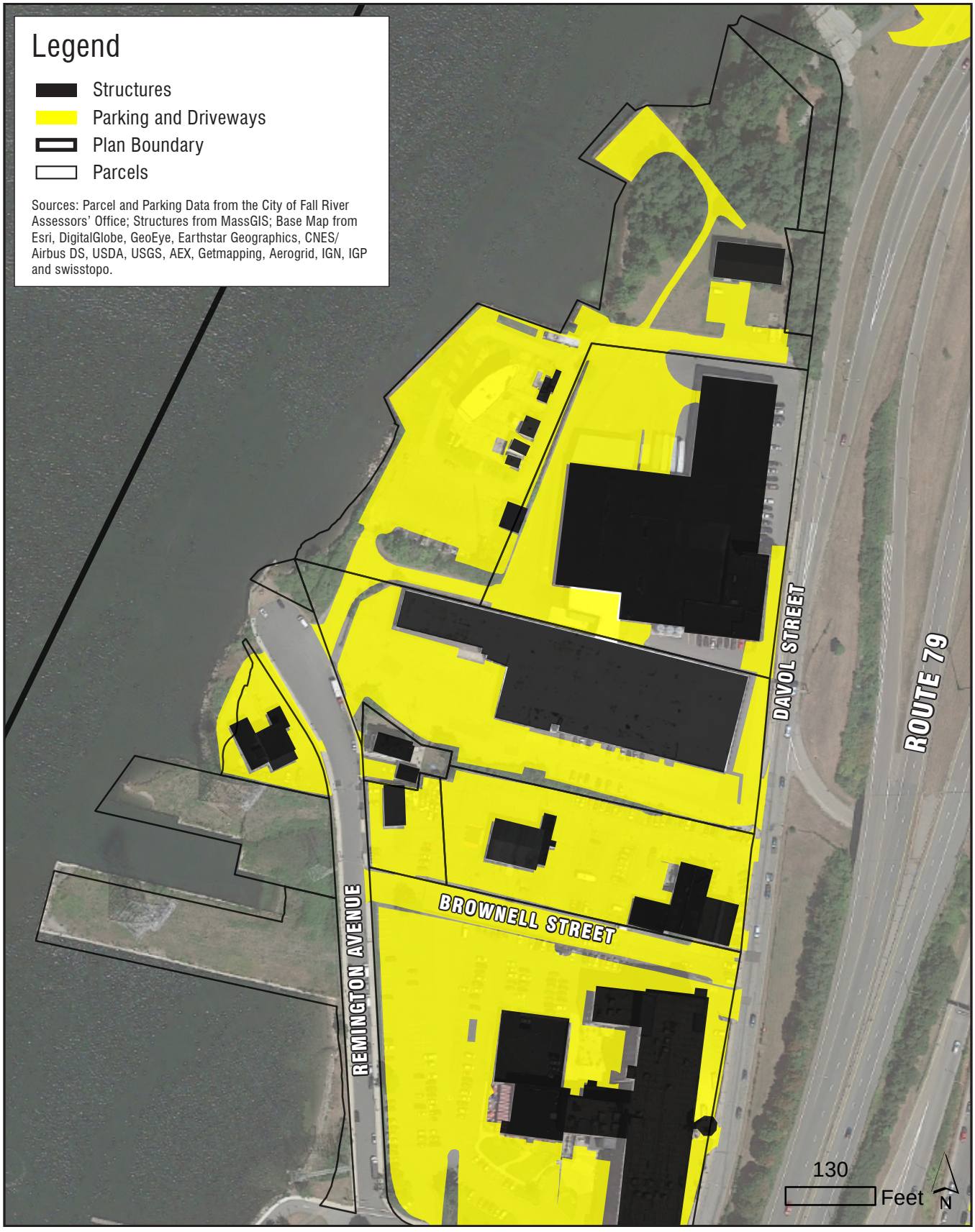


Figure 2-9: Property Lines and the Footprint of Buildings and Parking Areas – Central Waterfront (Inset of Figure 2-8)



Figure 2-10: Property Lines and the Footprint of Buildings and Parking Areas – Commuter Rail Platform Area (Inset of Figure 2-8)

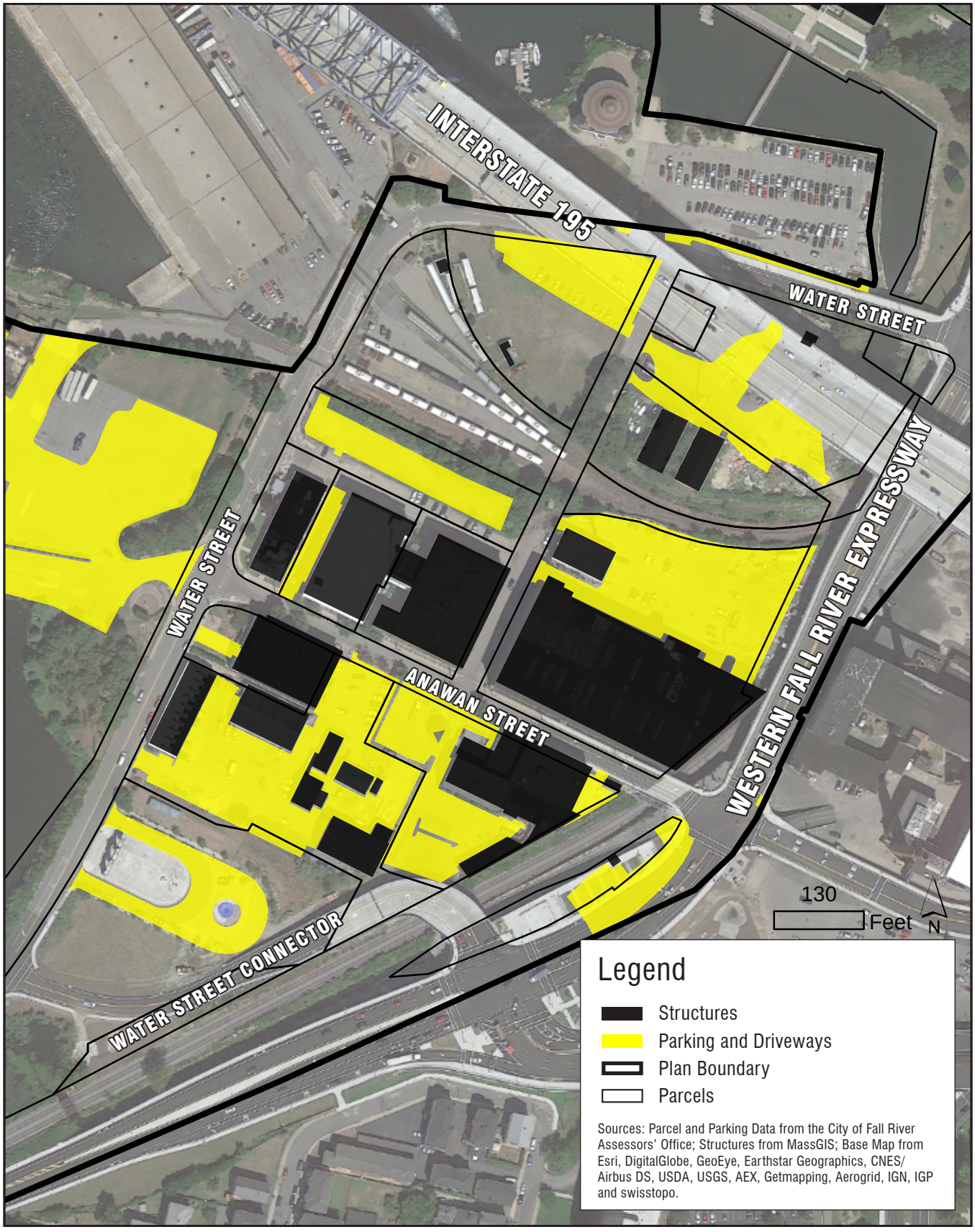


Figure 2-11: Property Lines and the Footprint of Buildings and Parking Areas – Southern Waterfront (Inset of Figure 2-8)

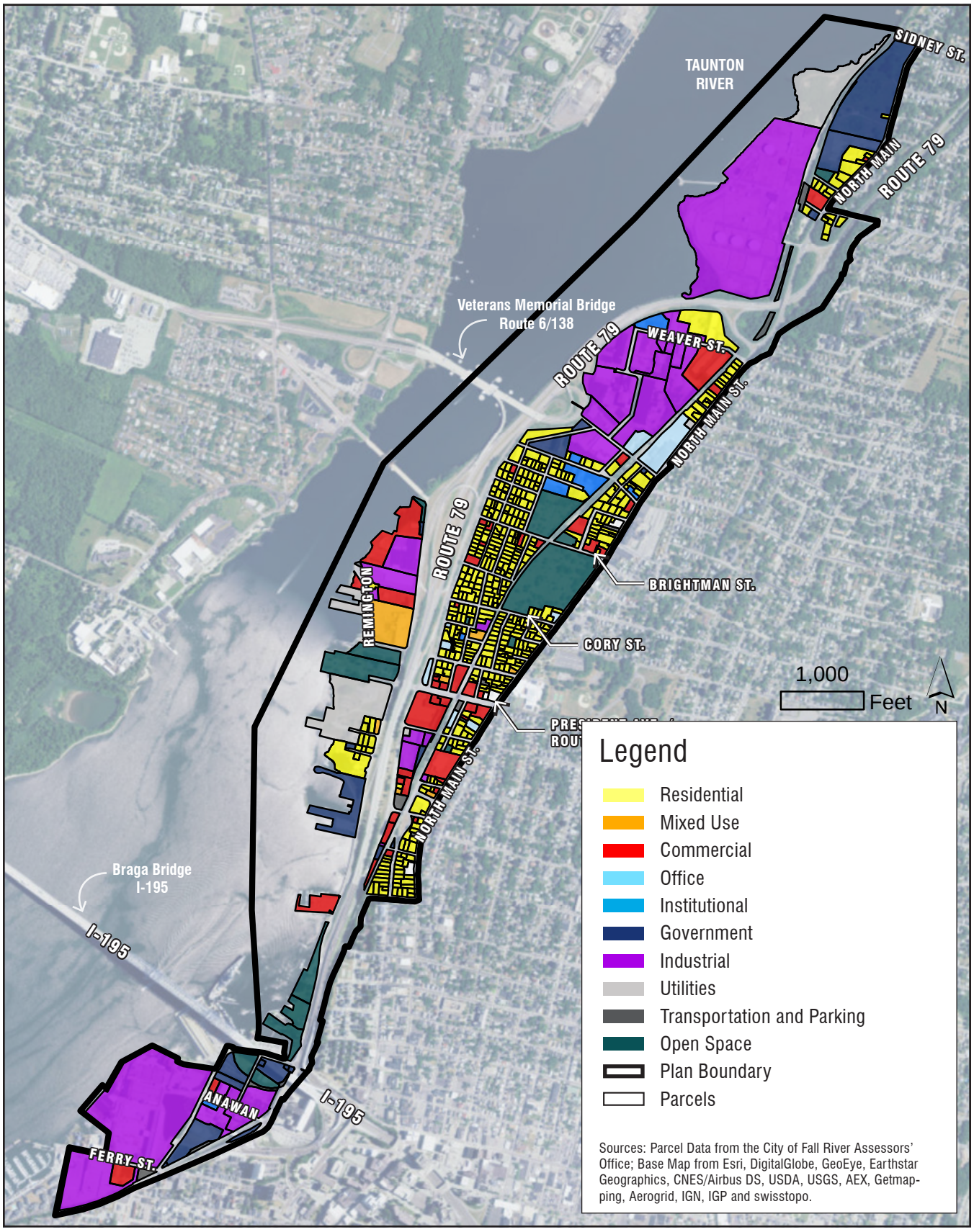


Figure 2-12: Existing Uses

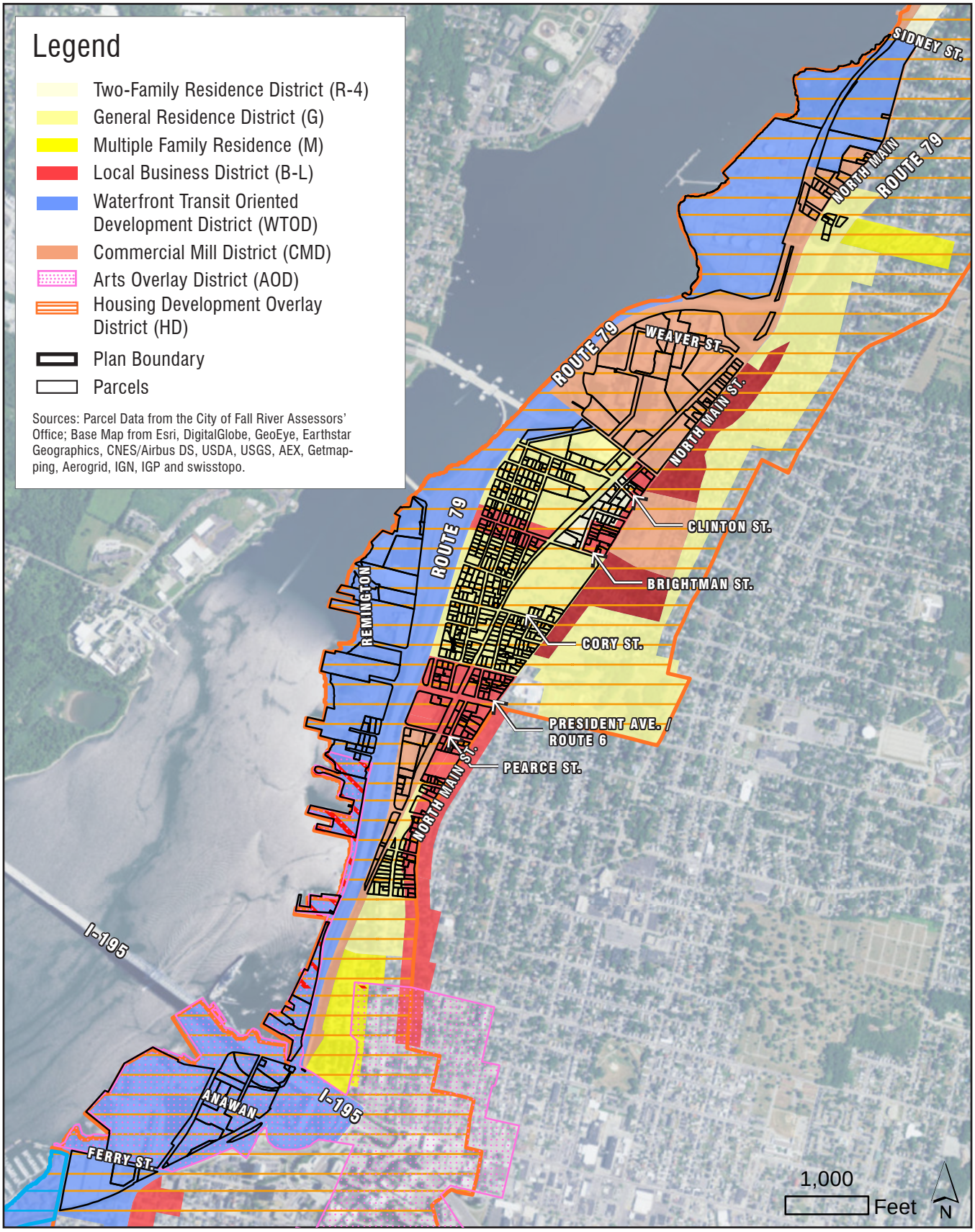


Figure 2-13: Current Zoning

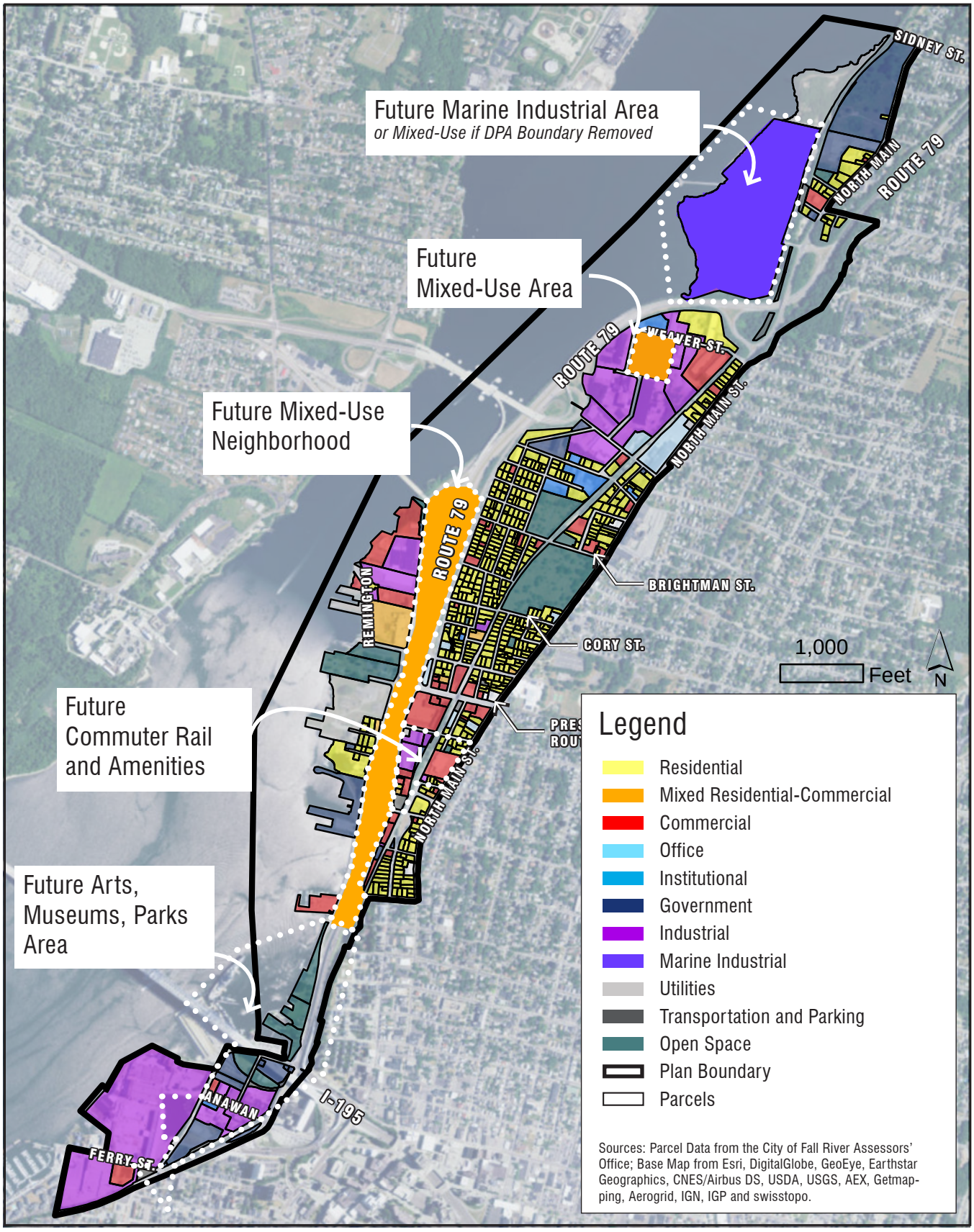


Figure 2-14: Proposed Land Uses

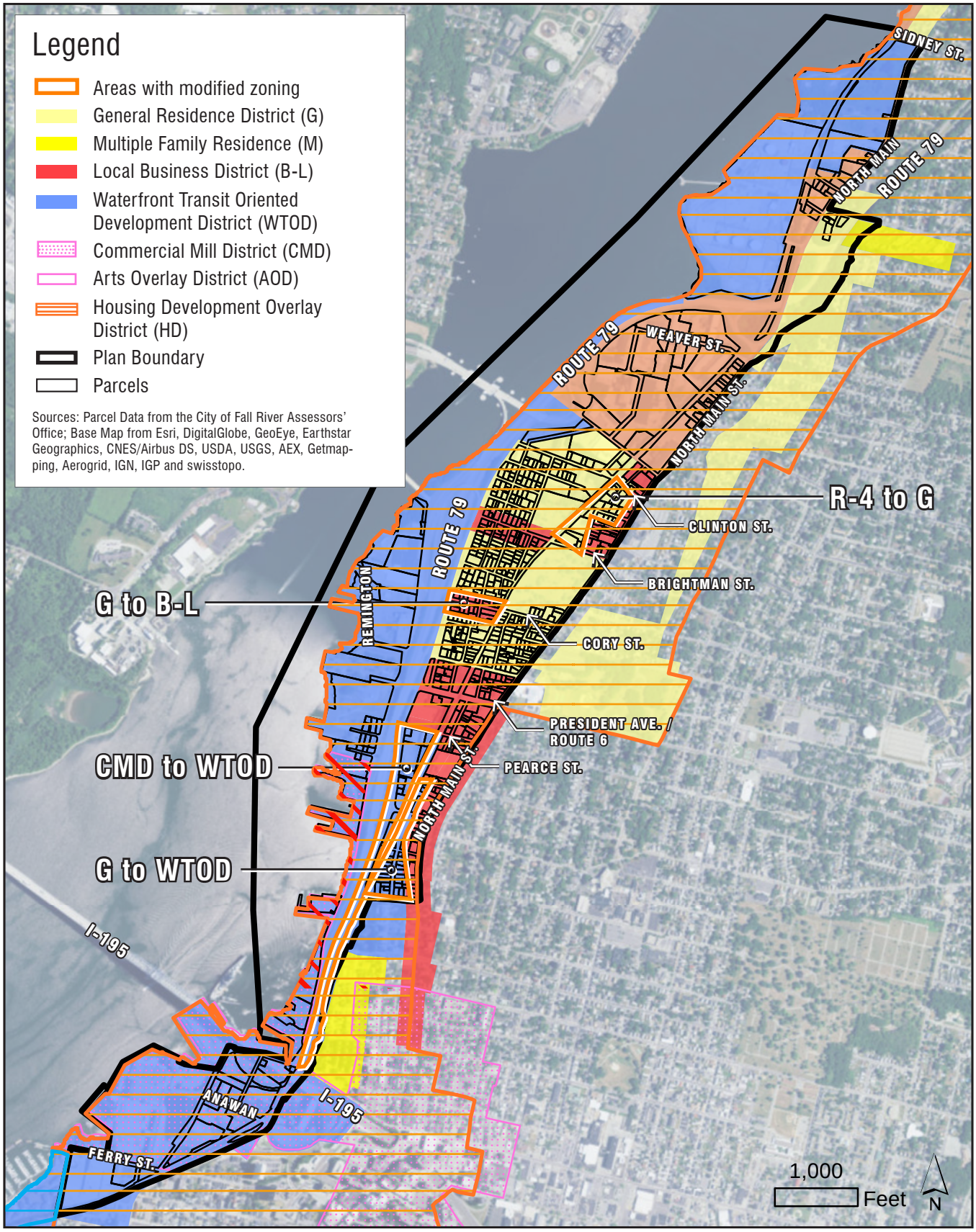


Figure 2-15: Proposed Zoning

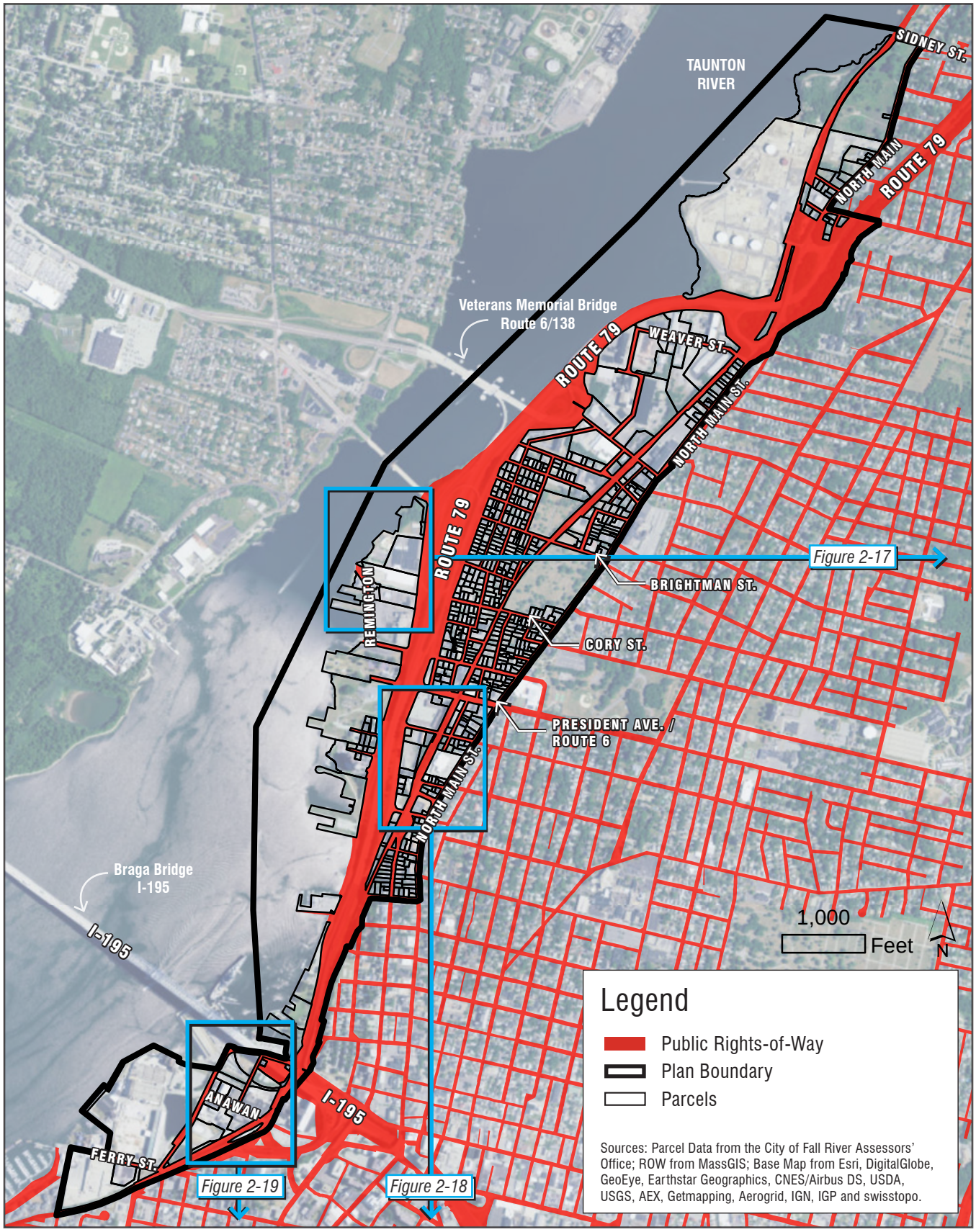


Figure 2-16: All Thoroughfares and Public Rights-of-Way

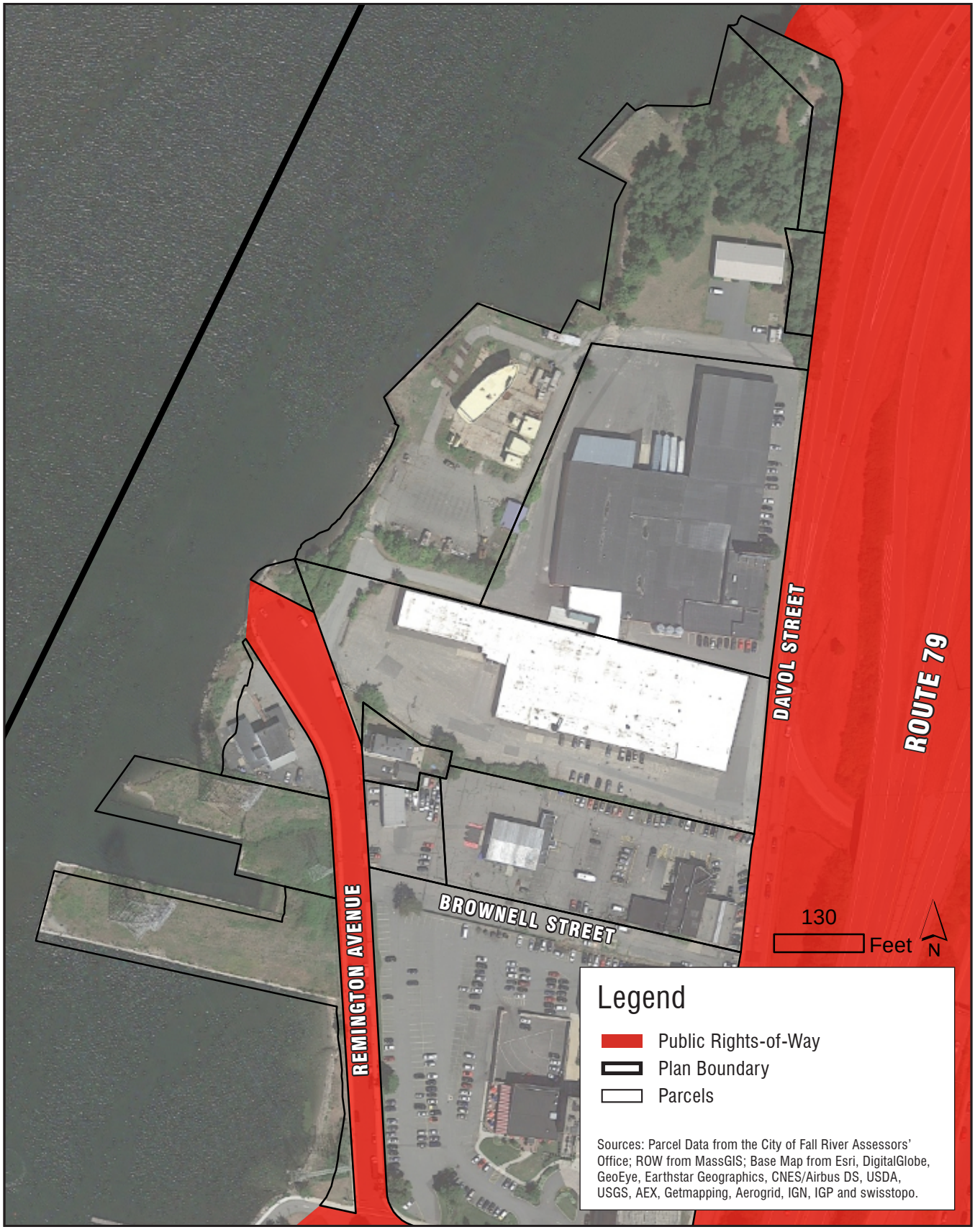


Figure 2-17: All Thoroughfares and Public Rights-of-Way – Central Waterfront (Inset of Figure 2-16)



Figure 2-18: All Thoroughfares and Public Rights-of-Way – Commuter Rail Platform Area (Inset of Figure 2-16)



Figure 2-19: All Thoroughfares and Public Rights-of-Way – Southern Waterfront (Inset of Figure 2-16)

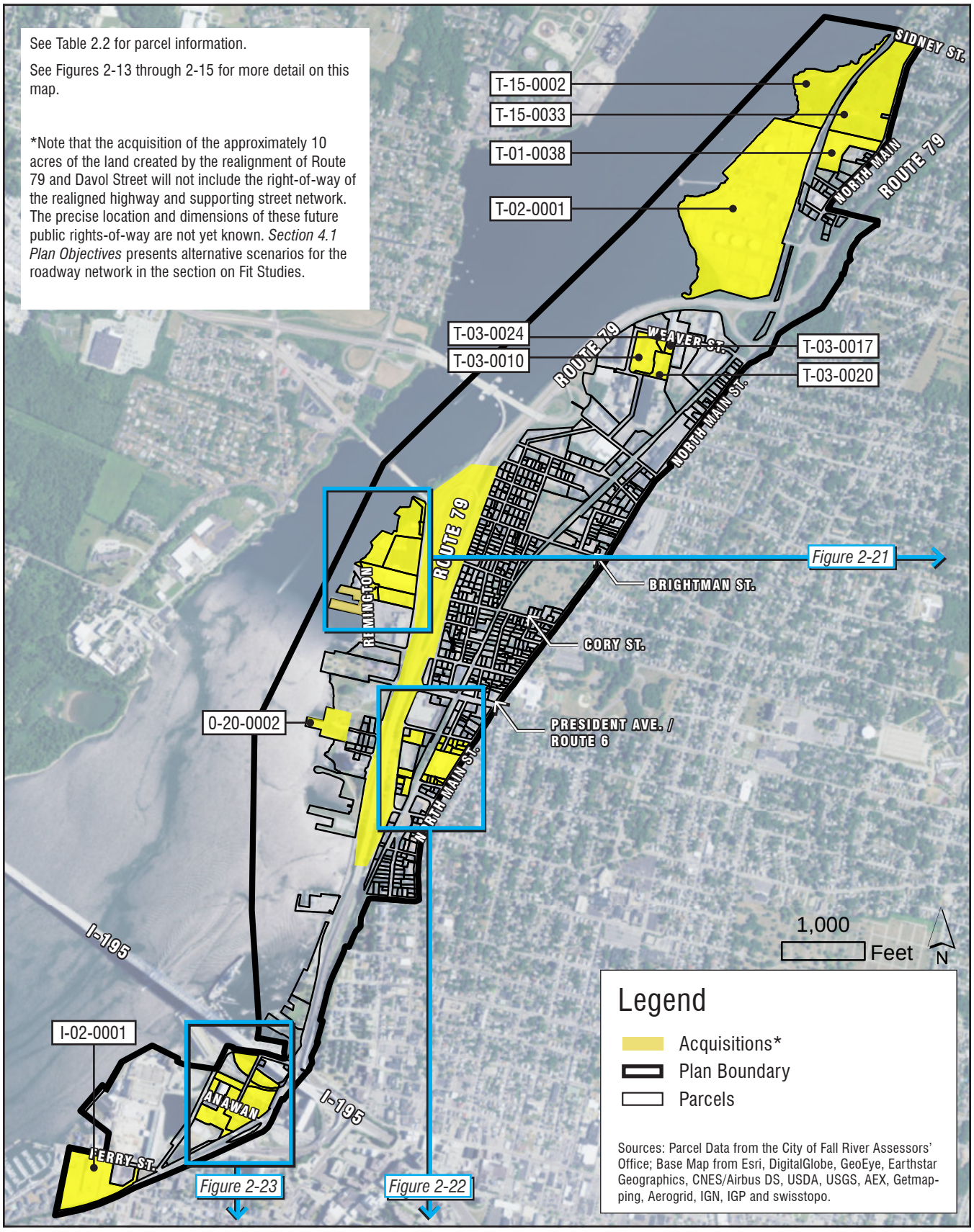


Figure 2-20: Parcels to be Acquired

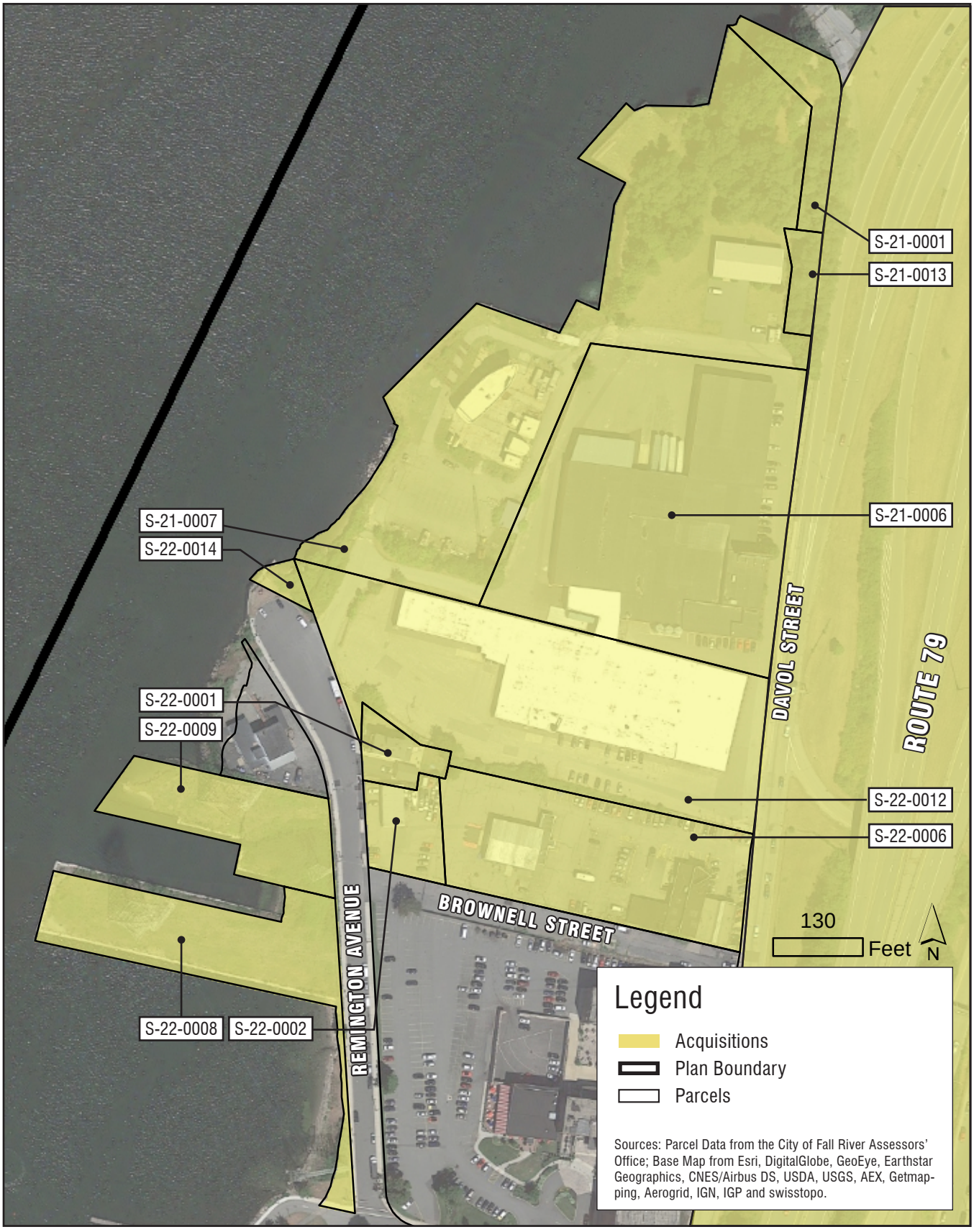


Figure 2-21: Parcels to be Acquired – Central Waterfront (Inset of Figure 2-20)

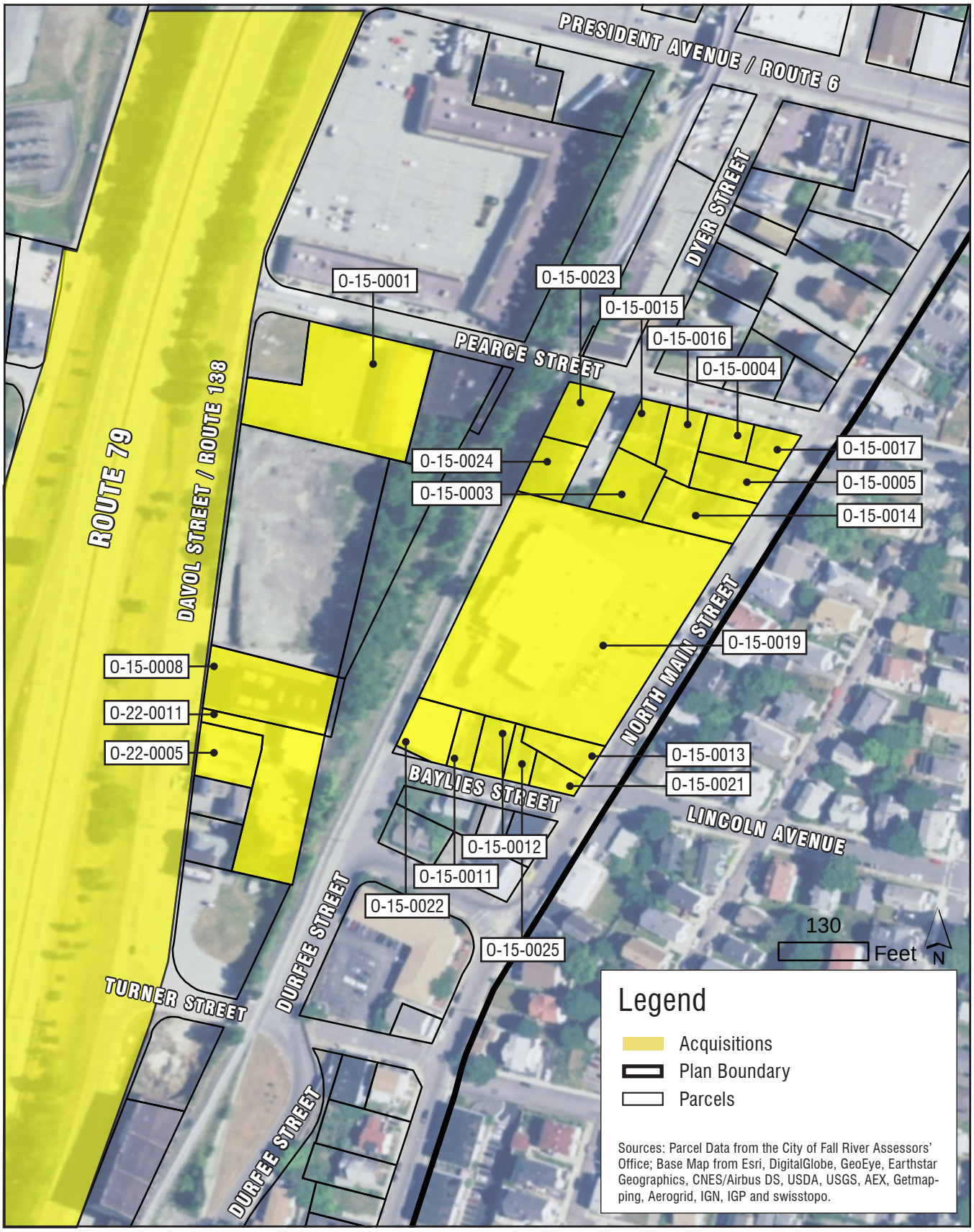


Figure 2-22: Parcels to be Acquired – Commuter Rail Platform Area (Inset of Figure 2-20)

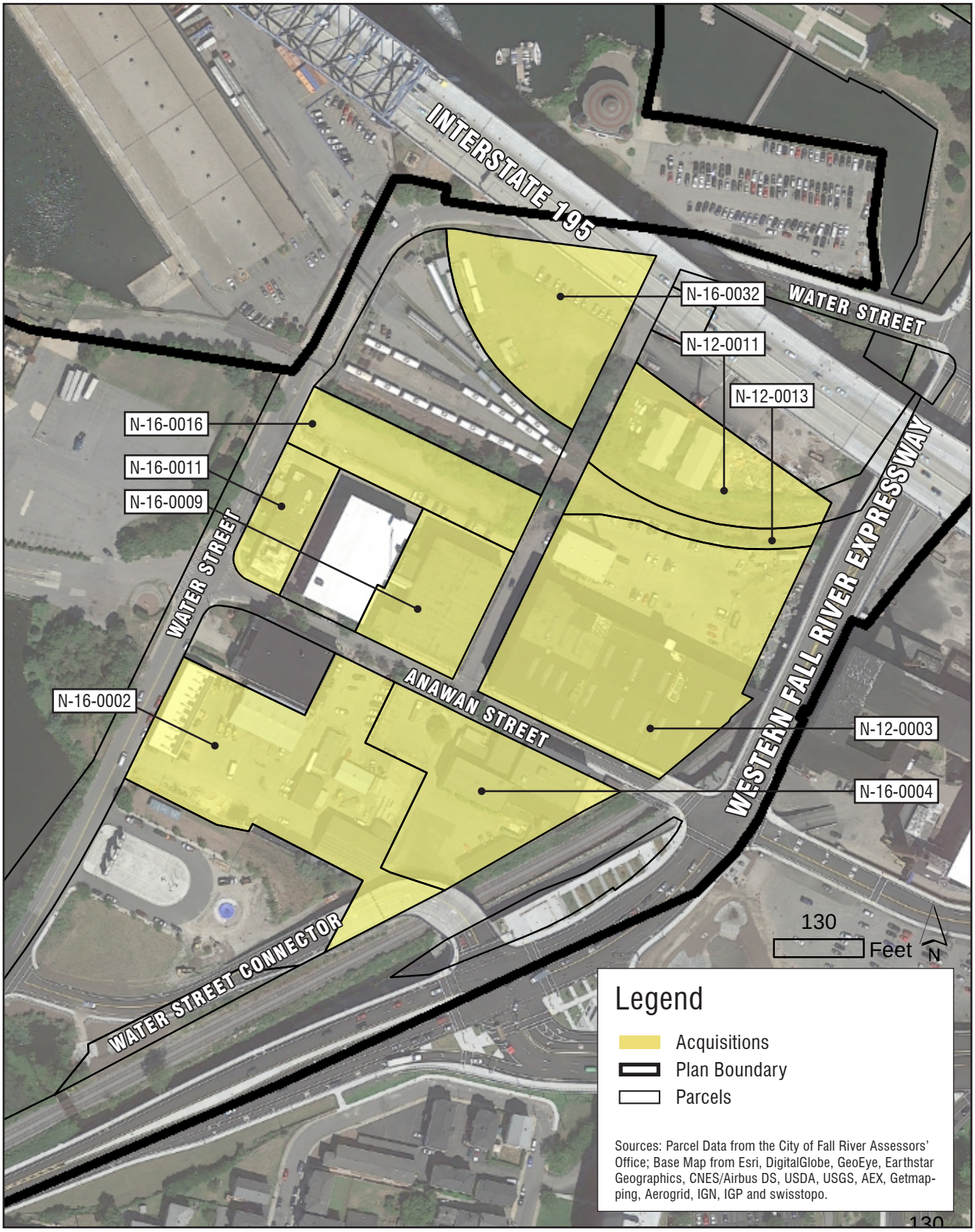


Figure 2-23: Parcels to be Acquired – Southern Waterfront (Inset of Figure 2-20)

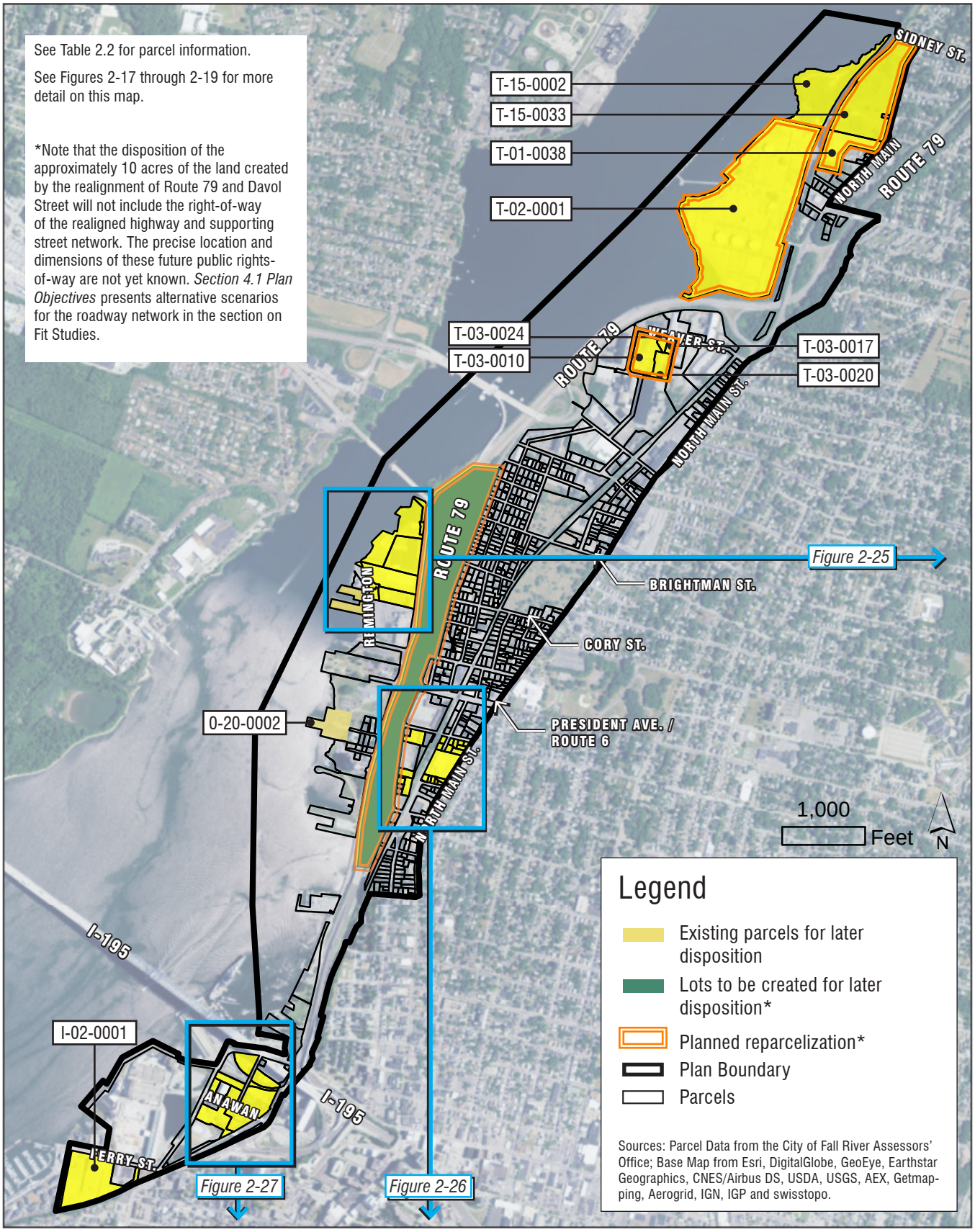


Figure 2-24: Lots to be Created for Disposition

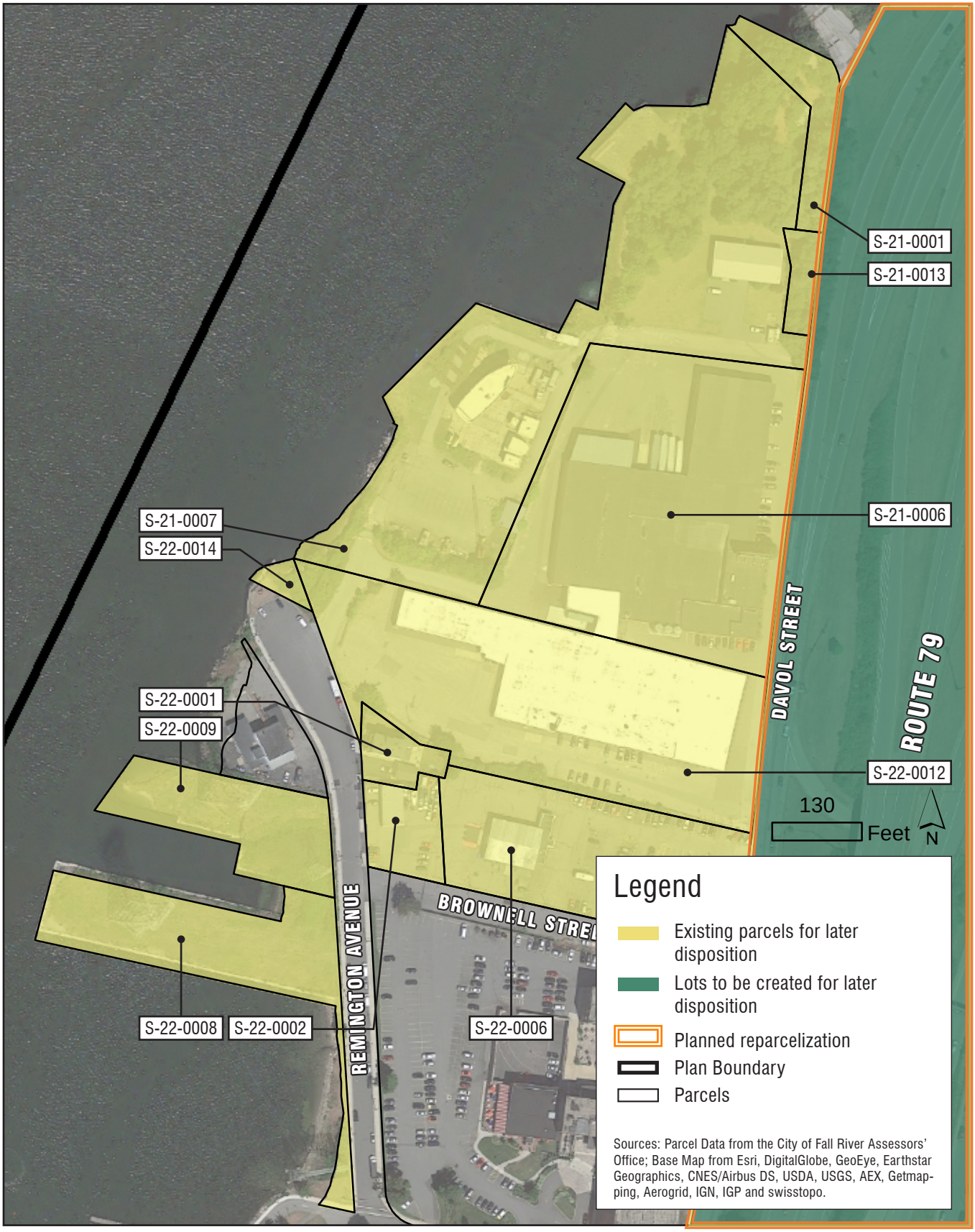


Figure 2-25: Lots to be Created for Disposition – Central Waterfront (Inset of Figure 2-24)

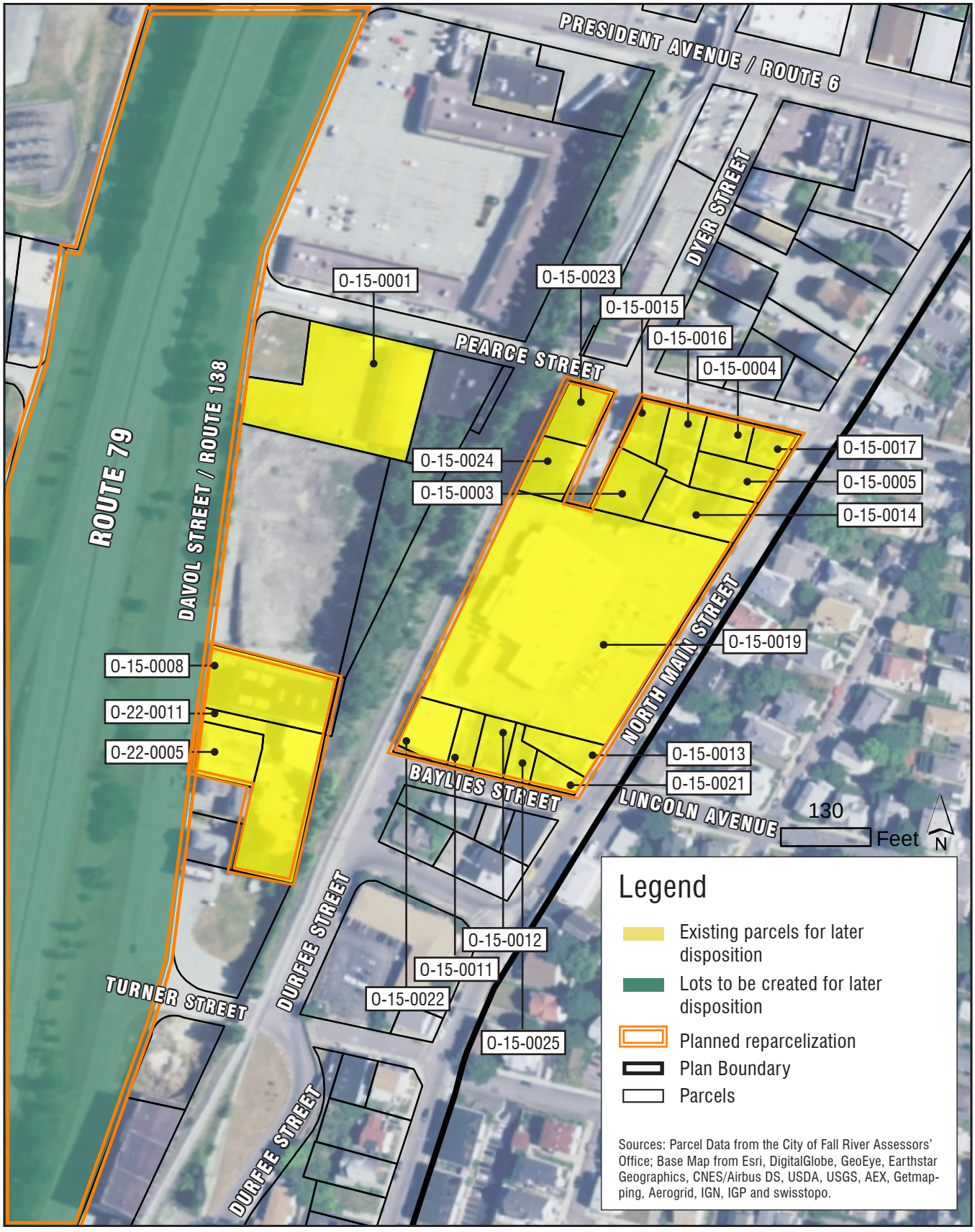


Figure 2-26: Lots to be Created for Disposition – Commuter Rail Platform Area (Inset of Figure 2-24)

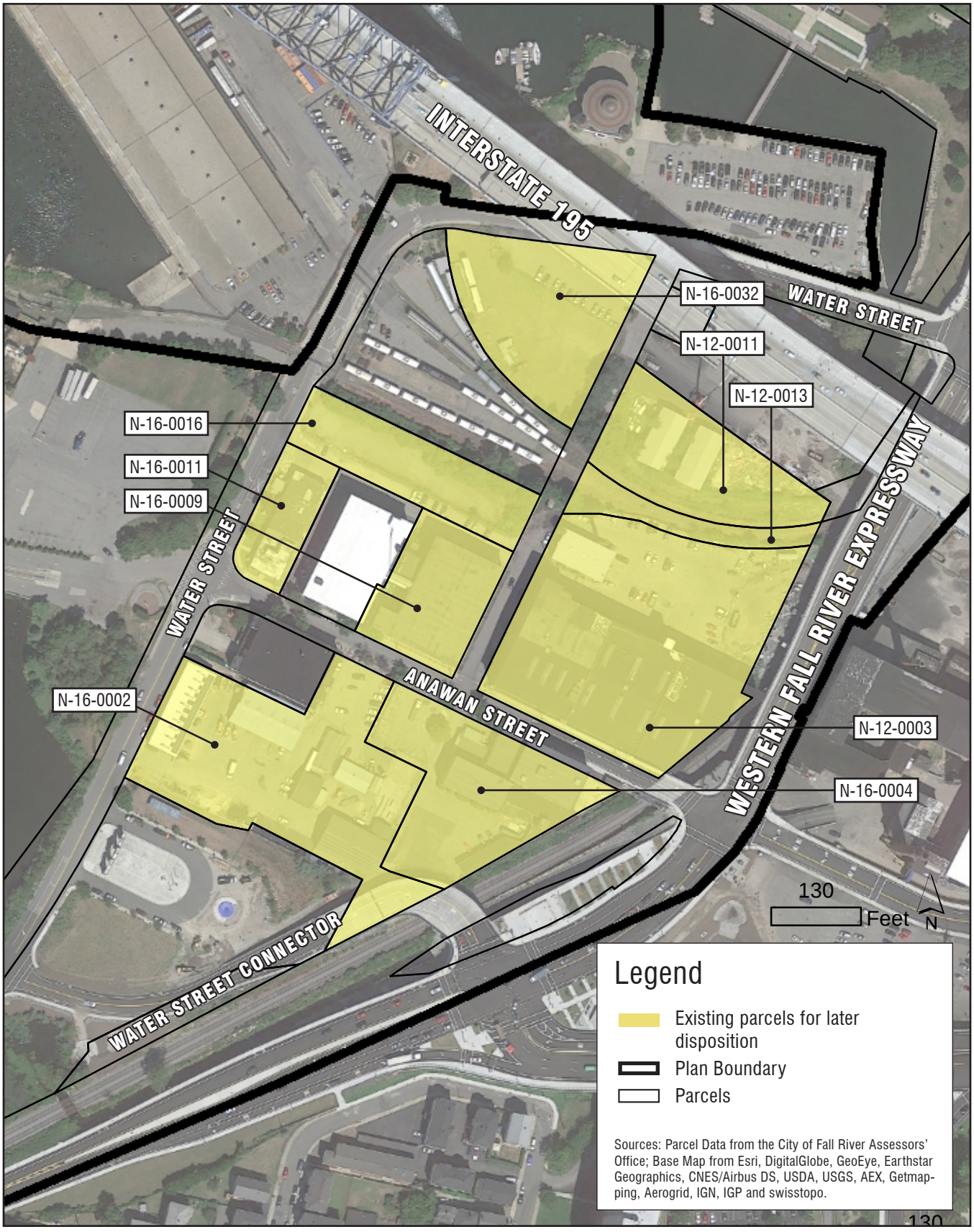


Figure 2-27: Lots to be Created for Disposition – Southern Waterfront (Inset of Figure 2-24)

PARCEL ID	ADDRESS	OWNER	PROPERTY SIZE (ACRES)	ASSESSED VALUE (2017)	
None	Route 79/Davol Street	Massachusetts Department of Transportation/City of Fall River	~10		
T-15-0033	No Main Street	Weavers Cove Industrial Park LLC; c/o Thibeault Development LLC	13.78	$198,500	
T-15-0002	No Main Street	New England Power Co; c/o Properties Dept	5.93	$272,600	
T-03-0024	77 Weaver Street	Albernaz Paul P; Teixeira Scott	0.41	$193,100	
T-03-0020	75 Weaver Street	Weaver Cove Mill; c/o Gary Pave	1.55	$177,900	
T-03-0017	93 Weaver Street	Albernaz Paul P; Teixeria Scott	0.42	$196,100	
T-03-0010	75 Weaver Street	Stanley Street Treatment and Resources Inc	3.02	$360,500	
T-02-0001	No Main Street	Weavers Cove Industrial Park LLC; c/o Thibeault Development LLC	50.05	$6,013,300	
T-01-0038	2680 North Main Street	Weavers Cove Industrial Park LLC; c/o Thibeault Development LLC	4.12	$250,000	
S-22-0014	W End Remington Ave	Verizon New England Inc; c/o Duff and Phelps	0.07	$63,800	
S-22-0012	1190 Davol Street	1244 Davol Realty Associates LLC	3.30	$1,263,400	
S-22-0006	1148 Davol Street	1148 Davol Street LLC	2.34	$895,100	
S-22-0002	201 Remington Avenue	1148 Davol Street LLC	0.35	$167,500	
S-22-0001	223 Remington Avenue	St Pierre Michael; St Pierre Debra	0.21	$243,000	
S-21-0013	Davol Street	Commonwealth of Mass; DPW	0.14	$52,900	
S-21-0007	1338 Davol Street	D&S Marine Inc	4.41	$671,200	
S-21-0006	1244 Davol Street	1244 Davol Realty Assoc LLC	3.61	$1,781,600	
S-21-0001	Davol Street	Commonwealth of Mass	0.26	$97,500	
O-22-0011	175 Baylies Street	Cotter Electrical Co Inc	0.47	$171,700	
O-22-0005	729 Davol Street	Raposa James M	0.17	$199,700	
O-20-0002	1 Hathaway Street	Massachusetts Electric Co; c/o Property Tax Dept	3.25	Unknown	
S-22-0009	Remington Ave	New England Power Co; c/o Property Tax Dept	0.81	$182,600	
S-22-0008	Brownell Street	New England Power Co; c/o Property Tax Dept	1.22	$223,900	
O-15-0025	192 Baylies Street	Marques Georgina; Botelho Luis B	0.06	$174,000	
O-15-0024	10 Dyer Street	Viera Filomena M	0.13	$234,900	
O-15-0023	105 Pearce Street	Faria Maria Fernanda; Garcia Maria Graca	0.13	$201,500	
O-15-0022	170 Baylies Street	Shum David	0.14	$171,500	
O-15-0021	844 North Main Street	Marques Georgina; Botelho Luis B	0.07	$203,900	
O-15-0019	870 North Main Street	Shum David Trustee; 840 Plaza Real Estate Trust	2.25	$1,944,500	

Table 2-2: List of Parcels for Acquisition and Disposition

	PLANNED ACTION*	PHASE*	CURRENT LAND USE	PROPOSED LAND USE
	Acquisition	I	Route 79	Roadway realignment; Mixed-use residential/commercial
	Acquisition	I	Developable commercial land	Open space/recreation
	Acquisition	I	Electric Transmission ROW	Open space/recreation
	Acquisition, Spot Clearance	II	Warehouses for storage of manufactured products	Mixed-use residential/ commercial
	Acquisition, Spot Clearance	II	Buildings for manufacturing operations	
	Acquisition, Spot Clearance	II	Warehouses for storage of manufactured products	
	Acquisition, Spot Clearance	II	Vacant (Classified as Charitable Services)	
	Acquisition, Spot Clearance	I	Piers, Wharves, Docks, and related facilities that are used for storage and transit of goods	"Shell Oil site" : Marine industrial or other (with removal of DPA); public access
	Acquisition	I/II	Developable Commercial Land	Future development; open space/recreation
	Acquisition, Spot Clearance	I	Undevelopable Commercial Land	Mixed-use residential/ commercial
	Acquisition, Spot Clearance	I	Buildings for manufacturing operations	
	Acquisition, Spot Clearance	I	Automotive Vehicles Sales and Service	
	Acquisition, Spot Clearance	I	Buildings for manufacturing operations	
	Acquisition, Spot Clearance	II/III	Three-family Residential	
	Acquisition	II/III	Mass. Highway Dept. (MHD)	
	Acquisition	II/III	Other Storage, Warehouse, and Distribution	
	Acquisition, Spot Clearance	II/III	Buildings for manufacturing operations	
	Acquisition	II/III	Dept. of Conservation and Recreation	
	Acquisition, Spot Clearance	I/II	Other Storage, Warehouse, and Distribution	Parking for proposed commuter platform
	Acquisition, Spot Clearance	I/II	Auto Repair Facilities	Parking for proposed commuter platform
	Acquisition	I/II	Electricity Regulating Substations	"National Grid sites": continuation of Bicentennial Park Trail/Waterfront Boardwalk
	Acquisition	I	Electric Transmission Right-of-Way	
	Acquisition	I		
	Acquisition, Spot Clearance	I/II	Three-family Residential	Parking for proposed commuter platform; Mixed-use residential/ commercial
	Acquisition, Spot Clearance	I/II	Single-family Residential	
	Acquisition, Spot Clearance	I/II	Single-family Residential	
	Acquisition, Spot Clearance	I/II	Warehouses for storage of manufactured products	
	Acquisition, Spot Clearance	I/II	Three-family Residential	
	Acquisition, Spot Clearance	I/II	Shopping Centers/Malls	

*See Table 1-3 Implementation Plan for more information

PARCEL ID	ADDRESS	OWNER	PROPERTY SIZE (ACRES)	ASSESSED VALUE (2017)	
O-15-0017	956 North Main Street	Daponte Jonathan J	0.08	$150,700	
O-15-0016	127 Pearce Street	Dacamara Eduino; Dacamara Mary	0.13	$200,000	
O-15-0015	121 Pearce Street	Marques Timothy; Silva-Marques Rebecca	0.10	$236,700	
O-15-0014	928 North Main Street	Mendes Maria E; Mendes Irrevocable Trust; Silva Trustee Maria G	0.21	$304,400	
O-15-0013	852 & 856 North Main Street	Patel Niragi; Patel Brijesh Mahesh	0.10	$317,200	
O-15-0012	184 Baylies Street	Camara Antonio S; Camara Laureana A; Camara Joseph C	0.09	$179,700	
O-15-0011	174 Baylies Street	Ayotte David W	0.06	$170,300	
O-15-0008	753 Davol Street	Cotter Electrical Co Inc	0.38	$436,500	
O-15-0005	948 North Main Street	Arruda John S; Arruda Maria; Tavares Hildeberto C	0.14	$202,900	
O-15-0004	137 Pearce Street	Paiva Andrew Scott	0.09	$205,400	
O-15-0003	11 Dyer Street	Chin Angela	0.16	$79,100	
O-15-0001	825 Davol Street	Tetrault Real Estate LLC	0.82	$268,200	
N-16-0032	Central Street	Commonwealth of Mass; Dept Environmental Mngmnt	1.18	$174,700	
N-16-0016	Water Street	Edward J Nasser, II; Nasser Real Estate Trust	0.74	$130,600	
N-16-0011	56 Water Street	Azar Jeanne Etali	0.40	$577,800	
N-16-0009	28 Anawan Street	Megara Properties Massachusetts LLC	0.71	$620,600	
N-16-0004	115 Anawan Street	SAS International, LLC	1.23	$556,500	
N-16-0002	45 Anawan Street	Liberty Utilities (New England Natural Gas Company) Corp	2.06	$561,500	
N-12-0013	Pond Street	New York Central Lines LLC	0.35	$2,800	
N-12-0011	30 Pond Street	Commonwealth of Mass; c/o DCR	0.71	$230,200	
N-12-0003	104 Anawan Street	Shane Landing, LLC	2.63	$1,239,100	
I-02-0001	81 Ferry Street	Lee Francis LLC	8.28	$1,238,100	

Table 2-2: List of Parcels for Acquisition and Disposition (Continued)
*See Table 1-3 Implementation Plan for more information

	PLANNED ACTION*	PHASE*	CURRENT LAND USE	PROPOSED LAND USE
	Acquisition, Spot Clearance	II	Two-family Residential	Parking for proposed commuter platform; Mixed-use residential/ commercial
	Acquisition, Spot Clearance	II	Three-family Residential	
	Acquisition, Spot Clearance	II	Three-family Residential	
	Acquisition, Spot Clearance	II	Multiple Houses	
	Acquisition, Spot Clearance	II	Small Retail and Services stores	
	Acquisition, Spot Clearance	II	Two-family Residential	
	Acquisition, Spot Clearance	II	Three-family Residential	
	Acquisition, Spot Clearance	II	Other Storage, Warehouse, and Distribution	
	Acquisition, Spot Clearance	II	Three-family Residential	
	Acquisition, Spot Clearance	II	Three-family Residential	
	Acquisition, Spot Clearance	II	Developable Residential Land	
	Acquisition, Spot Clearance	II	Warehouses for storage of manufactured products	Proposed commuter rail platform
	Acquisition	I	Dept. of Conservation and Recreation	MassDOT Infra-Space improvements
	Acquisition	I	Developable Commercial Land	Mixed-use residential/ commercial
	Acquisition, Rehabilitation	I	Eating and Drinking Establishments	
	Acquisition, Rehabilitation	I	Buildings for manufacturing operations	
	Acquisition, Rehabilitation	I	Buildings for manufacturing operations	
	Acquisition, Spot Clearance	I	Buildings for manufacturing operations	Connect Gates of the City to Maritime Museum
	Acquisition	I	Undevelopable Residential Land	Mixed-use residential/ commercial
	Acquisition, Spot Clearance	I	Dept. of Conservation and Recreation	
	Acquisition, Rehabilitation	I	Buildings for manufacturing operations	
	Acquisition, Rehabilitation	I	Buildings for manufacturing operations	

	ACQUISITIONS	TOTAL URBAN RENEWAL AREA	PERCENTAGE OF UR AREA
Total Number of Properties	51	~620	~8%
Total Acres	~135	~770 (~550 on land)	~25%
Total Valuation	~$21.8 million	~$ 189.3 million	~12%

Table 2-3: Snapshot of Parcels for Acquisition

*These estimates are based on a visual survey of the parcels to e acquired conducted in December 2017. Some parcels were not fully visible from public way. An internet search has been used to confirm the presence of existing businesses when that information is available. The number of residential units is an estimate based on the description of the land use in the City Assessors' database. See *Section 10 Relocation* for additional information about the relocation process and the building inventory and *Appendix I Parcel Inventory* for additional information about these parcels.

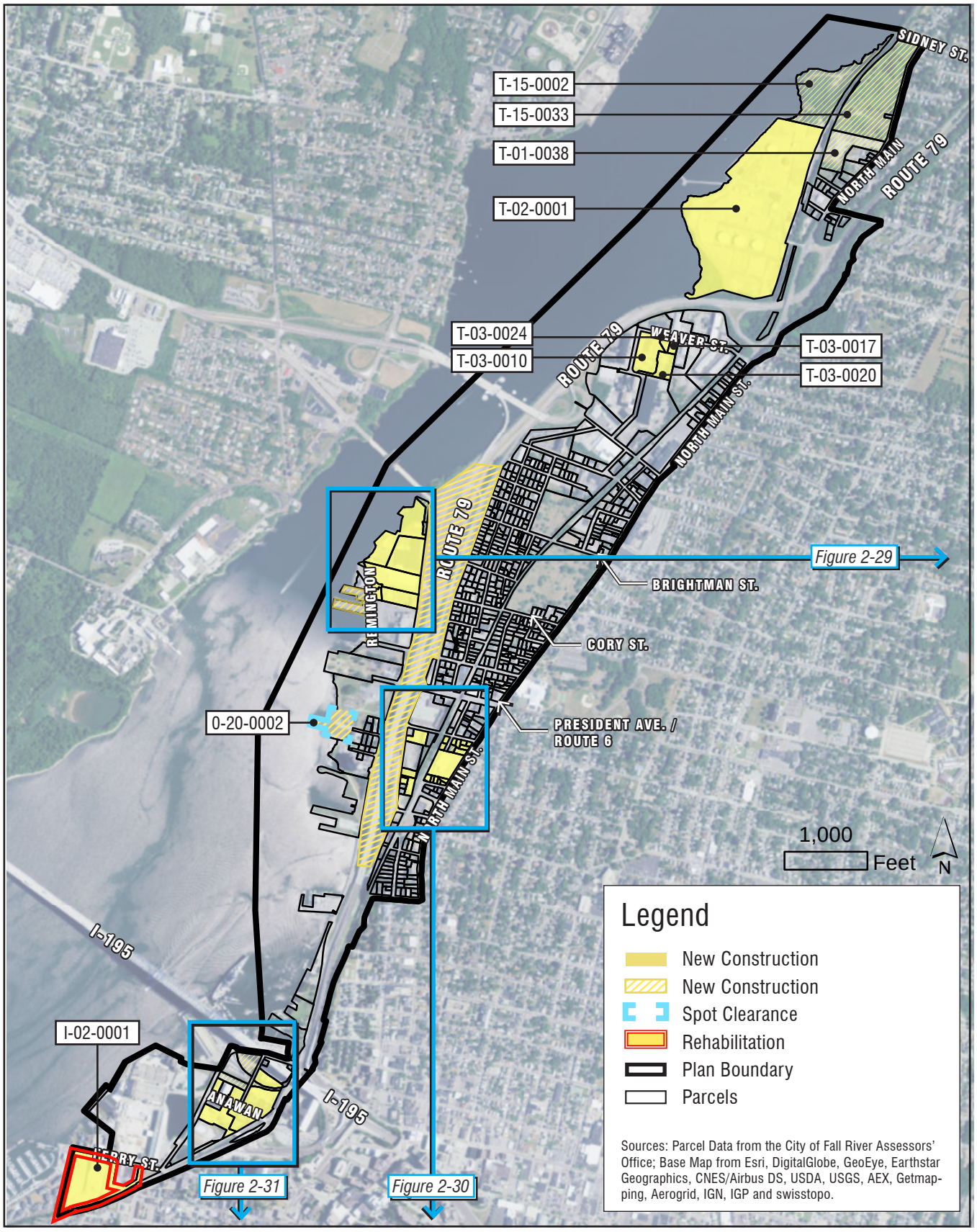


Figure 2-28: Buildings to be Demolished, Rehabilitated, and Constructed

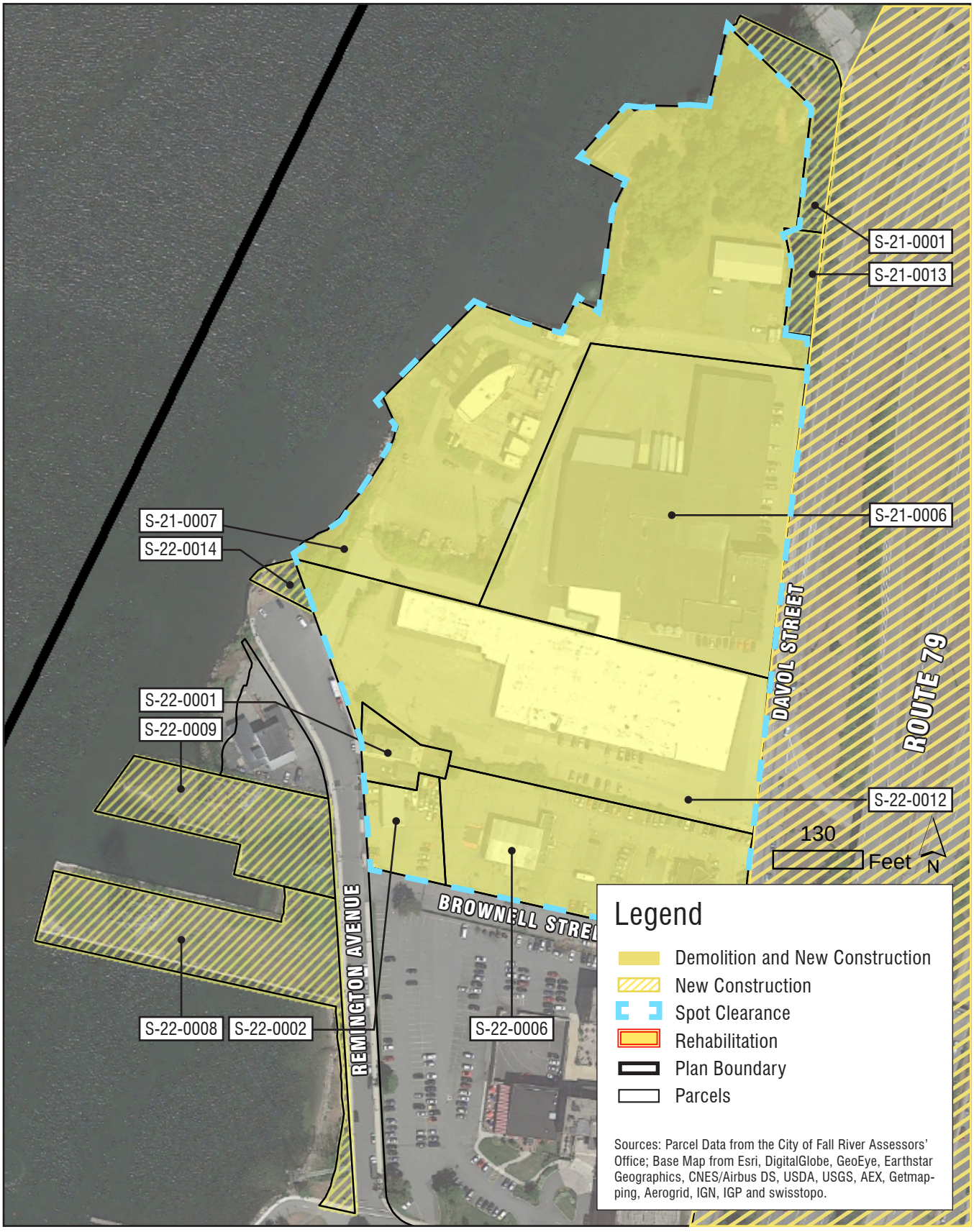


Figure 2-29: Buildings to be Demolished, Rehabilitated, and Constructed – Central Waterfront (Inset of Figure 2-28)

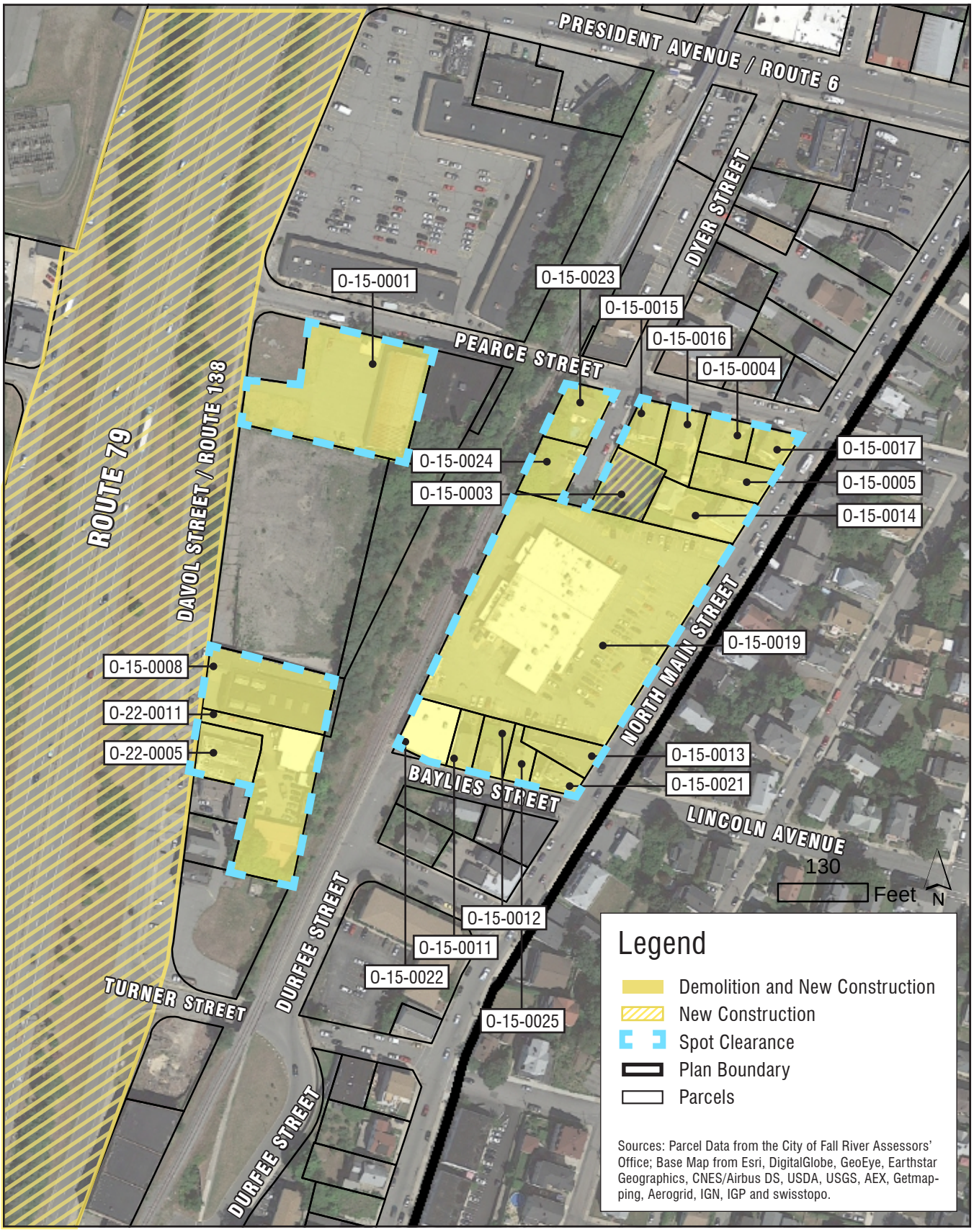


Figure 2-30: Buildings to be Demolished, Rehabilitated, and Constructed – Commuter Rail Platform Area (Inset of Figure 2-28)

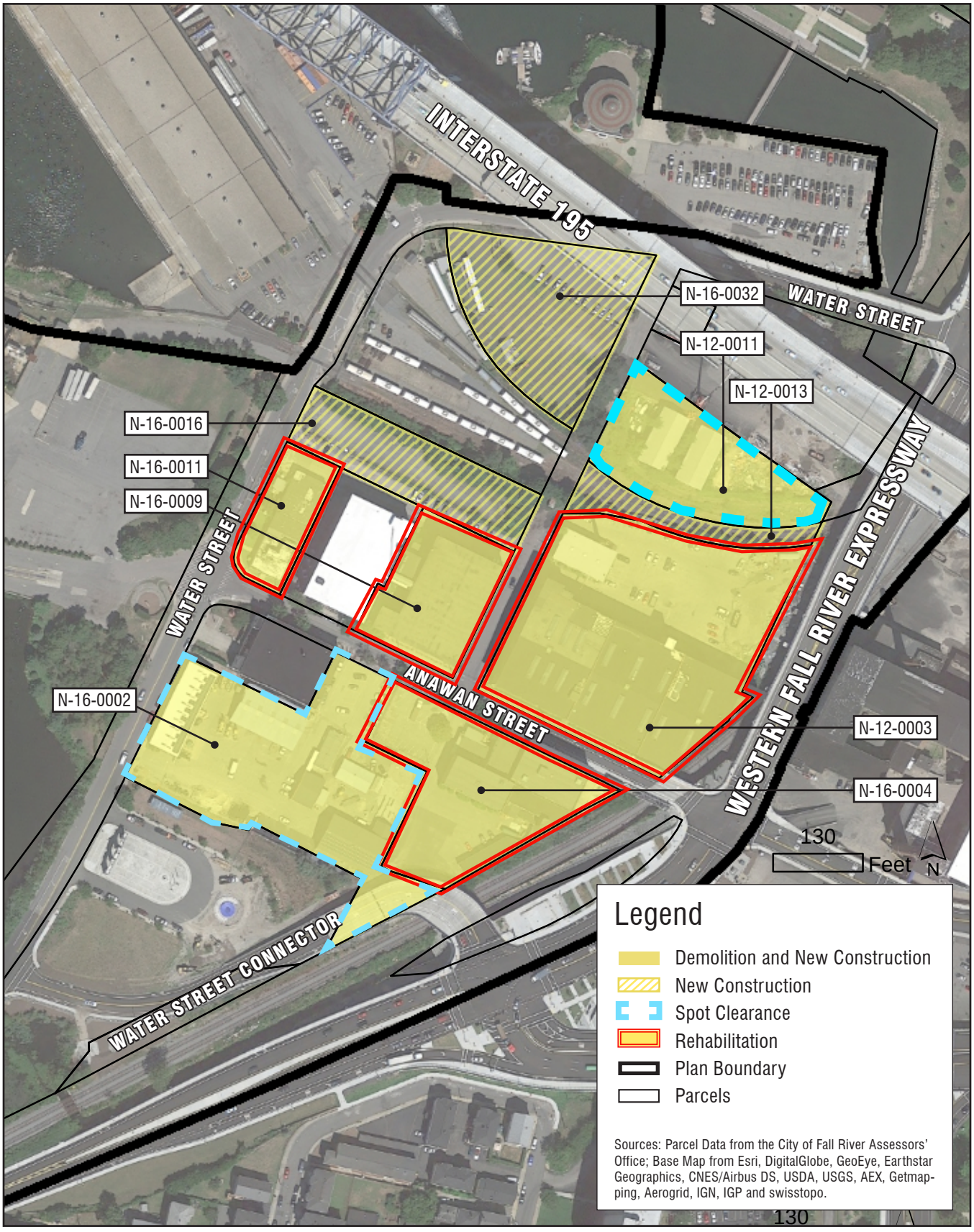


Figure 2-31: Buildings to be Demolished, Rehabilitated, and Constructed – Southern Waterfront (Inset of Figure 2-28)

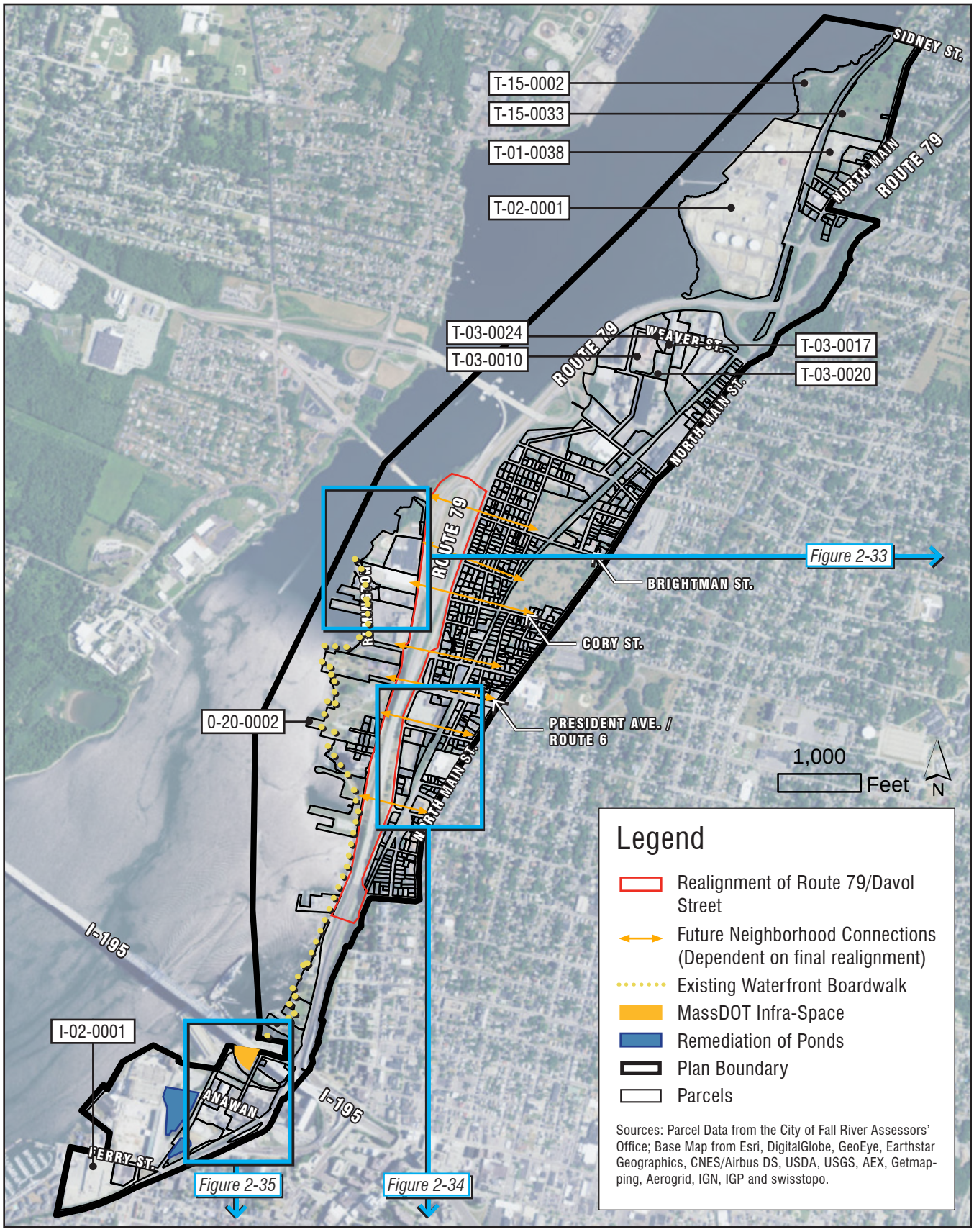


Figure 2-32: Public Improvements

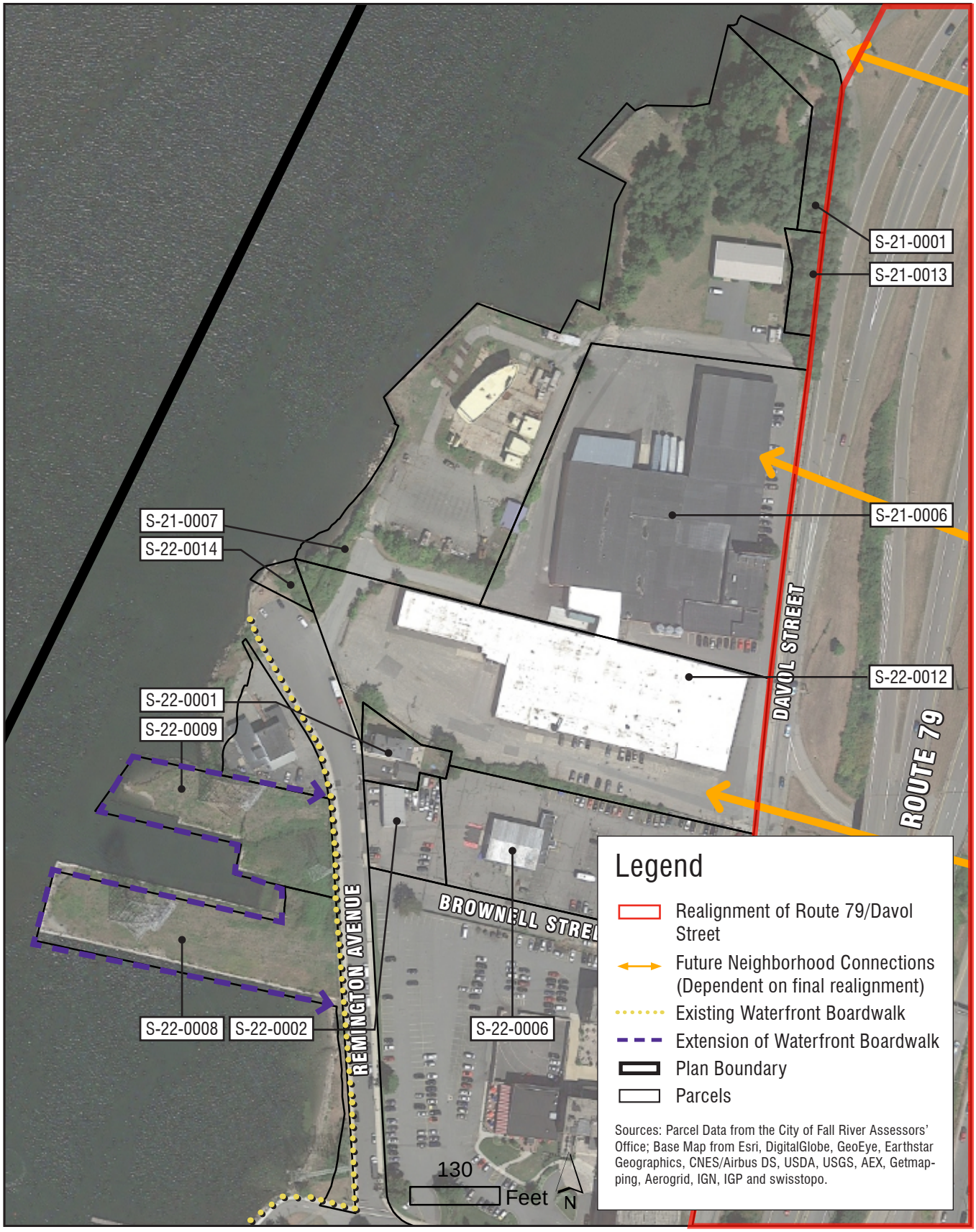


Figure 2-33: Public Improvements – Central Waterfront (Inset of Figure 2-32)

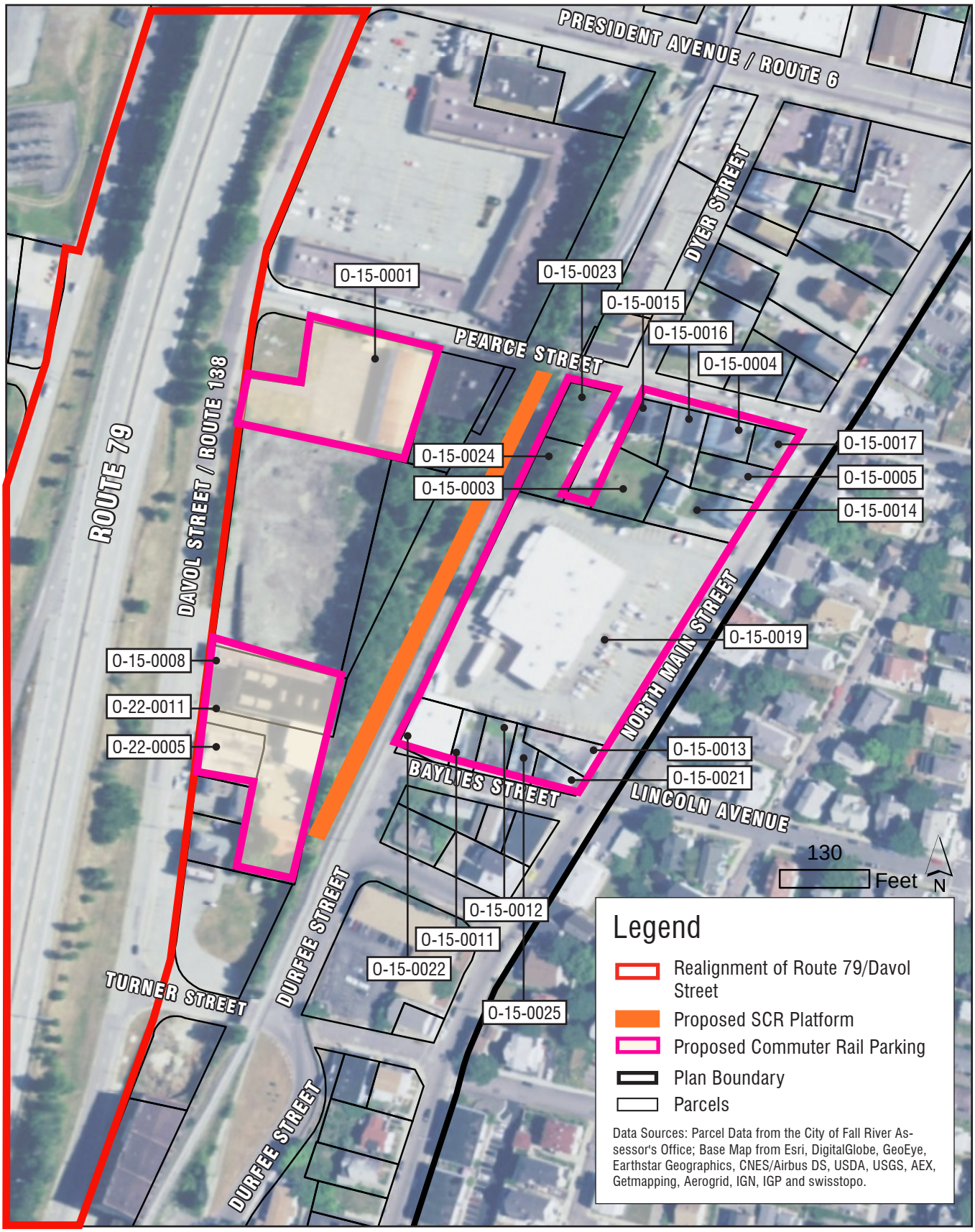


Figure 2-34: Public Improvements – Commuter Rail Platform Area (Inset of Figure 2-32)

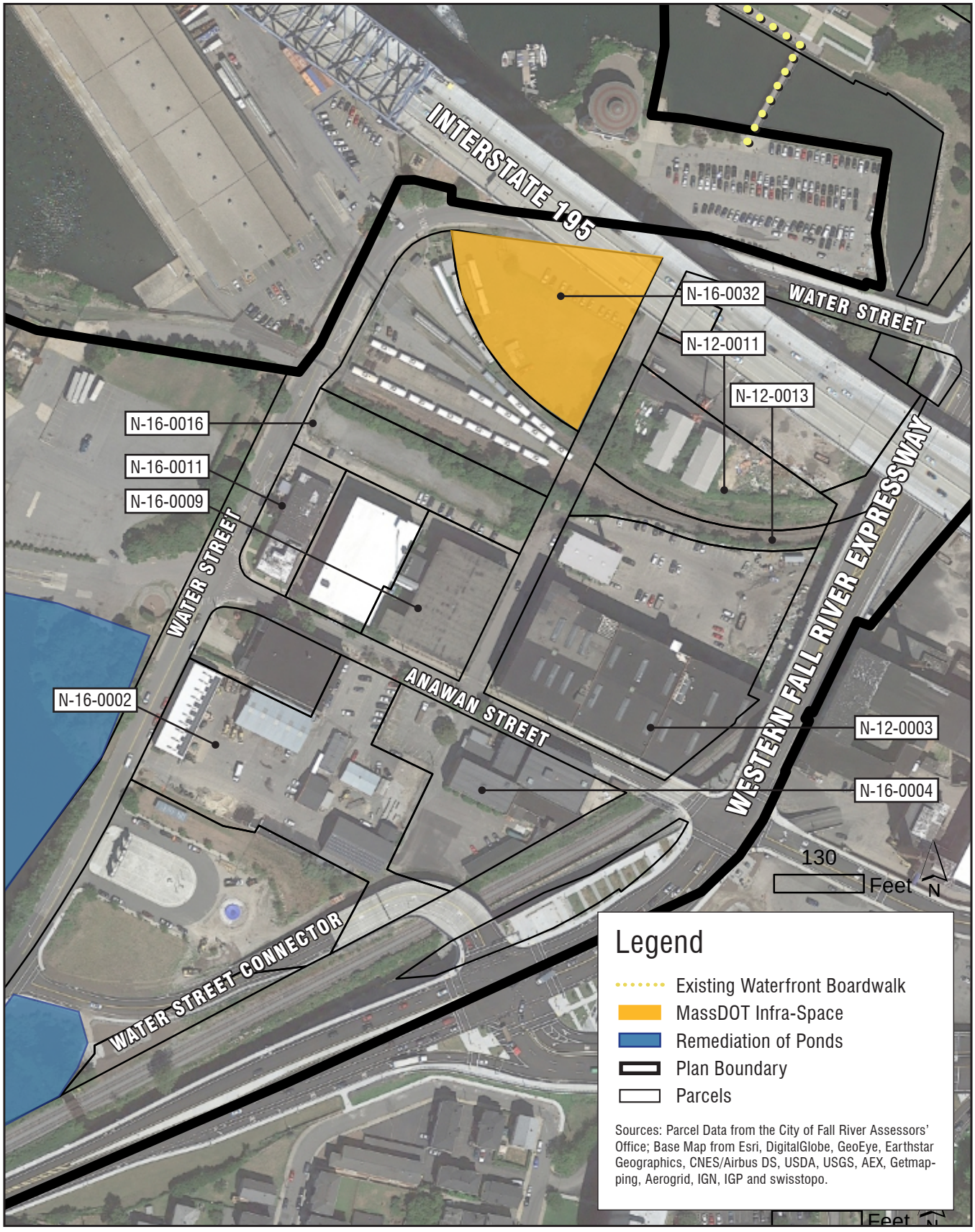


Figure 2-35: Public Improvements – Southern Waterfront (Inset of Figure 2-32)

- Buildings to be constructed *(Figure 2-28: Buildings to be Demolished, Rehabilitated, and Constructed with Figures 2-29, 2-30, and 2-31 as insets)*

2.3 Existing Land Use

The urban renewal area is home to a mixture of residential, commercial, industrial, and institutional uses (see Figure 2-12).

Residential uses are concentrated in the central portion of the urban renewal area and east of Route 79, with the exception of a small cluster of parcels located along the riverfront. Mixed use parcels are uncommon; the largest of these is the location of Commonwealth Landing, a recent conversion of the Quaker Fabric site, that features Jerry Remy's Sports Bar, Clique lounge, an exercise facility, offices, classrooms, and 103 apartments.

Commercial uses, in contrast, are quite dispersed. If any pattern exists, it is that these parcels tend to be located along North Main Street, with particular density at the intersection of North Main Street and President Avenue/ Route 6. In general, commercial parcels along North Main Street are larger (0.5 - 3 acres) than those on the rest of the urban renewal area. Offices, a subset of commercial uses, are distributed throughout residential areas.

Industrial uses are generally clustered in two regions: in the northern portion of the urban renewal area, north of Veterans Memorial Bridge/Route 6, and in the southern portion of the urban renewal area, south of I-195 and west of Route 79. The size (3 to 48 acres) of these industrial parcels is far greater than other parcels in the urban renewal area. Many of these sites have mill buildings, some, like Commonwealth Landing, are in good repair. There are many sites, however, that are boarded up, falling down, or are otherwise unsafe to inhabit.

There are very few parcels within the urban renewal area used for institutional purposes. Those that do exist are located in the northern portion of the urban renewal area along Essex Street, just below the northern industrial center. There are also a few parcels that are owned by the City or the FRRA. The spaces tend to be large open spaces with some older infrastructure elements that are in disrepair.

Open Space

As shown in Figure 2-36, the urban renewal area has 38.27 acres of open space; proceeding from south to north, these spaces are as follows:

- Gates of the City Plaza (3.25 acres)
- Open spaces under the Braga Bridge (1.92 acres, combined)
- Fall River Heritage State Park (6.8 acres)
- Veterans Memorial Bicentennial Park (7.3 acres)
- North Burial Ground (13.3 acres)
- Oak Tree Burial Ground (0.6 acres)
- Saint John's Cemetery (5.1 acres)

Two parks lie outside the urban renewal area but have a walk radii that crosses the boundary of the urban renewal area:

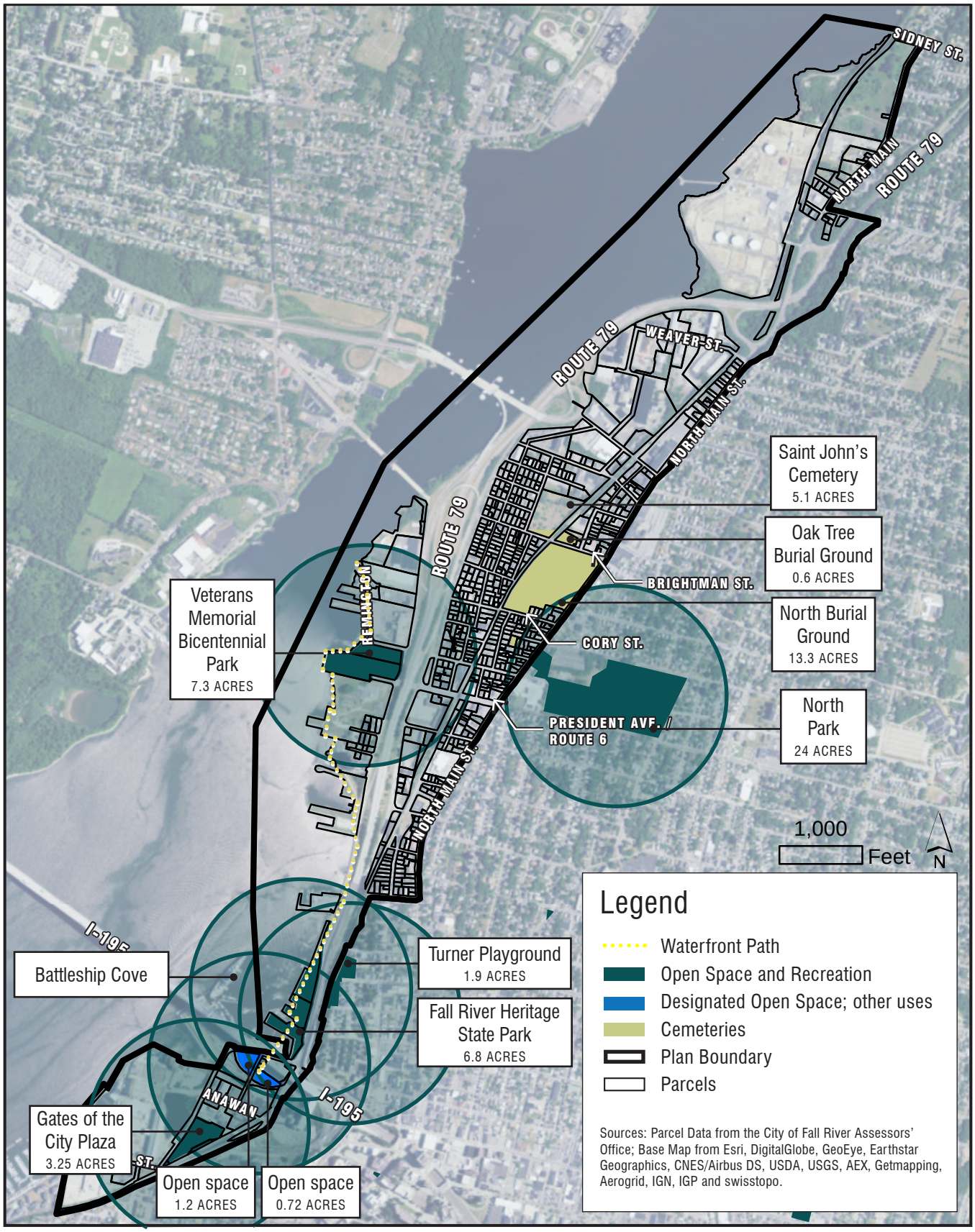


Figure 2-36: Parks within and near the Urban Renewal Area

- North Park (24 acres)
- Turner Playground (1.9 acres)

Heritage State Park, with access from Water Street and Central Street, and Veteran's Memorial Bicentennial Park, with access from President Avenue, are iconic within the urban renewal area, but also within the larger city. Veterans Memorial Bicentennial Park contains memorial sculptures dedicated to our war veterans. The park is also equipped with a gazebo, picnic tables, tennis courts, parking, and a boat launch ramp. Heritage State Park contains a Visitor Center that provides educational exhibits and information about the city's history, and public parking. The outdoor areas of the park are animated with seasonal activities during the summer, including summer concerts and story-telling.

Battleship Cove, located near the confluence of the Quequechan River and the Taunton River, and adjacent to Heritage State Park, has the largest collection of World War II ships in the world. Located below the Braga Bridge, the park area is small and serves mainly to provide ticketing services and access to five National Historic Landmark ships, which include the USS Massachusetts.

These parks are connected by a mile-long waterfront boardwalk with access to the water and prime views of the Taunton River and the Braga Bridge. Though it is inconsistent in design, the walking paths are of good quality; paths are wide and illuminated.

Despite the relative abundance of open spaces, the quality, distribution, and accessibility of these spaces is of some concern. First, four of the ten spaces are cemeteries. These cemeteries do afford relief from the denser neighborhoods that surround them, but do not furnish other benefits typical of parks, such as room to exercise or congregate. Similarly, the open spaces under the Braga Bridge, while designated as "Conservation and Recreation" by the Tax Assessor are home to salt sheds, shipping containers, grounded recreational boats, and netting, among other things. Fencing prevents the public from accessing a large portion of these areas.

Second, all open spaces in the urban renewal area are located south of Veterans Memorial Bridge/Route 6, and all non-cemetery open space are located next to the Taunton River, west of Route 79. This means that only a subset of the urban renewal area is within a five-minute walk of these resources. Access, however, can be a problem as individuals must pass under Route 79 to visit the open space. The parks are further disconnected by the area's topography, which requires individuals to descend to these destinations. This lack of access within the immediate area is partially offset by two large open spaces, Turner Playground and 24-acre North Park, that are located slightly outside of the urban renewal area.

2.4 Proposed Land Use

The overall land uses within the urban renewal boundary are not anticipated to change. The waterfront and abutting areas already contain a mix of industrial, general commercial, retail, restaurant, services, institutional, and residential. What will change is the proposed density of development, especially within the realigned Route 79 and Davol Street area and around the proposed commuter

rail platform and the relationship of those uses to each other.

The neighborhoods included within the urban renewal boundary contain low-density housing (generally single-, two-, or three-family homes) with commercial uses scattered among the residential uses. The realignment of Route 79 and Davol Street will provide land for a mixed-use neighborhood where the mix of uses is stacked vertically (retail/restaurant/services on the ground floor; residential and/or office above) rather than spread horizontally throughout the district. This is reflected in *Figure 2-14: Proposed Land Uses,* where the horizontal mix of uses is indicated as Mixed Residential-Commercial. This designation assumes the parking necessary to support the proposed use. Specific types of residential and commercial uses and the associated allowable density will be controlled by the zoning regulations, as discussed in Sections 2.5 and 2.6 below.

2.5 Current Zoning and Other Regulatory Controls

As shown in Figure 2-13, the urban renewal area for the *Waterfront Urban Renewal Plan* includes the following districts:

- Two-Family Residence District (R-4) – The Two-Family Residence District permits single- and two-family dwellings and corresponding accessory uses, like sheds and garages. This zone prohibits lodges and nursing homes, along with nearly all commercial and industrial uses.
- General Residence District (G) – The General Residence District–which encompasses just over 100-acres of the urban renewal area–permits the construction of single-, two-, and three-family dwellings; corresponding accessory uses, like sheds and garages; and residentially-oriented institutional uses, like churches, clubs, and nursing homes. Small retail operations, funeral establishments, and radio and television transmission stations are allowed by special permit.
- Multiple Family Residence District (M) – The Multiple Family Residence District permits single- to six-family residences and all related accessory uses. Like the G district, small retail operations, funeral establishments, and radio and television transmission stations are allowed by special permit.
- Local Business District (B-L) – The Local Business District allows low-density residential uses (single-, two-, and three-family dwellings) but prohibits all accessory residential uses with the exception of sheds. Unlike the three residential districts, the B-L district allows libraries and museums as well as a host of commercial uses, including retail operations of any size, restaurants, offices, and hotels.
- Waterfront and Transit Oriented Development District (WTOD) – At 286-acres, the Waterfront and Transit Oriented Development District is the dominant zone within the urban renewal area. This zone allows high-density residential development (four units and above), institutional, recreational, and commercial uses, and industrial uses in existence prior to September 2011.
- Commercial Mill District (CMD) – The Commercial Mill District permits the reuse or redevelopment of mill buildings which were constructed before 1950. The zone requires

residential development to receive a special permit and allows most commercial and industrial uses by-right. It is just over 100-acres in size.

In addition to the five zoning districts, the urban renewal area has two overlay districts:

- Arts Overlay District (AOD) – The Arts Overlay District promotes the expansion of art and culture in Fall River. This district, which intersects both the WTOD and the CMD, permits high-density residential development and allows a selection of institutional and commercial uses. Notably, it is the only district which permit bars by-right. Arts uses of all kinds (art schools, dance and photography studios, carpentry shops, visual and performing arts spaces) are permitted in this area.
- Waterfront/Downtown Market Rate Housing Incentive Zone (HD) – The State's Housing Development Incentive Program (HDIP) offers tax incentives to developers of market rate, multi-family housing in pre-established zones in Gateway Cities. HDIP zones and development projects must be approved by DHCD. There are two tax incentives that are made available to developers through the program, "a local-option real estate tax exemption on all or part of the increased property value resulting from improvements," and a "State tax credits for Qualified Project Expenditures (QPEs) that are awarded through a rolling application process."[13] HDIP zones support the work of this Urban Renewal Plan by providing additional incentives to encourage private investment within the urban renewal area. Fall River has defined an overlay district to delineate the boundaries of its HDIP Zone, referred to in its application to DHCD as the Waterfront/Downtown Market Rate Housing Incentive Zone and in Fall River's zoning code as the Housing Development Overlay District (HD). This zone permits all uses in its underlaying zones and states that buildings in the district may be "altered, enlarged, or reconstructed" for market-rate housing (110% AMI) and typical accessory uses. There are no dimensional regulations associated with the HD zone. The Waterfront/Downtown Market Rate Housing Incentive Zone will expire on January 1, 2034, 20 years from the date of DHCD's approval. Fall River has one other HDIP zone. It does not intersect the Study Area.

With the exception of the WTOD, the AOD, and the HD-1, the zoning districts in the urban renewal area are fragmented. For instance, three discrete areas have CMD zoning and three discrete areas have B-L zoning. Similarly, while the three residential zones (R-4, G, M) border one another or touch residential zones outside the urban renewal area, they are occasionally compressed into regions as narrow as two blocks or are wrapped around larger industrial areas.

This inconsistency in the geographic boundaries is heightened by high variability within the dimensional and use regulations put forth by each zone. The CMD, for instance, requires a minimum lot area of 10,000 square feet; this area abuts both the WTOD, where the minimum lot area is 2,500 square feet, and the G district, where the minimum lot area is 5,000 square feet. Similarly, the WTOD and CMD allow buildings of up to 80 feet or six

[13] Commonwealth of Massachusetts. "Housing Development Incentive Program (HDIP)." Accessed April 20, 2018. https://www.mass.gov/service-details/housing-development-incentive-program-hdip

stories tall, while buildings in the adjacent G district must not exceed 45 feet.

The high degree of fragmentation and inconsistency within the urban renewal area's zoning is undesirable. First, the current zoning places incompatible uses – namely low-density residential districts and the city's heaviest industrial zones – next to one another. This arrangement has potential to adversely impact residential neighborhoods, as traditional industrial uses can generate air and noise pollution, and often involve the transportation of goods via large trucks. Since industrial areas tend to shut down at the end of the work day, these zones also have potential to create large "holes" within the existing residential fabric that feel unsafe to travel through at night. Further, the inconsistency within dimensional standards may reinforce or lead to the creation of an area that feels haphazard, which could make the area less pleasant for pedestrians and may make it feel less accessible to visitors. Finally, streamlining zoning will make it easier to understand and maintain. This could potentially smooth development processes, making Fall River a more attractive place to build, and reduce the work of the Planning Board and the City's Planning Division.

In addition to the discussed use and dimensional regulations, the zoning districts designate parking and loading requirements. The R-4, G, M, B-L, and AOD districts share parking and loading requirements. The number of spaces required is dictated by use however, so those districts that allow uses with significant parking demands (for example, retail businesses and hospitals) will have more parking than districts where uses with less intensive parking requirements are dominant. The WTOD calls for less parking by use than the other five zones, this is ideal given the anticipated construction of two commuter rail stations.

Chapter 91 and the DPA

The Taunton River is subject to the requirements of Chapter 91 (The Massachusetts Public Waterfront Act). In addition, as shown in Figure 2-37, a portion of the urban renewal area falls within the Mount Hope Bay DPA. For the most part, the DPA within the urban renewal area is limited to a narrow channel at the center of the Taunton River. It extends landward in two instances: just below I-195, in the southernmost portion of the urban renewal area, and on the old Shell Site, above the intersection of Route 79 and North Main Street. Though a much smaller portion of the site is subject to the DPA restrictions, regulations are more stringent than those for the non-DPA areas under Chapter 91. This will have implications for the uses allowed in the relevant area.

Improvements within either or both of these areas will need to comply with restrictions related to the water-dependency of uses and public access requirements.

2.6 Proposed Zoning

As shown in Figure 2-15, the future zoning of the Fall River Waterfront urban renewal area should relieve the fragmentation and inconsistency observed in *Section 2.5. Current Zoning*. It must also respond to the dramatic changes in the area that will be brought about by the construction on Route 79 and the potential development

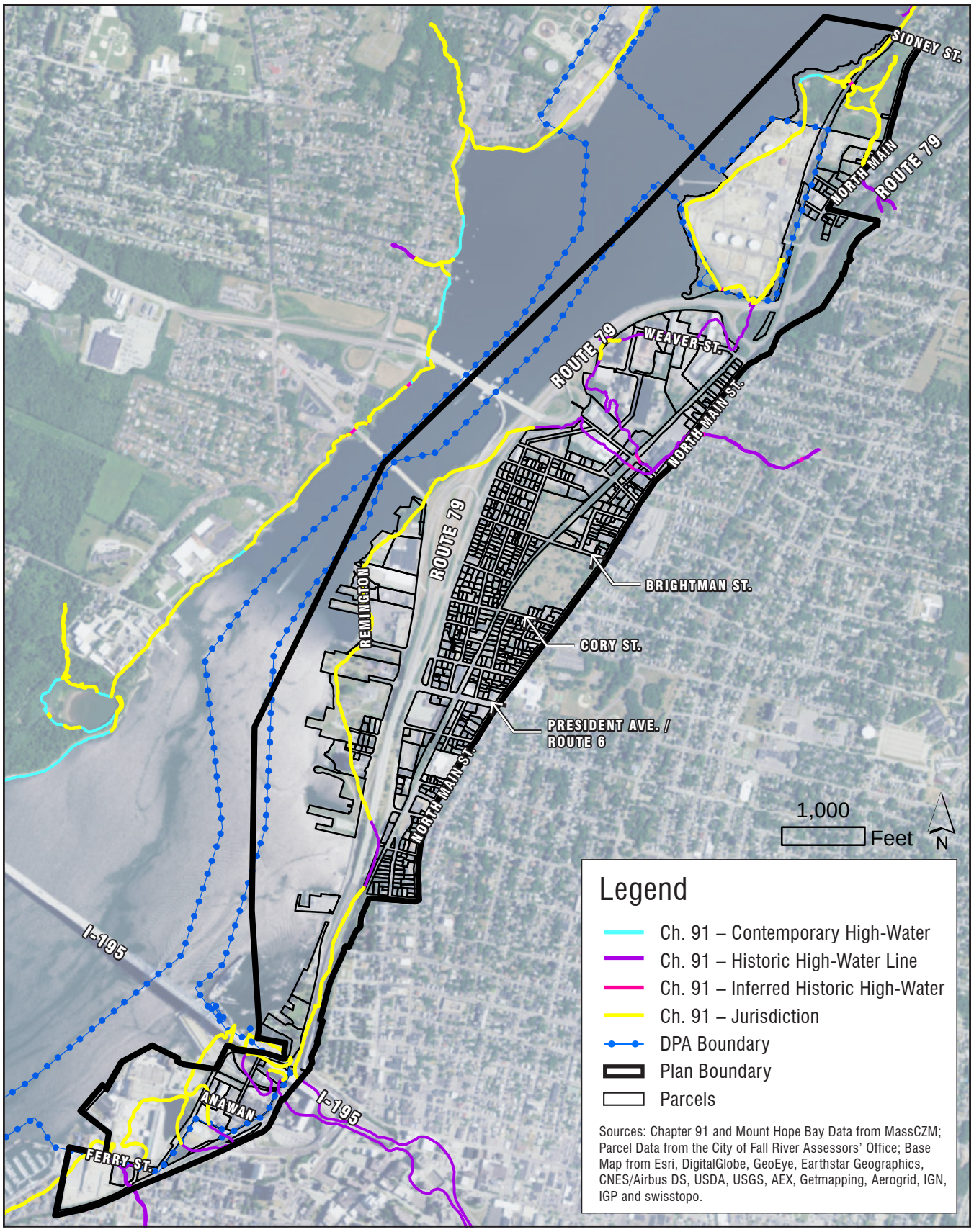


Figure 2-37: Chapter 91 and the Mount Hope Bay Designated Port Area

of a commuter rail station in the block bound by Pearce Street, North Main Street, and Baylies Street.

District Boundaries

To address these goals, the City should consider the conversion of the following four areas:

- The rezoning of the parcels south of Pearce Street, west of the rail corridor, from CMD to WTOD
- The rezoning of the parcels south of Pearce Street, east of the rail corridor, from G to WTOD
- The rezoning of the parcels immediately adjacent Cory Street, between Route 79 and North Main Street, from G to B-L
- The rezoning of the parcels in the R-4 district between Clinton Street and Brightman Street to the G district

The proposed new boundaries are shown in *Figure 2-15: Proposed Zoning*.

CMD to WTOD

The rezoning of the parcels south of Pearce Street from CMD to WTOD is motivated by the need to accommodate the proposed South Coast Rail station, a use that is not currently permitted in the CMD, and the desire to respond to the redevelopment of Route 79 into the arrangement depicted in Figures 4-9 and 4-11, in which Turner Street becomes a commercial corridor. Re-zoning will also help consolidate zoning within the urban renewal area; this consolidation will ultimately lead to a more coherent image of the waterfront and potentially streamline development processes.

Functionally, this proposed conversion would support the development of higher-density housing (the option for the development of two-family and three-family dwellings under a special permit would be eliminated and developments four units and above would now be permitted) and prohibit all future industrial development with the exception of information and information-processing. The WTOD also allows intermodal transportation facilities, including railroad passenger terminals, by-right. Private and public parking lots and garages – another necessity for the proposed South Coast Rail station – are allowed in both zoning districts.

The dimensional regulations associated with the WTOD also promote greater density; under this conversion, minimum lot area in the zone would be reduced from 10,000 to 2,500 square feet and minimum frontage and width would be reduced from 100 to 50 feet. This change would also introduce a maximum lot coverage of 80%.

As intermodal transportation facilities are currently prohibited in the CMD, a re-zoning of some kind must occur in order to construct the South Coast Rail station in the location published in the January 2018 *Draft Supplemental Environmental Impact Report.* This Plan recommends the conversion of the CMD to the WTOD because the WTOD better supports the higher-density development that is preferred around train stations and along commercial corridors, however, the South Coast Rail Station could also be made possible by adding intermodal transportation facilities to the list of permitted

uses in the CMD. Four parcels in the area impacted by the proposed re-zoning are listed for acquisition: O-15-0001, O-15-0008, O-22-0011, and O-22-0005.

G to WTOD

As with the proposed conversion of the CMD to the WTOD, the conversion of the G district south of Pearce Street to a WTOD will help simplify zoning within the urban renewal area and respond to changing future conditions. This change would also impact Turner Street and help foster a commercial environment there in the future.

The shift of the G district to a WTOD is far more disruptive than the shift from the CMD to the WTOD, however it is ultimately worthwhile. This conversion would prohibit the establishment of low-density residential housing and residential accessory uses (garages, sheds, and home occupations), but add the option of medium- and high-density residential uses, many institutional, recreational, and educational uses, and retail, restaurant, and consumer service uses. In terms of dimensional regulations, this change would reduce the minimum lot area from 5,000 square feet per unit and 1,500 square feet per additional unit to 2,500 square feet. This would allow denser development. Similarly, the minimum dimension of front yard, side yard, and rear yard would be reduced from 12, 10, and 15 feet respectively to 10 feet. Maximum building height would increase from 45 feet to the greater of 80 feet or six stories. The actions recommended by this Plan do not require this re-zoning to occur.

G to B-L

The conversion of the parcels immediately adjacent Cory Street from G to B-L is prompted by the Route 79 construction. As with Pearce Street, Cory Street will shift into a commercial cross street in the redevelopment scheme. B-L zoning, which permits small-, medium-, and high-density residential uses, and most retail, restaurant, and consumer service uses, will better support this new environment. Under B-L zoning, residences along Cory Street would no longer be able to have accessory uses (garages, sheds, and home occupations) and new hospitals and nursing homes would no longer be permitted. The dimensional regulations between the G district and the B-L district are identical save for a maximum lot coverage requirement, which would be eliminated. The actions recommended by this Plan do not require this re-zoning to occur.

R-4 to G

The R-4 zone between Clinton and Brightman Street is the only zone of this kind within the urban renewal area. This zone borders the G and B-L districts and is flanked to the west by North Main Street. This Plan suggests that this R-4 zone be upzoned to a G zone. Doing so would further consolidate zoning in the urban renewal area and better support an overall increase in density, which is important given this area's proximity to the potential future commuter rail station. From a use standpoint, this change is minor: it would permit three-family dwellings, clubs and lodges, and hospitals and nursing homes where they are currently prohibited and allow the establishment

of retail operations 5,000 or less by special permit. Minimum lot area for the G district is 5,000 square feet per unit and 1,500 for each additional unit. This is less than the R-4 district where these minimum are 6,000 square feet and 2,000 square feet, respectively. With this conversion, minimum frontage and width would decrease from 75 feet to 50 feet, and minimum front yard and minimum rear yard would decrease from 15 and 20 feet to 12 and 15 feet, respectively. Maximum height would increase by ten feet and maximum lot coverage would decrease from 30% to 25%. The actions recommended by this Plan do not require this re-zoning to occur.

Permitted Uses

In addition to rezoning, the City should also consider changing the permitted uses in the WTOD to include light manufacturing. This addition would mean the waterfront area could accommodate a broader range of industrial uses. Light manufacturing is also valuable because in most instances, it can locate next to residential uses without conflict.

For language, the City can look to South Norwalk, CT's "boutique manufacturing" use:

> Boutique manufacturing shall be allowed as an accessory use to a permitted retail use, subject to compliance with the following requirements:
>
> - (a) Such boutique manufacturing shall not exceed three thousand (3,000) square feet in area and shall be directly related to the principal permitted retail use; and
> - (b) All manufacturing activity, including the storage of all equipment, materials and products, shall occur inside the building; no outside storage of any kind is permitted; and
> - (c) Only manufacturing processes that are not offensive with regard to noise, light, dust and odors, and which have the same or lesser impact that the principal retails use are permitted; and
> - (d) The manufacturing activity shall occupy an area of no more than sixty percent (60%) of the gross floor area occupied by the associated retail establishment; and
> - (e) The manufacturing process is principally artisan or fabrication by hand, and shall not include mass production or assembly line operations; and
> - (f) The manufacturing operations will not generate excessive traffic volumes or truck traffic in excess of that typically occurring in the adjacent district or neighborhood; all loading activity shall occur during daytime hours only.

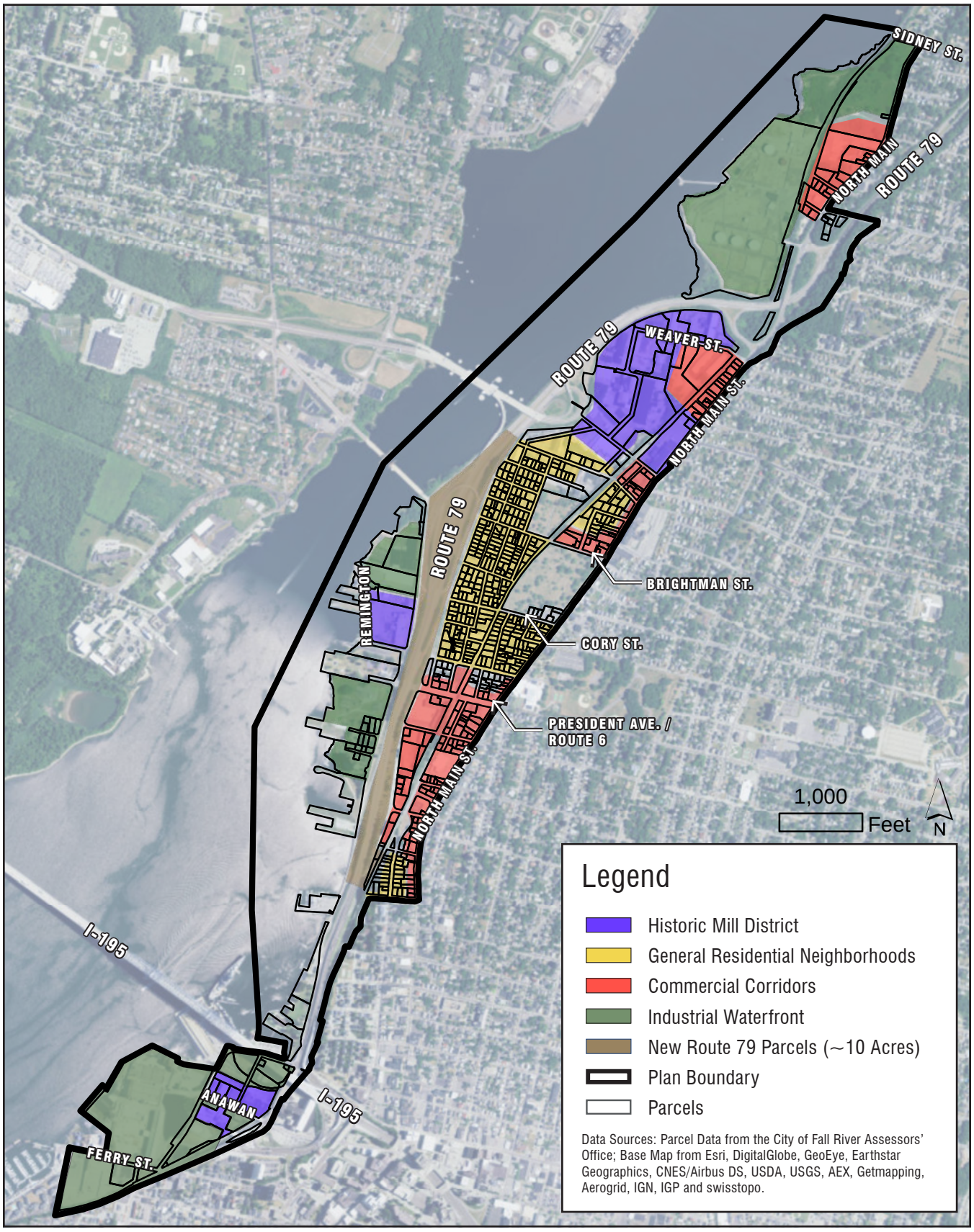


Figure 2-38: Areas Defined by Character of the Urban Design

The actions recommended by this Plan would be supported by this proposed change to permitted uses, but do not require it to occur.

2.7 Urban Design Characteristics

The Fall River Waterfront urban renewal area comprises approximately 770 acres with a long marine industrial history. Multiple districts and neighborhoods can be identified within this extensive area. These emerged and evolved through the years because of locational advantages derived from the availability of excellent water and rail transportation access.

Design Character

Each of these districts and neighborhoods has its own design character, which is closely related to land use, density, age, and architectural character of its buildings. The urban design analysis identified five different categories or types of districts as subareas with their own configuration and identity. These categories are listed and further described below, and they are represented in *Figure 2-38: Areas Defined by Character of the Urban Design*.

- Historic mill districts
- General residential neighborhoods
- Commercial corridors
- Industrial waterfront
- Route 79 parcels

Historic Mill Districts

Historic mill buildings punctuate the urban renewal area at several locations along the waterfront, with a higher concentration around Weavers Cove. Many of these mills were built before 1900 and are still standing, even after the manufacturing activities that generated their construction have substantially diminished or disappeared. The portions of the urban renewal area depicted in Figure 2-39 as having Historic Mill District urban design character align with the pre-existing historic districts in Fall River. These historic districts, designated by the Massachusetts Cultural Resource Information System, are clustered on the north portion of the urban renewal area, named after the industrial companies they once housed – Border City Mills, Sagamore Mills N. 1 and 5, Sagamore Mill No. 2, Foster Spinning Company, and Narragansett Mills. Another landmark historic district is located on the waterfront, the Mechanics Mill on Brownell and Davol Streets, now redeveloped as mixed-use commercial and residential lofts and renamed Commonwealth Landing.

These buildings typically range in height from 3-to 5-stories, with tall ceilings and generous window sizes that allow light to penetrate deep into the working floors. They are built in brick or the traditional grey granite that is characteristic of Fall River. While some of these buildings are boarded up, presumably vacant, many remain in use for light industrial, warehousing, or storage purposes. A few of them, such as Commonwealth Landing or Narragansett Mills, have been successfully redeveloped for commercial and mixed-use activities.



Figure 2-39: Examples of Historic Mill Urban Design Character

These structures have an iconic presence and historic design character difficult to recreate today. They represent an important time period of the city, and they are significant historic resources to preserve for future generations. They have been built to support heavy loads and machinery, with large floor plates and tall windows. These qualities give the buildings an advantage for potential renovation and adaptive reuse for commercial or residential purposes.

While the mills themselves have good potential for redevelopment, the surrounding grounds and roadways lack design characteristics and landscaping. There are opportunities in these districts to enhance the streetscape design as projects get underway and green infrastructure is added to redevelopment sites. This should help to better manage stormwater runoff, contribute to the mitigation of changes in temperature, and enhance the overall design character and image of the area.

General Residential Neighborhoods

Residential neighborhoods are clustered between North Main Street and Route 79, which runs parallel to historic Davol Street and the waterfront. These residential areas were developed as workforce housing, including mill housing structures created to provide shelter for mill workers and their families. The great majority of the existing buildings in these areas were built between 1900 and 1909, with a second wave of infill construction taking place between 1919 and 1939 (see Figure 3-1). These waves of construction, carried out during a relatively short



Figure 2-40: Examples of General Residential Neighborhoods Character

period of time, contributed to create a consistency in building types, materials, and construction systems (two- to three-stories wood-frame houses and triple-deckers) which informs the architectural expression today. The resulting blocks and street patterns exhibit a compatible design character and a relationship to the human scale typical of many historic neighborhoods in New England (see representative photographs above).

Although the G zone caps the number of residential units at three per lot and designates a maximum building height of 40 feet, the compact layout of streets and parcels results in a quite dense residential district (roughly 30-40 units per acre based on visual counts from aerial photos). There are few vacant lots, although ground floor vacancies that appear to have been dedicated to commercial use are visible at some locations.

Many old buildings appear to need updates and renovations. Most of the residential units are rental. Income limitations make the population of this area highly vulnerable to economic downturns, which detracts from the capacity of building owners to repair and maintain their buildings.

The tight density and compact design of the neighborhoods restricts the space available for trees and vegetation. As a result, many streets lack the moderating effect that trees and landscaping can provide to mitigate heat in the summer and wind in the winter. Improving the streetscape and investing in the development of a healthy tree canopy



Figure 2-41: Examples of Commercial Corridor Character

could potentially enhance the perception of and quality of life in these neighborhoods.

Commercial Corridors

Two major commercial corridors cross the urban renewal area: North Main Street and President Avenue. North Main Street runs in the north-south direction and is characterized by the presence of local neighborhood-scale retail. Typical businesses include grocery stores, wireless services, candy shops, clothing, nail salons, barber shops, pharmacies, restaurants, sandwich shops, liquor stores, and a gas station. While there are some large buildings along this corridor (e.g., One Dollar store, the Narragansett and Sagamore Mills), most retail businesses occupy the ground floor of two- and three-story buildings that were built concurrently with the General Residential Neighborhoods, and which may have been dedicated to residential uses at one time. Other buildings continue to be residential, mainly three-apartments or three-stories tall.

President Avenue runs east-west, and only traverses the urban renewal area for a short distance. It is, however, an important vehicular transportation corridor that connects Davol Street, Route 79, and the Waterfront to Route 24. This provides excellent access and visibility to properties along the road, and the stretch of President Avenue located between North Main and Davol Streets is lined with retail uses and automotive services.



Figure 2-42: Examples of Industrial Waterfront Character

Morton Middle School is located at the intersection of these well-traveled commercial corridors, providing a contemporary architectural presence as well as access to the North Park recreational and community sports facilities, which are located right outside the urban renewal boundary.

Industrial Waterfront

Three distinctive waterfront areas can be found west of Route 79:

- Industrial and institutional areas around Battleship Cove, south of Heritage State Park.
- Area between Heritage State Park and the site of the old Slade's Ferry Bridge (south of the Route 79/Route 6 interchange).
- Former Shell Oil site, located between the intersection of Route 79/North Main Street and the intersection of North Main Street/ Collins Street (north of the Route 79/Route 6 interchange).

INDUSTRIAL AND INSTITUTIONAL AREAS AROUND BATTLESHIP COVE

The industrial areas south of Heritage State Park have long begun to change from industrial to commercial and institutional use, including restaurants and museums. Battleship Cove, located near the place where the Quequechan River flows into the Taunton River, is arguably the most visited tourist attraction in the city.

The nonprofit that operates the attraction has recently purchased the Marine Museum (recently re-named the "Maritime Museum")nearby and is looking for options to increase access to parking and visibility. Additional uses that attract visitors to this area include Heritage State Park and the Narrows Center for the Arts. The City's Zoning Ordinance supports these uses through an AOD, which promotes public art and cultural activities.

Heritage State Park contains a Visitor Center with educational exhibits and information about the city's history, amenities, and attractions. The Visitor Center marks the beginning of a mile-long boardwalk promenade that runs north along the water's edge and connects to Bicentennial Park. Additional sitting areas and lookouts to the Taunton River contribute to create an attractive public gathering place around the Visitor Center, which is animated with seasonal activities during the summer.

The Fall River Carousel at Battleship Cove is a seasonal attraction for the waterfront area. The Fall River community raised funds to save Carousel #54 when Lincoln Park closed, bring it to Fall River, and refurbish it to its original 1919 splendor.

Another cultural landmark of high symbolic value is Gates of the City Plaza, a replica of the historical city gates at Ponta Delgada, the Administrative Capital of the Azores Islands, where large portions of Fall River's Portuguese population originated. This monument is located on Water Street, and serves as a gateway entrance to the museum area for visitors driving from the Water Street Connector and the Braga Bridge. Unfortunately, Firestone Pond, which is directly across from the gates, is blocked by overgrown vegetation and scrub trees. Access to Crab Pond, to the left of the gates, is more difficult as a result of the I-195/Braga Bridge project. Views of this pond are also blocked by overgrown trees, shrubs, and weeds. Both ponds could be significant visual assets to this area if rehabilitated.

There is a potential to enhance the recreational/cultural character of this area by promoting the creation of restaurants, art venues, and possible residential uses to rehabilitate underutilized mill buildings located along Anawan/Pocasset Street.

AREA BETWEEN HERITAGE STATE PARK AND THE OLD FERRY AVENUE BRIDGE

The waterfront area between Heritage State Park and the site of the old Slade's Ferry Bridge (south of the Route 79/Route 6 interchange) is characterized by a mix of industrial, commercial, and residential uses that have developed through the years, following a progressive transformation from marine industrial to a service-oriented economy. Significant redevelopment projects include a high-density multifamily residential tower (Point Gloria) and the mixed-use renovation of an old historic mill (Commonwealth Landing). In addition to these developments, the area is still occupied by a few warehouse and distribution companies, high power lines, and an electric substation owned by National Grid. There is a small cluster of two-story residential buildings and professional offices on Davol Street, next to Point Gloria and the National Grid site.

Bicentennial Park is a recreational landmark which exhibits public art commemorating our war veterans. A mile-long

public boardwalk connects this park to Battleship Cove along the water's edge. This is an important public and recreational amenity that will likely attract and support future waterfront redevelopment. A landmark location along the walk is The Cove Restaurant and Marina. There are further opportunities to relate the potential redevelopment of this area to prospective development in the new parcels that will be generated by the Route 79 roadway reconstruction.

FORMER SHELL OIL SITE

The former Shell Oil site north of the Route 79/Route 6 interchange is vacant. Approximately 50-acres in size, the site was built as an oil refinery in 1920, taking advantage of deep channel access on the Taunton River and railroad access on the land. The site was later operated as a receiving point and distribution terminal by Shell Oil Company. Oil operations ceased in 1995 and environmental remediation processes have since been underway. A proposal to convert the site into a Liquid Natural Gas facility in the early 2000s was rejected by the surrounding neighborhoods.

Potential opportunities for the redevelopment of these properties are outlined in *Section 4. Objectives*. The soil contamination due to the former use as a heavy oil storage facility has been recorded and could be a constraint to its future redevelopment for uses other than industrial or commercial. Another condition that affects the redevelopment potential of the waterfront parcel is its status as a DPA, which reserves most of the area for water dependent uses. The inland parcel, however, is outside of the DPA and could be redeveloped for nonwater-dependent uses, including the development of some portion of this land for open space and recreational uses.

Route 79 Parcels

Over 10 acres of land will free for redevelopment once the proposed Route 79 Corridor improvements are built. The new road alignment will transform the currently elevated highway into a city boulevard at grade, opening access and visibility to the waterfront from the North Main Street neighborhoods. The new alignment will also consolidate traffic into a two-lane road in each direction, except for intersections where additional lanes will be created to provide left and right turns. It is expected that traffic will slow down to accommodate access to bicycles and pedestrians. This will convert the high-speed vehicular corridor that now exists into a new urban district with opportunities for residential and commercial development near the water.

The potential for new development that the road reconstruction will generate has been analyzed as part of this study, and recommended preferred development options are presented in *Section 4. Objectives*.

Design Assets and Opportunities

The urban design character and existing conditions the urban renewal area generate a series of opportunities for new development (e.g., land made available for the realignment and reconstruction of Route 79) and the redevelopment of underutilized properties (e.g., vacant historic mills, waterfront land holdings by utility companies, City Pier) in the foreseeable future. As previously discussed, old mill buildings represent valuable architectural assets because of their solid construction, tall ceilings, and large window openings, which offer flexibility of use and opportunities

for loft-type renovations. Underutilized land along the water represents a potential for the development of water-dependent recreational uses and tourism.

Perceived urban design assets and opportunities include the following:

- Historic mill buildings are architectural landmarks characteristic to Fall River and represent opportunities for rehabilitation, building renovation, and adaptive reuse.
- Brick and granite are local building materials used for mills and large institutional buildings in Fall River. Granite is also visible in landscape retaining walls along hillsides and sloping areas. These are durable, high-quality materials that define architectural character and contribute to generate or increase real estate value.
- Long-established residential neighborhoods along North Main Street have a traditional design character (typically three-story wood frame buildings), which results in the perception of a human-scale that supports walking and a sense of place.
- Neighborhood retail along North Main Street provides a variety of retail uses and services to support community needs, often making use of ground floor space in former residential and industrial buildings.
- Proposed development parcels along Route 79 represent opportunities for new mixed-use development with waterfront views, including multifamily residential units, office, and neighborhood retail at the ground floor level (over 10 acres of developable land previously located within the roadway right-of-way).
- Existing vacant and underutilized parcels along the waterfront represent opportunities for multifamily residential development and marine recreational use, which will be supported by the reconstruction of Route 79 and related enhancements to the transportation network.
- Potential redevelopment along the water will make it possible to extend the existing boardwalk promenade along the perimeter of underutilized piers, and to activate the waterfront with new amenities, such as restaurants, marinas, boathouses and community recreation.
- There is an estimated 8 to 12 feet difference in elevation between Davol Street and the water's edge at City Pier, which could be used to accommodate parking below the buildings.

Design Challenges and Solutions

The urban renewal area presents significant urban design challenges, despite its many assets and distinctive character. The table on the following pages summarize the most pressing design issues and constraints identified through the analysis of existing conditions, and propose a possible solution for each. They also provide a related design principle or guideline that would govern the solution during the planning phase (Route 79 reconstruction) or the Site Plan review and approval process (individual projects).

The proposed solutions will be incorporated into the requirements for redevelopers of land owned or controlled by the FRRA (see *Section 4.2. Proposed Redevelopment Activities: Proposed Development Controls*).The proposed solutions will be incorporated into the Land Disposition

Agreement between the FRRA and the potential developer(s).

The proposed solutions form the basis of design guidelines for the entire urban renewal area, identified in *Section 4.3. Design Guidelines*, not just those properties under the control of the FRRA. These design guidelines could also be incorporated into the City's zoning ordinance, perhaps as part of the recommended zoning changes discussed in *Section 2.5. Proposed Zoning*.

URBAN DESIGN CONDITION
Some historic mills are vacant or underutilized, which may endanger their structural integrity and make them more vulnerable to natural hazards or collapse; a few mills have fallen victim to fire and demolition, leaving empty spaces in the center of historic districts.
Historic cemeteries need maintenance improvements; many tombstones are tilting or overturned, fences need painting, stonewalls and historic buildings need repairs.
Building age and conditions of disrepair in older residential neighborhoods affect rentability and owners' financial capability to rehabilitate, maintain, and upgrade deteriorated buildings.
Asphalt-covered parking lots and lack of vegetation contribute to increase water runoff and 'heat island' effects in dense areas of the neighborhood, while detracting from the visual image and perception of safety.
Narrow or broken sidewalks, scarcity of trees, and lack of landscaping diminish the quality of the walking experience in some areas, restricting access and contributing to generate a perception of neglect.
Proposed new parcels along Route 79 are long and narrow, down to 80 feet in some locations; this makes it difficult to place new mixed use and apartment buildings in functional ways that would also accommodate on-site parking, trees, or landscaping.
Assuming the probable large massing, scale and proportions of new development along Route 79 and the waterfront, potential contrasts between new and existing buildings may generate the perception of a disjointed and incoherent public realm.
Large new buildings and parking garages may present long blank walls along streets, sidewalks and public spaces, which may convey a perception of emptiness and discourage pedestrian activity.
There are underutilized properties along Route 79 and the waterfront area (City Pier, National Grid parcels (S-22-8 and S-22-9), vacant sites) which detract from the area's economic vitality, image, and perception of safety.
Extensive areas along the waterfront's edge are at high risk of inundation by the 1% annual-chance flood event, with additional hazards due to storm-induced velocity wave action (up to 17 feet of Base Flood Elevation plus a 3-foot or higher breaking wave) and sea level rise.

Table 2-4: Urban Design Conditions and Proposed Solutions

PROPOSED SOLUTION
Collapsed or demolished historic mills should be replaced by buildings and uses compatible with the district's historic character, land use patterns, and the community's vision for the future.
Seek funds to finance maintenance improvements and repairs to the urban renewal area's historic cemeteries, structures and resources.
Provide design guidance and financial assistance to homeowners in renovating and updating their buildings (e.g., create a Façade Improvement Program, building improvement loans).
Adopt guidelines to the design of parking lots and edges that promote the creation of green areas and landscape buffers to screen the view of parked vehicles from the street; and introduce design amenities such as sitting areas, benches, or trees along sidewalks.
Increase the provision, maintenance and upkeep of sidewalks and street trees; build sidewalks in places where they are missing, and add extensions to widen stretches of sidewalk that prevent universal access.
Adopt guidelines to design the site layout of mixed-use buildings on the new Route 79 parcels, providing guidance to the placement of ground floor retail and parking areas, and reserving space for trees and landscaping.
Establish design standards and guidelines that promote harmonious relationships of placement, massing, scale and proportions among neighboring buildings, aimed at generating a more coherent public realm.
Provide guidelines to promote the articulation of long blank walls through architectural elements, openings, or screen features that relate the building design to the human-scale.
Promote the redevelopment of vacant and underutilized sites along the water, aiming at attracting innovative businesses and recreational activities to generate a new image for the district.
Place the living areas of new buildings and necessary utility equipment above hazardous elevations and use the space beneath the buildings for parking or temporary activities consistent with FEMA policies and regulations.

3. Plan Eligibility

3.1 Findings

The Department of Housing and Community Development (DHCD) must be able to make certain findings with respect to this redevelopment plan under Chapter 121B, Section 48. These findings and their applicability to the Plan are summarized in Table 3-1.

The supporting information for each of these findings is presented in the remainder of this section. Supporting technical memoranda are provided in the appendices.

These findings are related to the conditions of the urban renewal area relative to the need to invoke the intervention of a redevelopment authority under the enabling legislation. This section will provide evidence that this urban renewal area is a Decadent Area, that the activities proposed by this Plan are justified by the conditions, and that the recommendations of this plan are consistent with previous planning efforts at the local, regional, and state levels.

The conditions required by Chapter 121B are known as conditions of blight. For the purposes of an urban renewal plan, blight is defined as those conditions that cannot be addressed by the private market alone – in other words, public action is needed to help address those conditions.

The origins of urban renewal lay in large projects, funded by the federal government, in the 1950s and 1960s. These projects cleared large areas of land, demolishing buildings and relocating people from what were seen as overcrowded and inadequate housing units. Today's focus is on creating incentives for the private market to invest. These incentives can include changes to the regulatory environment, investments in public infrastructure, and/or help with financing.

The purpose of this Plan is to identify the current conditions that prevent such private investment, determine the needs and goals of the smaller community of this area and the impact they expect for the larger community as a whole, and define those actions that will create incentives for the private market, over time, to address the existing conditions.

This urban renewal area is a Decadent Area, as defined by Chapter 121B. The content of this section supports this finding with evidence that meets the requirements of Chapter 121B and 760 CMR 12.00, the regulatory requirements of DHCD.

REQUIREMENTS OF CHAPTER 121B, SECTION 48	APPLICABILITY TO THE AREA	RELEVANT SECTION
(a) the project area would not by private enterprise alone and without either government subsidy or the exercise of governmental powers be made available for urban renewal.	The private market is unable to fully address the conditions that lead to a finding of a Decadent Area.	*Section 3. Plan Eligibility*
(b) the proposed land uses and building requirements in the project area will afford maximum opportunity to privately finance urban renewal consistent with the sound needs of the locality as a whole.	The proposed zoning changes and public infrastructure improvements provide incentives for the private market to invest in the urban renewal area.	*Section 4. Objectives*
(c) the financial plan is sound.	The financial plan provides estimates for the projects that are expected to be undertaken by the FRRA, based on the list of parcels for acquisition.	*Section 6. Financial Plan*
(d) the project area is a decadent, substandard or blighted open area.	The project area is a Decadent Area.	*Section 3. Plan Eligibility*
(e) that the urban renewal plan is sufficiently complete, as required by section one.	This Urban Renewal Plan (1) conforms to the previous planning efforts conducted by the municipality, and (2) indicates the boundaries of the area, the anticipated land acquisition and rehabilitation of structures; the proposed public improvements; and zoning and other planning changes, including proposed land uses, maximum densities, and building requirements.	*(1) Section 3. Plan Eligibility;* *(2) Section 2. Characteristics* and *Section 4. Plan Objectives*
(f) the relocation plan has been approved under chapter seventy-nine A.	A statement regarding the FRRA's intent to provide a relocation plan in conformance with the requirements of MGL Chapter 79A and relevant federal law.	*Section 10. Relocation*

Table 3-1: Plan Eligibility

3.2 Determination of Conditions: Decadent Area

Definition and Applications

Definition of a Decadent Area

Chapter 121B, Section 1 defines a Decadent Area as:

> ...an area which is detrimental to safety, health, morals, welfare or sound growth of a community because of the existence of buildings which are out of repair, physically deteriorated, unfit for human habitation, or obsolete, or in need of major maintenance or repair, or because much of the real estate in recent years has been sold or taken for nonpayment of taxes or upon foreclosure of mortgages, or because buildings have been torn down and not replaced and under existing conditions it is improbable that the buildings will be replaced, or because of a substantial change in business or economic conditions, or because of inadequate light, air, or open space, or because of excessive land coverage or because diversity of ownership, irregular lot sizes or obsolete street patterns make it improbable that the area will be redeveloped by the ordinary operations of private enterprise, or by reason of any combination of the foregoing conditions.

Application of the Definition

Table 3-2 breaks this definition apart and demonstrates how the existing conditions within the urban renewal area prevent the private market from addressing those conditions. The remainder of this section provides the evidence to support these conclusions.

The determination that this urban renewal area is a Decadent Area rests on three sets of conditions present within the boundary:

- The physical conditions of the area, including site conditions, such as flooding and the presence of environmental contaminants; infrastructure, both public and private; and building conditions, including historic building styles and development patterns
- The demographics as they are related to both the housing market and the job market
- The economic trends and market conditions that encourage or discourage investment within the urban renewal area

This Section 3.2 demonstrates that the urban renewal area is a Decadent Area because of the following conditions:

- The presences of older and outdated building stock, with a strong likelihood of the presence of lead and/or asbestos based on building age
- Vacant industrial land and former industrial buildings requiring the removal or mitigation of hazardous materials
- Historic buildings that contribute to the character of the area but are in poor repair

CONDITIONS OF A DECADENT AREA	APPLICABILITY TO THE AREA	SECTION
Existence of buildings which are out of repair, physically deteriorated, unfit for human habitation, or obsolete.	• 91% of buildings in the urban renewal area are pre-1978 and 80.4% are pre-1940. Older building stock signifies the potential presence of hazardous materials such as lead paint and asbestos. Older commercial buildings may not be suitable for efficient redevelopment for current uses. • 8.2% of buildings in the urban renewal area are located in a flood zone and may have environmental or structural problems relating to past flood events.	*Section 3. Eligibility: Building* and *Site Conditions*
Existence of buildings which are in need of major maintenance or repair	• Certain sites have been identified as having had a release of hazardous materials. The status of these sites vary and, as is common in urban areas; not all may have been identified.	*Section 3. Eligibility: Building* and *Site Conditions*
Much of the real estate in recent years has been sold or taken for nonpayment of taxes or upon foreclosure of mortgages	• Properties under tax liens exist throughout the area.	*Section 3. Eligibility: Tax Liens*
Buildings have been torn down and not replaced and under existing conditions it is improbable that the buildings will be replaced	• The Shell Oil site has been underutilized for some time, with an ownership change at least once. • Without this Urban Renewal Plan, the land created by the proposed realignment of Route 79/Davol Street could be underutilized for a similar length of time	*Section 3. Eligibility: Building* and *Site Conditions*
Substantial change in business or economic conditions	• The area has significant economic challenges, including the presence of one or more Environmental Justice neighborhoods. • The redevelopment of Route 79 and the new South Coast Rail line will significantly impact this area, both physically and economically. These projects must be carefully implemented to ensure that their benefits are maximized and existing communities are protected from adverse impacts, such as displacement.	*Section 3. Eligibility: Site Conditions* and *Demographics*
Inadequate light, air, or open space	• While the urban renewal area does have a significant amount of open space, access to this open space is challenging as it requires traversing Route 79.	*Section 2. Characteristics: Land Use*
Excessive land coverage	• Compared to land within the City, or within the Metropolitan Area Planning Council South East area, the land in the urban renewal area has significantly more impervious surface.	*Section 3. Eligibility: Site Conditions*
Diversity of ownership, irregular lot sizes or obsolete street patterns make it improbable that the area will be redeveloped	• As shown in the fit studies provided in *Section 4. Plan Objectives*, parcel assembly may be needed for the redevelopment of certain sites within the area. Parcels are small and few have similar ownership.	*Section 2. Characteristics: Land Use, Section 4. Plan Objectives, Appendix I. Parcel Inventory*

Table 3-2: Applicability of the Definition of Decadent Area to the Existing Conditions

- Aging public infrastructure that does not meet today's standards for multi-modal transportation options
- An Environmental Justice population that with a median household income that is significantly lower that the state median household income and low levels of educational attainment compared to the city, county and state

The remainder of this Section 3.2 provides additional information about each of these components of a Decadent Area.

Building Conditions

Appendix I. Parcel Inventory contains data from the City's Assessors Office on a parcel-by-parcel basis. In addition to data on the age, size, ownership, condition and valuation of the buildings and parcels, the inventory includes photographs of the parcels identified for acquisition in *Section 2. Characteristics*.

	NUMBER	% OF TOTAL
Total Buildings	1963	100%
Buildings Pre-1940	1580	80.4%
Buildings Pre-1978	1800	91.6%
Buildings Pre-1980	1805	92.0%

Table 3-3: Building Age

Approximately 80% of the buildings in the waterfront urban renewal area were built before 1940, during Fall River's mill boom. This construction plays a significant role in defining the character of the waterfront, however, as the 2016 *Towards and Evidence-Based Housing Policy in Fall River* document notes, this older housing stock is prone to structural deficiencies. Further, city-wide, a strikingly high percentage (64.2%) of housing is renter-occupied. In general, renters have less of an incentive (and are often not permitted) to take on home improvement projects. This may mean that the building stock is not getting the attention it needs to stay functional and safe over the long-term.

In addition to overall age, the percentage of buildings constructed prior to 1978 (when lead paint was phased out) and the percentage of buildings constructed prior to 1980 (when asbestos was phased out) are important measures. Within the waterfront urban renewal area, over 91% of buildings were constructed before 1978, and therefore may have lead paint, and 92% of buildings were constructed before 1980, and therefore may have asbestos. These percentages are striking; they indicate both potential health concerns (particularly for children under age six) and an increased cost associated with the redevelopment of the property if remediation is necessary.

Site Conditions

The following topics describe the existing or anticipated site conditions that have implications for the ability of the private market to invest in the development of this urban renewal area.

Vacant or Potential Vacant Land

The former Shell Oil site is a significant parcel (50 acres) of underutilized land within the urban renewal area. Previous

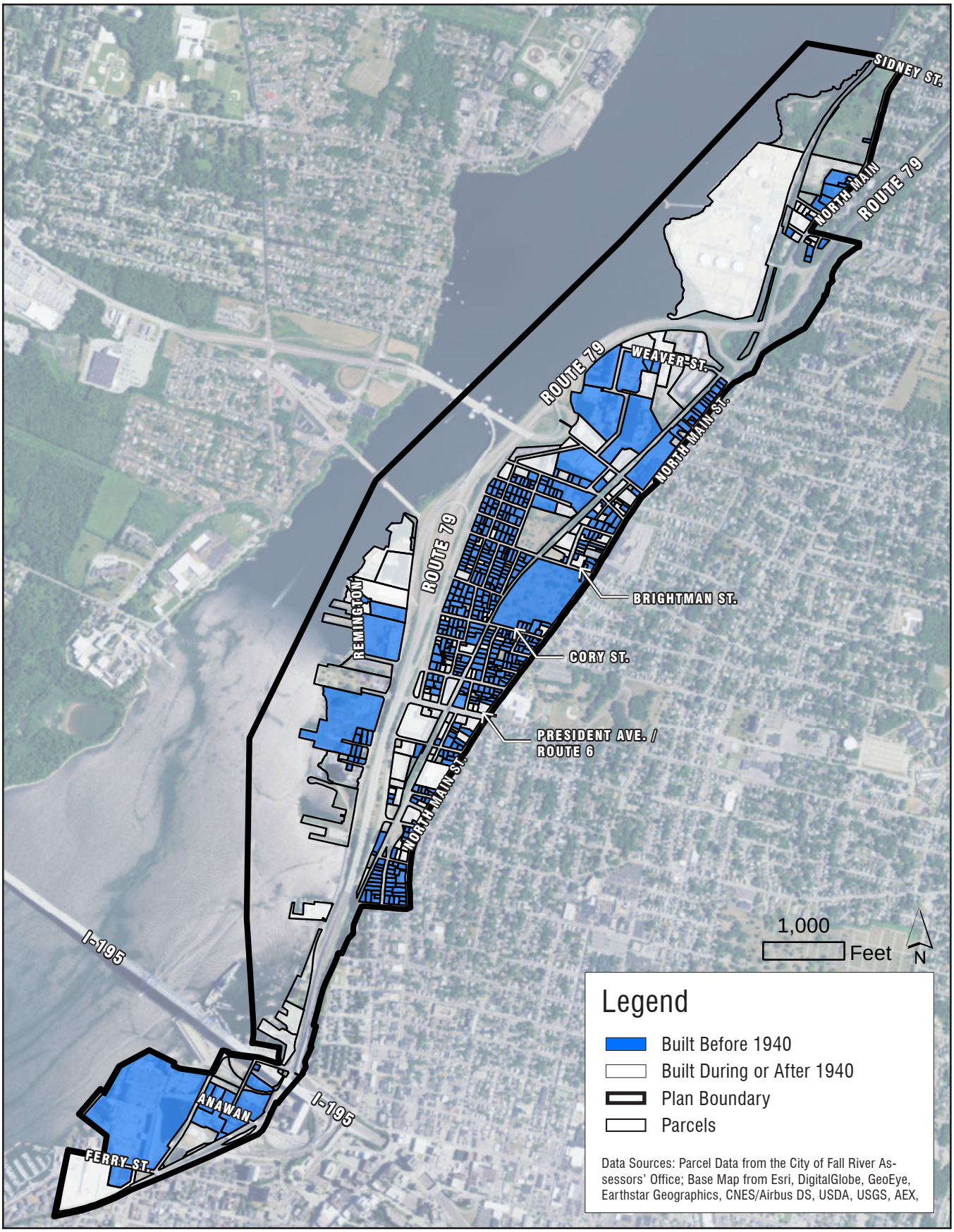


Figure 3-1: Buildings Built Prior to 1940

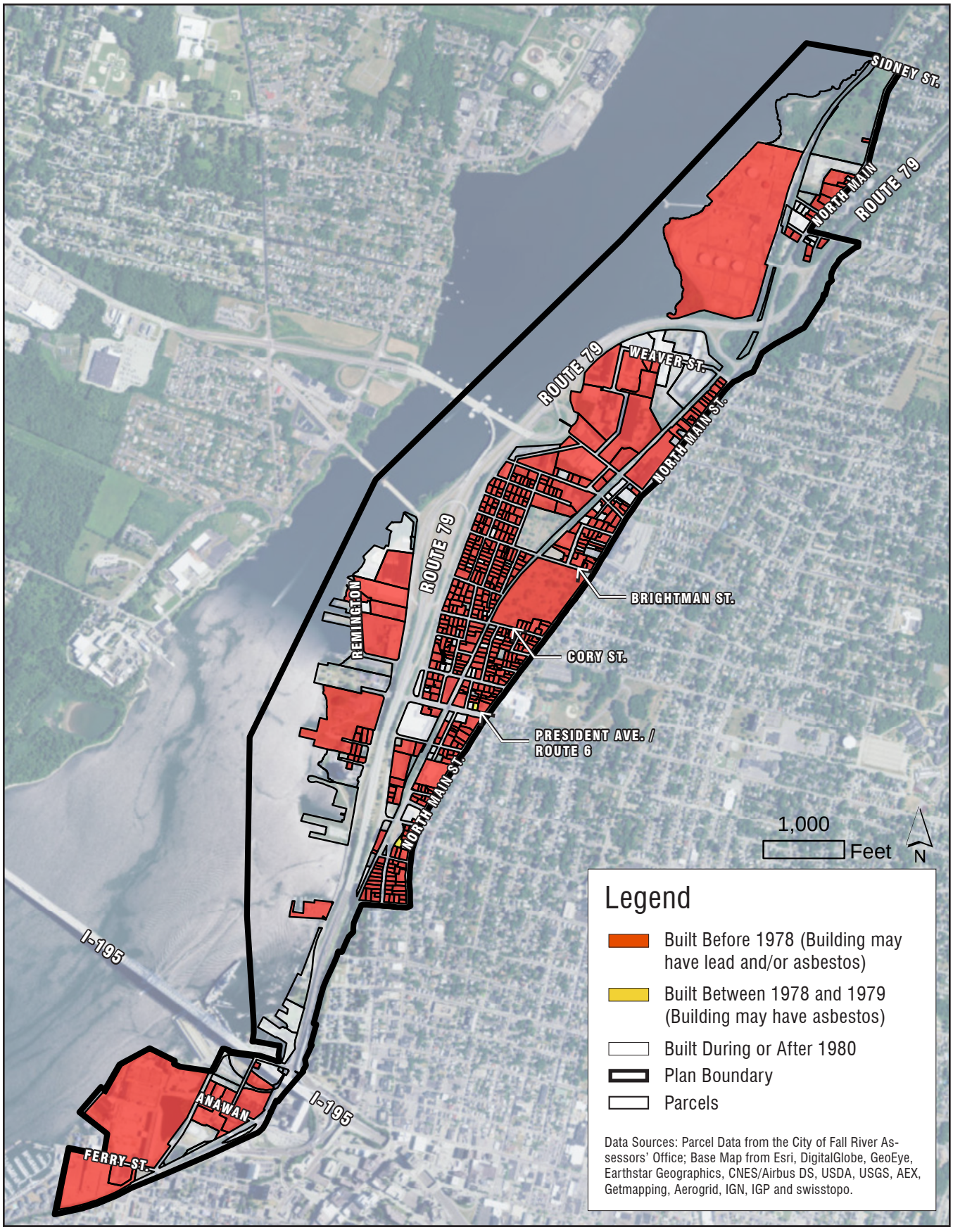


Figure 3-2: Buildings Built Prior to 1978

reuse efforts have stalled, likely due to a combination of the size of the parcel, environmental hazards, the size of the structures on the site, and the restrictions of the Designated Port Area (DPA) requirements.

Additional vacant land (approximately 10 acres) will be created by the realigned Route 79 and Davol Street. The concern is that this land will also remain vacant or be developed in uncoordinated stages. Additional public infrastructure improvements will be needed to ensure that the full benefit of this realignment is realized by the abutting neighborhoods and the City as a whole. These improvements include connections to the existing street network and appropriate utility connections to encourage redevelopment.

In both cases, the private market will have difficulty addressing these conditions and public action, in terms of coordinated planning and implementation, will be required.

The Fall River Department of Inspectional Services maintains an Abandoned Properties Registry to track vacant properties in Fall River so that the city may monitor and maintain them. Owners of vacant properties are charged an annual fee based on the length of vacancy. There are 296 parcels listed in the vacant properties database for fiscal year 2017; 10 of them are located in the waterfront study area.

The southern part of the waterfront contains several parking lots supporting the Massachusetts Department of Transportation (MassDOT) operations and uses on Anawan Street. Three of these have been identified for acquisition and are listed in Table 2-2.

Land Coverage

The Metropolitan Area Planning Council (MAPC) maintains an extensive database for Massachusetts of various land statistics. For the MAPC Southeast Region, impervious surface area is approximately 11.7% of the total land area. The City of Fall River, as an urban area, is unsurprisingly higher with 29.8% of its land area as impervious surface.

A large portion, 76.7%, of this urban renewal area is impervious surface, with important implications for the water quality of the Taunton River, the possibility of surface flooding during heavy rain storms, and indicating a potential lack of open space for area residents. A significant portion of that impervious surface is Route 79, which will be partially mitigated by the proposed realignment.

Flooding

Figure 2-6 depicts the flood zones that intersect the waterfront urban renewal area. Over 20% (115.5 acres) of the land in the urban renewal area falls within the VE Zone (High Coastal Risk Area), 4% (23.15 acres) falls within the AE or AO zones (1% annual chance of flooding), and 10% (54.0 acres) falls within the X zone (0.2% annual chance of flooding). Most of the land within these flood zones is occupied by parks and roadways so damage to buildings is minimal, however, 161 buildings – with a combined total

value of $142.8 million – are at risk. In addition to these coastal flooding hazards, the waterfront urban renewal area is also at risk for flash flooding. Flash flooding is typically caused when large quantities of rain fall within a short period of time onto impervious surfaces. This water is unable to infiltrate the ground surface and consequently collects and begins moving rapidly downhill. This type of flooding is extremely dangerous as it is difficult to predict and moves extremely quickly. While the pervious surfaces of the urban renewal area's parks and cemeteries help prevent flash floods from developing, the urban renewal area is at risk due to the regions of higher elevation that surround it.

Flooding is significant in the context of this Urban Renewal Plan for a number of reasons. First, flooding threatens the health of the Taunton River, as stormwater runoff and debris from receding floodwaters increase the flow of pollutants. Second, susceptibility to flooding indicates potential building damage. Buildings, for example, may have mold or structural damage due to past events. Finally, the need to protect against flooding may dissuade potential real estate development.

CLIMATE CHANGE

The *Massachusetts Climate Change Adaptation Report* identifies threats to natural systems from climate change, including reduced precipitation flows during projected summer droughts, and increased precipitation flows during winter floods.[1] The report projects that drier, hotter summers will reduce the quality of the water and that warmer, wetter winters may increase stormwater runoff from rain and shift the timing and impact of flood events.[2] The geography of the urban renewal area leaves it particularly exposed to two of these threats: increased precipitation and warmer temperatures. Increased precipitation events are expected to be both more intense and more frequent, and will amplify the threats described above (deterioration of water quality, flooding due to ponding, damage to buildings, deterrents to real estate development, and safety hazards). The urban renewal area is particularly exposed to warmer temperatures because, as an urban locale, it is subject to urban heat island effect, the condition in which urban areas are significantly warmer than suburban and rural settings. (This temperature difference is attributed to the quantity of heat sources – pavement, cars, heating systems – in urban areas relative to cooling factors, like trees and grass.)

Of greater significance, however, is that demographic data on the urban renewal area (discussed more fully in the following section) suggests that this population will be less able to respond to these changing conditions. For example, 26.4% of the families in the urban renewal area are below the poverty line; these families may not be able to pay higher electricity bills associated with increased need for space conditioning. Likewise, 22% of households in the urban renewal area do not own a vehicle, making it more challenging for them to evacuate in the event of extreme weather.

1. Executive Office of Energy and Environmental Affairs and the Adoption Advisory Committee, *The Massachusetts Climate Change Adaptation Report*, September 2011.

2. Ibid.

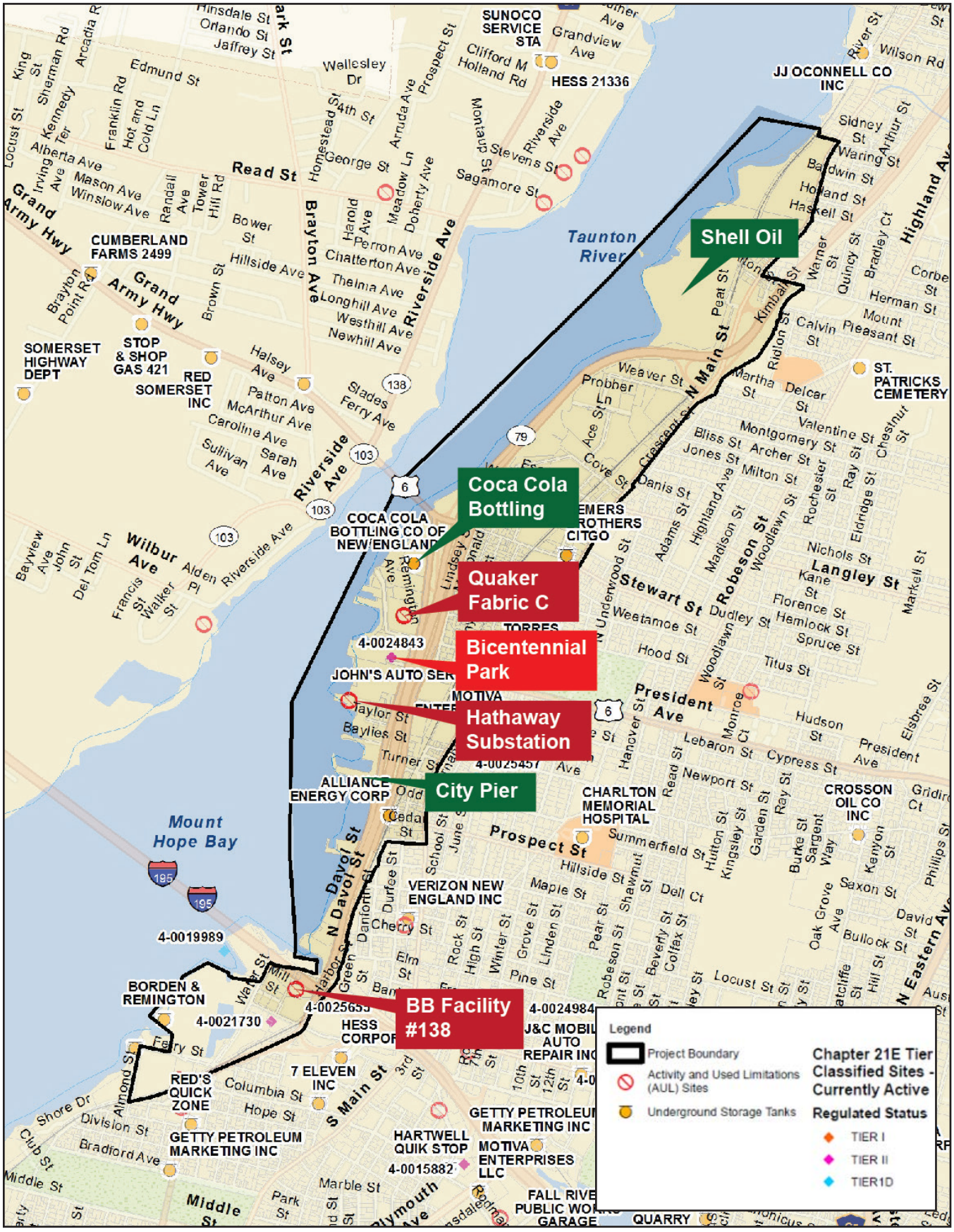


Figure 3-3: Hazardous Materials Sites

Hazardous Risk Sites

Data sources that were reviewed to identify potential hazardous materials and environmental risk sites within the urban renewal area include the Environmental Protection Agency's (EPA) Comprehensive Environmental Response, Compensation, and Liability Information System (CERCLIS) Geographic Information System (GIS) database and Massachusetts Department of Environmental Protection (MassDEP) databases.

The waterfront area's listed sites include one Tier 2 site (EPA designation), three Activity and Use Limitation (AUL) sites, and three additional sites with ongoing monitoring or remediation (see Figure 3-3). Seven additional sites have been classified as A2 (a permanent solution has been achieved; contamination has not been reduced to background).

The Tier 2 site within the waterfront area is Bicentennial Park. The AUL sites include the Quaker Fabric C Plant, Hathaway Substation, and Braga Bridge Facility #138. The sites with ongoing monitoring or remediation include City Pier (Class C1: the site does not present a "substantial hazard," it has not reached a level of no significant risk; the site must be evaluated every five years), the former Shell Oil site and the Coca Cola Bottling site. Both the Shell and Coca Cola sites are classified as Remedy Operation Status (REMOPS), that is a site where a remedial system which relies upon active operation and maintenance is being operated for the purpose of achieving a permanent solution.

FORMER SHELL OIL SITE

There were five documented releases or potential releases at this location between 1989 and 2011. Only the 1989 release is classified as an open site, and this is the only Phase V site where Operation, Maintenance, and/or Monitoring will occur. During Phase V, long-term treatment processes are implemented and monitored to track cleanup progress.

Arsenic and beryllium were reported on the site in 2005, but this contamination is attributable to coal, coal ash, and wood ash associated with fill materials brought to the site, as well as atmospheric deposition of arsenic and beryllium as aerosols and particulates derived from the combustion of coal. The concentrations of arsenic and beryllium in soil at the site have been demonstrated to be consistent with background concentrations, a condition of No Significant Risk exists at the Site with respect to arsenic and beryllium. There are no activity and use limitations associated with the site.

Historic Register Properties

The waterfront urban renewal area includes historic resources that are listed on the National Register of Historic Places, which is administered by the National Park Service. The National Register is the official Federal list of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering, and culture.

The listing of properties requires that there is consideration in planning for Federal, Federally-licensed, and Federally-assisted projects. Nationally listed properties are also eligible for tax provisions – owners of properties listed in the National Register of Historic Places may be eligible for a 20% investment tax credit for the certified rehabilitation of income-producing certified historic structures such as commercial, industrial, or rental residential buildings. Properties also qualify for Federal grants for historic preservation, when funds are available. Owners of private property listed in the National Register are free to maintain, manage, or dispose of their property as they choose provided that no Federal monies are involved.

There are 88 properties within the urban renewal area that are listed in the Massachusetts Historical Commission's Massachusetts Cultural Resource Information System (MACRIS) database; of these, 41 have a National Register designation of some kind: National Register District, National Register - Individual Property, National Register - Multiple Resource Area, National Register -

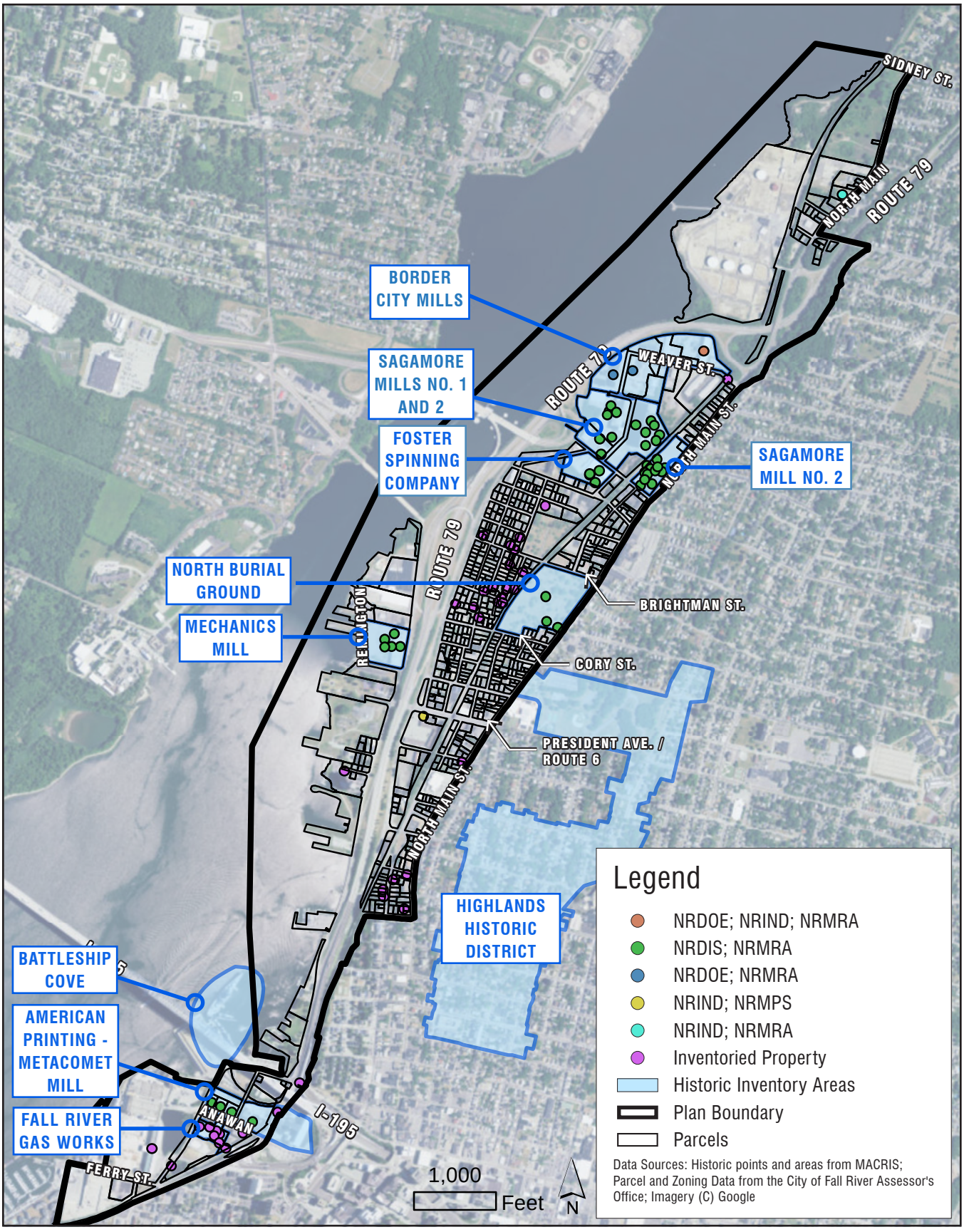


Figure 3-4: Historic Resources

***NRDOE:** National Register Determination of Eligibility **NRIND:** National Register - Individual Property*
***NRMRA:** National Register - Multiple Resource Area **NRDIS:** National Register District*
***NRMPS:** National Register Multiple Property Submission*

Multiple Property Submission and National Register Determination of Eligibility. There are also ten historic districts located within the urban renewal area: Highlands Historic District, American Printing - Metacomet Mill, Mechanics Mill, Foster Spinning Company, Sagamore Mills No. 1 and 2, Sagamore Mill No. 3, Border City Mills, Battleship Cove, North Burial Ground, and Fall River Gas Works.

These points and areas are depicted in *Figure 3-4* and are listed in *Appendix L: Historic Inventory.*

In addition to these designations, the City of Fall River has a historic preservation ordinance that imposes a six-month delay on the issuance of a demolition permit for properties appearing on the *Fall River Register of Significant Structures* under certain circumstances. A list current as of April 5, 2018 is included in *Appendix J: Fall River Register of Significant Structures* and is available for download here: http://fallriver.wpengine.com/fall-river-register-of-significant-structures-july-2017/. The reader should consult with the City to confirm that structures have not been added to or removed from the register in the time between this Plan's publication and their reading.

Finally, in 2012, the American Planning Association named the *Lower Highlands and Historic Downtown* to its list of *Great Places in America: Neighborhoods*. Both this Waterfront Urban Renewal Plan and the Downtown Urban Renewal Plan being developed concurrently include portions of this neighborhood. Enhancing connections between the Lower Highlands and both the Waterfront and the Downtown will add significantly to its attraction as a great residential neighborhood.

Assessed Valuation: Buildings and Sites

The database maintained by the City's Assessors office provides information about the valuation of land and buildings within the city. The following table provides details about the conditions of buildings and sites and the current valuation for property tax purposes in the urban renewal area.

CONDITION	PARCELS WITH BUILDINGS					
	IN FALL RIVER		IN URBAN RENEWAL AREA		IDENTIFIED FOR ACQUISITION	
	#	%	#	%	#	%
Excellent	15	0.1%	0	0.0%	0	0.0%
Very Good	788	3.9%	11	2.0%	1	2.7%
Good-Very Good	277	1.4%	5	0.9%	0	0.0%
Good	6,085	30.1%	91	16.4%	11	29.7%
Average-Good	4,207	20.8%	216	39.0%	5	13.5%
Average	7,636	37.7%	185	33.4%	11	29.7%
Fair-Average	376	1.9%	18	3.6%	2	5.4%
Fair	686	3.4%	24	4.3%	5	13.5%
Poor	108	0.5%	2	0.4%	0	0.0%
Very Poor	21	0.1%	1	0.2%	1	2.7%
Dilapidated	13	0.1%	1	0.2%	1	2.7%
No entry	28	0.1%	0	0.0%	0	0.0%
Total	20,240		554		37*	100%

Table 3-4: Comparison of Recorded Building and Lot Conditions
(*Note that properties listed for acquisition are split up into two tables, one for parcels with buildings and another for parcels without buildings. The total reaches 50, one less than the number listed for acquisition, because no evaluation exists for the parcels that will be created through the realignment of Route 79.)

A review of this data shows that within the City of Fall River, 6% of the parcels with buildings have an assessed condition of below average (fair-average to dilapidated) while 9% of the parcels in the urban renewal area with buildings are below average and 24.0% of the parcels identified for acquisition with buildings are below average. Condition is not populated for many vacant lots, so a parallel analysis is not possible.

	IN FALL RIVER	IN URBAN RENEWAL AREA	IDENTIFIED FOR ACQUISITION
Land			
Total acres *(not including public roads and rights-of-way)*	~26,100	~325 acres	~135
Total square feet (SF) *(not including public roads and rights-of-way)*	~1.1 billion	~14.2 million	~5.9 million
Total Assessed Value	~$6.3 billion	~$189.3 million	~$21.8 million
Assessed Value per SF	$5.50	$13.40	$3.75
Buildings			
Gross Square Feet (GSF)	~116.6 million	~5.8 million	~934,000
Finished Square Feet (FSF)	~83.8 million	~4.5 million	~865,000
Total Assessed Value	~$3.6 billion	~$110.2 million	~$10.3 million
Assessed Value per GSF	$30.90	~$19.10	~$11.00
Assessed Value per FSF	$43.00	~$24.70	~$11.80

Table 3-5: Comparison of Assessed Valuations

CONDITION	PARCELS WITHOUT BUILDINGS					
	IN FALL RIVER		IN URBAN RENEWAL AREA		IDENTIFIED FOR ACQUISITION	
	#	%	#	%	#	%
Excellent	0	0.0%	0	0.0%	0	0.0%
Very Good	0	0.0%	0	0.0%	0	0.0%
Good-Very Good	0	0.0%	0	0.0%	0	0.0%
Good	7	0.3%	0	0.0%	0	0.0%
Average-Good	0	0.0%	0	0.0%	0	0.0%
Average	1,334	64.0%	57	80.3%	10	76.9%
Fair-Average	1	0.1%	0	0.0%	0	0.0%
Fair	6	0.3%	0	0.0%	0	0.0%
Poor	1	0.1%	0	0.0%	0	0.0%
Very Poor	0	0.0%	0	0.0%	0	0.0%
Dilapidated	2	0.1%	0	0.0%	0	0.0%
No entry	734	35.2%	13	18.3%	3	23.1%
Total	2,085		71		13*	100%

Assessed value shows that parcels in Fall River are generally valued at approximately $5.50 per square foot, while parcels within the urban renewal area are valued at approximately $13.40 per square foot. The parcels identified for acquisition are approximately $3.75 per square foot. Assessed value per square foot of both gross and finished square footage is significantly higher in the city as a whole. City-wide, buildings are valued around $30.90 per gross square foot (GSF) ($43.00 per finished square foot (FSF)); buildings within the urban renewal area are valued around $19.10 per GSF ($24.70 per FSF); and buildings intended for acquisition are valued around $11.00 ($11.80 per FSF).

Demographics

A polygon encompassing the urban renewal area captures demographic and business data reported from The Nielsen Company subscription data service. The Nielsen Company, Segmentation and Market Solutions. The Nielsen data are 2016 estimates based, according to Nielsen, on the latest US population and economic censuses updated by sources and algorithms proprietary to Nielsen. Because of the long linear shape of the waterfront area, the polygon had to be drawn in two sections and the data added together to arrive at the numbers used in the following sections. Figures 3-5 and 3-6 show these two parts of the urban renewal area.

Population and Households

As shown in Table 3-6, the estimated population of the waterfront urban renewal area was 3,637 residents in 2016. This represents about 4% of the city's population. The urban renewal area lost population since 2010 (-1.3%), as did the city (-0.7%), while Bristol County grew by slightly over 1.6% and the state of Massachusetts by about 4%. In fact, the urban renewal area also lost 7% of its population between 2000 and 2010, and the city lost 3.4% of its population during that decade, which was one of growth for both Bristol County (2.5%) and the state (3%). These numbers would indicate that the Fall River area is lagging both the county and state in terms of population growth, which is key to economic growth. Projections for the next five years are not much better for the waterfront area and city, with both projected to grow less than 1% compared to 2.2% for Bristol County and 3.4% for the state overall.

The households in the waterfront area experienced losses in the decade between 2000 and 2010, with smaller losses since 2010. Households are projected to grow at rates similar to population rates, also falling below those of the city and county by substantial margins.

The most striking differences between the waterfront and City of Fall River households when compared to Bristol County and state households, however, is in incomes. As shown in the table, median incomes for both the waterfront and city are only slightly over $30,000 a year, less than half the median income for the state ($70,000). As shown in the table, 42% of waterfront area households and 39% of city households live on less than $25,000 a year. Such an income level is true for only 24% of county households and 20% of state. Poverty rates for families in the waterfront urban renewal area and city are similarly high: 26.4% and 21.4%, respectively, compared to 10.5%

in the county and 8.5% in the state. Moreover, 1% of waterfront households and 4% of city households have incomes over $150,000, compared to the county's 11% and state's 17%.

Workforce Characteristics

The data in Table 3-7 show that education levels in the urban renewal area are very low: 33% of residents over age 25 have no high school diploma and 11% have a college degree. The city has a slightly higher level, with 28% lacking a high school diploma and 14% with a college degree. Within the county, 17% have not completed high school and 25% have a college degree. Within the state, 10% have not completed high school, and 40% have a college degree. Almost half of workers in the waterfront area and the city have white collar jobs. Their share of blue collar workers is like the county's, and only six percentage points higher than the state's share. The great majority, around 80%, of workers in all four areas work in the private sector. Within the urban renewal area, 22% of the households have no vehicle, similar to the city's 20%, higher than the county's 11%, and state's 12%. Travel times to work for those in the waterfront area and city are considerably shorter than for the county and state: 24 and 26 minutes, respectively, compared to 30 and 31 minutes at the county and state levels.



Figure 3-5: South Section Polygon

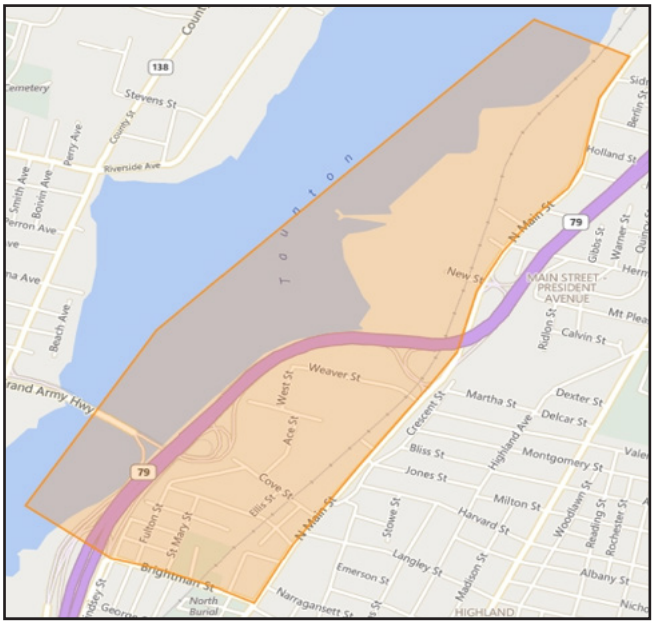


Figure 3-6: North Section Polygon

Demographic Data: Population & Households Compared

	Waterfront Study Area	%	City of Fall River	%	Bristol County	%	State of MA	%
Population								
2021 Projection	3,646		88,938		568,878		7,044,678	
2016 Estimate	3,637		88,241		556,766		6,810,281	
2010 Census	3,685		88,857		548,285		6,547,629	
2000 Census	3,964		91,985		534,732		6,349,100	
Projected Growth 2016 - 2021		0.24%		0.79%		2.18%		3.44%
Estimated Growth 2010 - 2016		-1.30%		-0.69%		1.55%		4.01%
Growth 2000 - 2010		-7.04%		-3.40%		2.53%		3.13%
2016 Estimated Average Age	39.3		40.2		40.6		40.1	
Households								
2021 Projection	1,740		38,919		222,627		2,762,575	
2016 Estimate	1,723		38,469		217,359		2,661,460	
2010 Census	1,723		38,457		213,010		2,547,075	
2000 Census	1,790		38,772		205,434		2,443,572	
Projected Growth 2016 - 2021		0.96%		1.17%		2.42%		3.80%
Estimated Growth 2010 - 2016		-0.01%		0.03%		2.04%		4.49%
Growth 2000 - 2010		-3.76%		-0.81%		3.69%		4.24%
2016 Average Household Size	2.1		2.3		2.6		2.6	
2016 Estimated Household Income	**1,723**		**38,469**		**217,359**		**2,661,460**	
Income Less than $15,000	467	27%	9,025	23%	29,067	13%	292,798	11%
Income $15,000 - $24,999	256	15%	5,987	16%	23,155	11%	229,047	9%
Income $25,000 - $34,999	274	16%	4,889	13%	19,245	9%	202,734	8%
Income $35,000 - $49,999	254	15%	5,116	13%	26,289	12%	275,636	10%
Income $50,000 - $74,999	197	11%	5,810	15%	36,334	17%	417,166	16%
Income $75,000 - $99,999	150	9%	3,425	9%	25,783	12%	331,997	12%
Income $100,000 - $124,999	76	4%	1,963	5%	19,615	9%	260,434	10%
Income $125,000 - $149,000	23	1%	877	2%	13,148	6%	186,540	7%
Income $150,000 - $199,999	16	1%	793	2%	13,484	6%	215,727	8%
Income $200,000 - $249,999	3	0%	226	1%	4,979	2%	89,479	3%
Income $250,000 - $499,999	3	0%	244	1%	4,883	2%	110,598	4%
Income $500,000 and over	3	0%	114	0%	1,377	1%	49,304	2%
Household Income Less than $25,000	723	42%	15,012	39%	52,222	24%	521,845	20%
Household income more than $150,000	25	1%	1,377	4%	24,723	11%	465,108	17%
2016 Families by Poverty Status								
2016 Families Below Poverty	238	26.4%	4,805	21.4%	15,123	10.5%	141,758	8.5%
2016 Families Below Poverty with Children	214	23.8%	3,789	16.9%	11,211	7.8%	108,867	6.5%
		% of state		% of state		% of state		
2016 Estimated Average Household Income	$ 40,800	43%	$ 49,044	51%	$ 76,900	80%	$ 95,602	
2016 Estimated Median Household Income	$ 30,055	43%	$ 33,637	48%	$ 57,516	82%	$ 69,807	
2016 Estimated Per Capita Income	$ 19,514	52%	$ 21,381	57%	$ 30,021	80%	$ 37,361	

Table 3-6: Demographic Data: Population and Households Compared
Source: Nielson Segmentation & Market Solutions, 2016 and FXM Associates

Workforce Characteristics

	Waterfront Study Area	%	City of Fall River	%	Bristol County	%	State of MA	%
Education (Pop. Age 25+)	**2,559**		**62,607**		**386,344**		**4,716,560**	
Less than 9th grade	405	16%	9,930	16%	34,935	9%	229,964	5%
Some High School, no diploma	437	17%	7,789	12%	31,908	8%	253,607	5%
High School Graduate (or GED)	844	33%	20,042	32%	118,271	31%	1,219,765	26%
Some College, no degree	441	17%	10,941	17%	70,409	18%	765,414	16%
Associate Degree	164	6%	5,013	8%	34,891	9%	363,494	8%
Bachelor's Degree	165	6%	5,979	10%	60,721	16%	1,058,366	22%
Master's Degree	66	3%	2,146	3%	27,203	7%	577,037	12%
Professional School Degree	23	1%	493	1%	4,560	1%	130,877	3%
Doctorate Degree	13	1%	274	0%	3,446	1%	118,036	3%
Occupation Classfication (Pop. Age 16+)	**1,571**		**35,886**		**269,572**		**3,446,996**	
Blue Collar	353	22%	9,352	26%	58,845	22%	534,552	16%
White Collar	766	49%	17,660	49%	157,198	58%	2,291,687	66%
Service and Farm	452	29%	8,874	25%	53,529	20%	620,757	18%
Type of Worker (Civ. Employed Pop. 16+)	**1,571**		**35,886**		**269,572**		**3,446,996**	
For-Profit Private Workers	1,115	71%	26,005	72%	189,173	70%	2,269,193	66%
Non-Profit Private Workers	195	12%	3,722	10%	24,847	9%	443,727	13%
Local Government Workers	91	6%	2,079	6%	20,275	8%	236,447	7%
State Government Workers	73	5%	1,198	3%	11,242	4%	130,882	4%
Federal Government Workers	48	3%	809	2%	4,380	2%	59,972	2%
Self-Emp Workers	43	3%	2,047	6%	19,475	7%	302,499	9%
Unpaid Family Workers	7	0%	26	0%	180	0%	4,276	0%
2016 Est. Households by Number of Vehicles	**1,723**		**38,469**		**217,359**		**2,661,460**	
No Vehicles	371	22%	7,791	20%	24,087	11%	330,099	12%
1 Vehicle	890	52%	17,232	45%	76,165	35%	962,641	36%
2 Vehicles	359	21%	9,616	25%	77,089	35%	972,801	37%
3 Vehicles	79	5%	2,771	7%	27,806	13%	286,691	11%
4 Vehicles	20	1%	893	2%	9,447	4%	83,106	3%
5 or more Vehicles	4	0%	166	0%	2,765	1%	26,122	1%
Average Travel Time to Work (minutes)	**24**		**26**		**30**		**31**	

Table 3-7: Workforce Characteristics
Source: Nielson Segmentation & Market Solutions, 2016 and FXM Associates

Environmental Justice Neighborhoods

The Commonwealth of Massachusetts defines an Environmental Justice (EJ) population as "those segments of the population that [the Executive Office of Environmental Affairs] has determined to be most at risk of being unaware of or unable to participate in environmental decision-making or to gain access to state environmental resources".[3]

To be considered an EJ neighborhood, a census block group must meet one or more of the following criteria:

- 25% or more residents are foreign-born; or
- 25% or more residents are minority; or
- 25% or more households qualify as English-Isolated, meaning that any householder over 14 years of age speaks a non-English language and also has difficulty speaking English; or
- Median annual household income is at or below 65% of the statewide median income. In 2010, the year of the last U.S. Census, this threshold was $40,673.

Figure 3-7 depicts the four EJ neighborhoods within the urban renewal area. Proceeding north to south, they are: from the southern-most portion of the urban renewal area north to I-195 (qualified due to income levels), the area from I-195 to Taylor and Bayliner Streets (qualified due to minority population and income levels), the area between President Avenue and Cove Street (qualified due to income levels), and the area east of Homestead Street in the proximity of Kimball Street (qualified due to minority population and income levels). In total, these areas sum to 294.9 acres, 214 of which is qualified due to income levels and 80.9 acres of which is qualified due to minority population and income levels.

It is worth noting that the portion of the urban renewal area that does not qualify as EJ neighborhoods consists of just two census block groups. These census block groups are dominated by non-residential land uses, like parks and

3. Executive Office of Environmental Affairs, Massachusetts Environmental Justice Policy, October 9, 2002, p5. Accessed January 17, 2017.

	EJ CRITERIA	MEAN EJ CRITERIA IN BLOCK GROUPS	POPULATION 2010	% POPULATION IN EJ BLOCK GROUPS
Fall River	Minority - Income - English	1.29	88,857	66.7%
Brockton		1.34	93,810	96.8%
Lawrence		2.27	76,377	100.0%
Lowell		1.46	106,519	87.6%
New Bedford		1.81	95,072	69.6%
Taunton		1.44	55,874	23.6%

Table 3-8: Environmental Justice Criteria in Comparable Municipalities
Source: EJ_2010_municipal_stats.xls; Executive Office of Administration and Finance, Office of Geographic Information (MassGIS), http://www.mass.gov/anf/research-and-tech/it-serv-and-support/application-serv/office-of-geographic-information-massgis/datalayers/cen2010ej.html, last accessed January 17, 2017

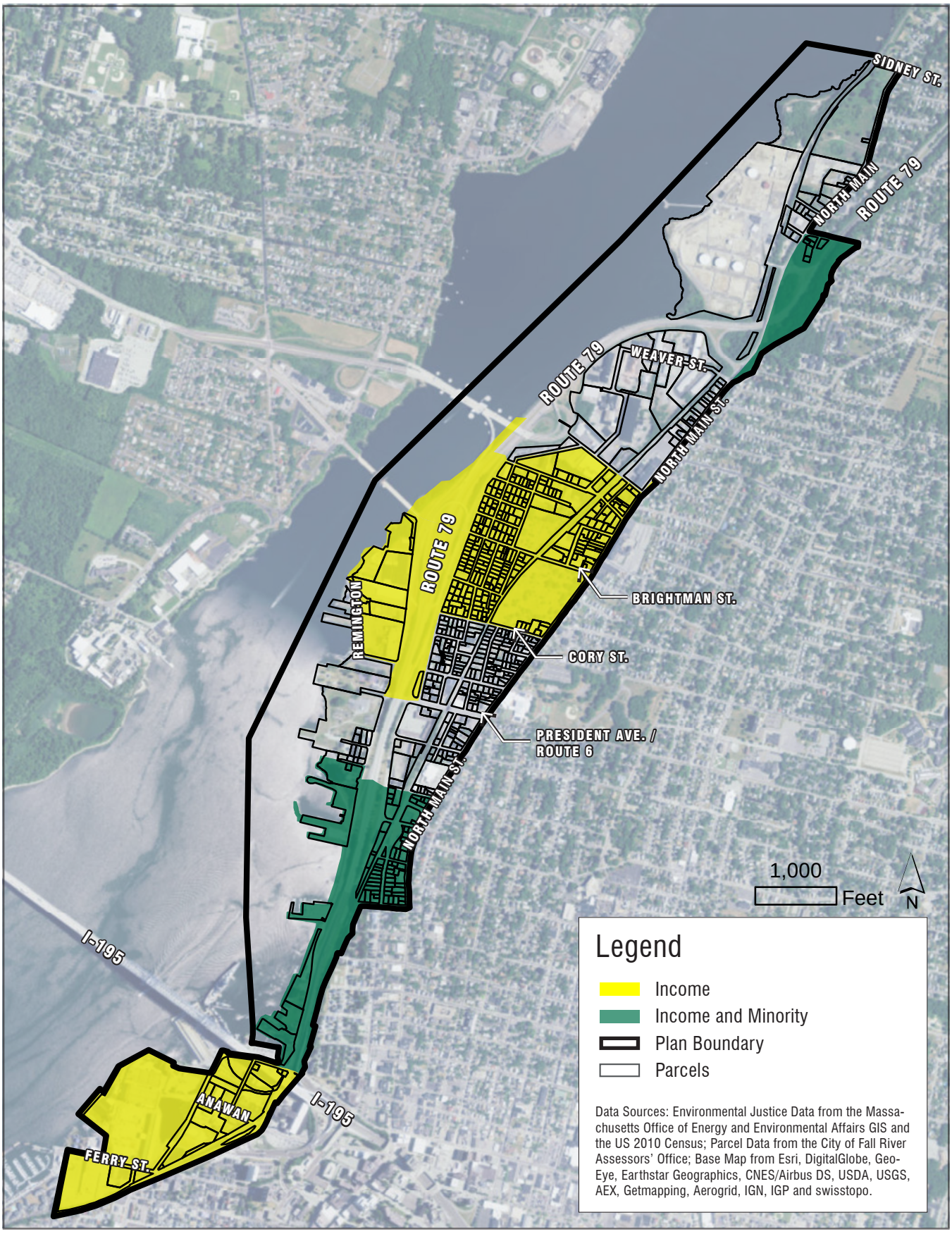


Figure 3-7: Environmental Justice Communities

industrial areas, and have very low population densities. EJ conditions should therefore be understood as much further reaching than is suggested visually.

Tax Liens

Table 3-9 details the 18 parcels in the urban renewal area with tax liens. Collectively, they total $392,655.19. The oldest of these liens is from 2003; the median lien age is seven years. Of the 18 parcels, nine are classified as residential (two of these are mixed-use), four are

PARCEL ID	ADDRESS	TITLE	YEAR	DUE
S-17-0005	200 Essex Street	20070025	2007	65,405.18
S-15-0041	235 Brightman Street	20100067	2010	60,705.82
S-14-0031	215 George Street	20070028	2007	57,438.02
S-15-0055	277 Brightman Street	20100803	2011	57,190.02
N-16-0001	70 Water Street	20100134	2010	31,092.21
O-22-0010	609 Davol Street	201500172	2015	30,282.72
S-11-0036	1538 North Main Street (1542)	20100251	2010	28,676.58
S-15-0062	70 Murray Street	20100068	2010	14,366.86
O-22-0014	577 Davol Street	201500173	2015	10,372.75
S-11-0036	379 Lindsey Street	201500251	2015	9,566.73
S-15-0062	35 No Court Street	201410075	2014	5,296.41
O-22-0014	93 Dyer Street	201500089	2015	4,612.93
S-15-0006	96 Garside Street	20090556	2009	4,175.58
S-13-0060	53 Almy Street	20160137	2016	4,114.99
O-08-0052	W End Hood Street	20070060	2007	3,023.41
S-11-0019	1914 Main Street	20160244	2016	2,431.04
S-12-0074	1928 Main Street	20090475	2009	2,188.48
S-12-0023	Davol Street	200300017	2003	1,714.97
			Total	$392,655.19

Table 3-9: Parcels with Tax Liens
Source: City of Fall River, April 13, 2017

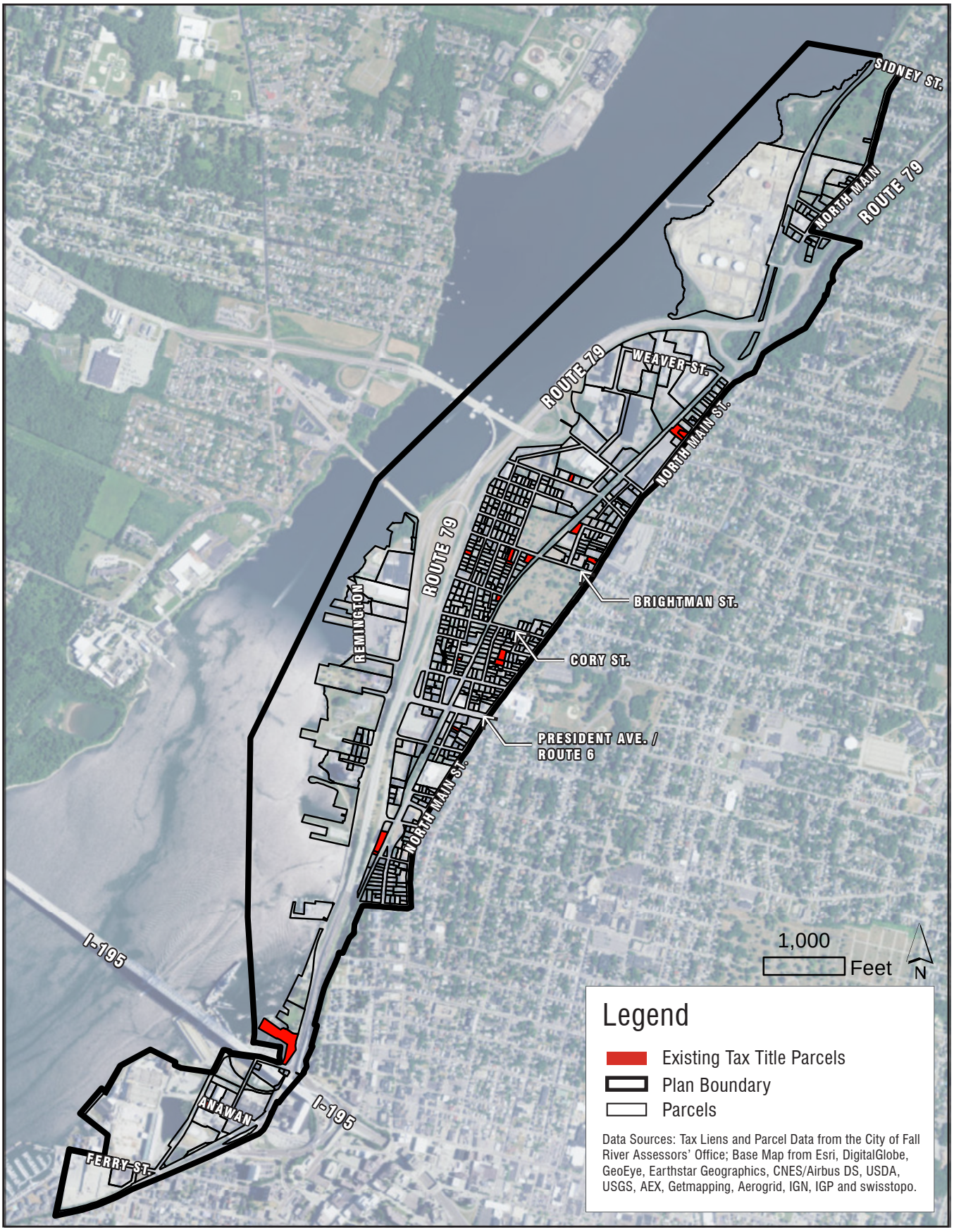


Figure 3-8: Tax Liens
Note: Data current as of date of publication and is subject to change.

commercial, two are charitable, one is industrial, one is conservation and recreation, and one is an outbuilding. The parcels, depicted in Figure 3-8, are dispersed throughout the Study Area. Note that this data is current as of April 13, 2017 and is subject to change; it is offered only to demonstrate the character of the urban renewal area.

Towards an Evidence-Based Housing Policy in Fall River, Massachusetts, a document published by the Public Policy Center at UMass Dartmouth in November 2016, discusses foreclosures in Fall River since the mortgage crisis. This data shows Fall River with low foreclosures in comparison with other Gateway cities. The document also states, however, that interviews with stakeholders suggested that the crisis did leave a significant mark on Fall River's housing market as it prevented many renters from pursuing home ownership.

3.3 Clearance and Rehabilitation

This section describes specific redevelopment activities within the explicit purview of the FRRA that support the objectives detailed in *Section 4. Plan Objectives*. The public activities identified are necessary for several reasons:

- The anticipated actions of MassDOT, a state agency, have significant implications for the foreseeable future for this area, including the Route 79/Davol Street realignment, the proposed commuter rail platform, and the proposed Infra-Space concepts. MassDOT is a public entity; this plan proposes that control of the public lands transfers from this state agency to the FRRA, which would have local control over these parcels and develop them in accordance with a locally-approved urban renewal plan.
- The Shell Oil site is a parcel of significant size – approximately 50 acres – and significant opportunity which has remained underutilized due to both the presence of hazardous contaminants and the clear difficulty of development of such a site by a single owner.
- The extension of the Waterfront Boardwalk northward requires the extension of a publicly owned amenity across land owned by a utility. This is an appropriate action for a public body such as the FRRA.

The critical question is not whether the public actions are necessary for the area's redevelopment. With the changes to Route 79 and the extension of the commuter rail, the Fall River waterfront will change and new development will happen. This Plan provides protection for existing residents and businesses by requiring a relocation plan for any property acquired by the FRRA and protection for the community by basing future development upon local needs and preferences and establishing guidelines to control the design of buildings and public spaces for public benefit.

Redevelopment

Redevelopment activities are categorized under acquisitions, clearance, spot clearance, rehabilitation, and new construction. *Section 2. Characteristics* contains the maps that locate the actions related to acquisition, spot clearance, rehabilitation, and new construction.

Acquisitions

A map of planned acquisitions and table listing parcel identifications, addresses, owners, size, value, and potential activities is available in *Section 2.2. Required Maps*. This map identifies the parcels the FRRA intends to acquire to fulfill the public purposes of this Urban Renewal Plan. The FRRA has identified parcels for acquisition (see Table 2-2 in *Section 2. Characteristics*) and will acquire one or more of these parcels over the life of the Plan and undertake the appropriate course of action as identified below. All of these activities may be undertaken by the FRRA alone or in partnership with a redeveloper.

The FRRA will periodically assess the progress of this Plan's implementation and identify other properties for acquisition and disposition or remove any properties identified in the list of acquisitions that have subsequently been developed according to the requirements of this urban renewal plan. Changes to the Plan are governed by 760 CMR 12.03, as outlined in *Section 15 Process for Future Changes*.

Before the FRRA can acquire a parcel, two independent appraisals of the parcel must be submitted to DHCD. The appraisal and negotiation process must follow the requirements set forth in 760 CMR 12.04. In addition, the FRRA must follow the requirements for a Relocation Plan as described in *Section 10. Relocation*.

760 CMR 12.02 (2) requires certain additional information if the urban renewal plan proposes clearance and/or rehabilitation activities.

Fit studies, described in *Section 4. Plan Objectives*, tested the type and scale of development that could take place on some of the parcels identified for acquisition.

ACQUISITION OF PROPERTIES UNDER THE JURISDICTION OF THE MASSACHUSETTS HISTORICAL COMMISSION

As the FRRA acquires property that is under the jurisdiction of the Massachusetts Historical Commission (MHC), it must consult with the MHC regarding its specific plans for spot clearance, rehabilitation, and/or new construction early enough in the process to allow the MHC to undertake its statutory review and comment. Buildings listed on the State and National Registers of Historic Places and/or those included in the *Inventory of Historic and Archaeological Assets of the Commonwealth*, maintained by MHC, are under MHC's jurisdiction for review. Please see *Appendix L. Historic Inventory*.

The approval process for this urban renewal plan requires two separate notifications of MHC; the first notification is of the public hearing held by the City Council. The FRRA notified MHC of the hearing held by the City Council on June 26, 2018. The second notification is when the Environmental Notification Form is filed under the Massachusetts Environmental Protection Act (MEPA). See Section 14 of this document.

The proposed acquisitions in this plan are, in part, dependent on market conditions; as such, the details of spot clearance, rehabilitation, and/or new construction would need to be communicated to MHC on a case-by-case basis. In some cases, an updated MHC Building Form (Form B) may need to be submitted to clarify the

eligibility of a building for listing on the National Register of Historic Places.

Clearance

A clearance project is defined in MGL Chapter 121B, Section 1. Definitions as "the demolition and removal of buildings from any substandard, decadent, or blighted open area by an operating agency in accordance with subsection (d) of section twenty-six." The FRRA does not intend to undertake clearance activities for the entire waterfront urban renewal area as defined by the legislation.

Spot Clearance

The FRRA will undertake spot clearance activities in the context of the acquisition and disposition of parcels as identified in Table 2.2. Figure 2-28 identifies those parcels that would be cleared in order to be redeveloped.

The FRRA may either clear existing structures or mitigate existing environmental conditions itself or it may dispose of acquired properties to a developer with the requirement in the Land Disposition Agreement (LDA) that the sites be cleared and/or mitigated to the appropriate standard as part of the redevelopment of those sites. Existing environmental conditions may include one or more of the following: the presence of hazardous materials, flooding conditions, or other similar site-related conditions.

Rehabilitation

Certain parcels identified for acquisition have existing structures that will be rehabilitated, primarily those mill structures south of Braga Bridge that contribute to the historic character of the area. The FRRA will dispose of these parcels to private developers who will undertake the rehabilitation; the FRRA does not anticipate undertaking rehabilitation activities itself. The ability to renovate existing buildings depends on factors that vary by building, including structural conditions, the ability to mitigate existing hazardous materials, and the market for the type of floor plates and access the existing building provides. In some cases, these buildings are partially occupied.

The existing market conditions and the presence of so many buildings with upper floor vacancies suggest that initial development activities by the FRRA will focus on rehabilitation in those areas not affected by the Route 79/ Davol Street realignment, as the new neighborhood along the Route 79 corridor will likely absorb existing demand for new space in the initial phases of that project.

This Urban Renewal Plan also assumes significant remediation activities will be required to prepare the Shell Oil site for future development. The level of remediation will depend on the proposed uses; this Plan anticipates a later planning process for this site to determine the likely mitigation and appropriate reparcelization.

New Construction

This Urban Renewal Plan assumes significant new construction, primarily in the sites created by the Route 79/Davol Street realignment and on the former Shell Oil site. MassDOT is responsible for the construction of the new alignments of Route 79/Davol Street and the appropriate connections to the existing City streets.

This Urban Renewal Plan assumes that MassDOT will transfer the parcels created by the Route 79/Davol Street realignment in a cleared condition to the FRRA, but that additional work will be necessary to prepare the parcels for redevelopment.

The FRRA will acquire the land from MassDOT, divide the land into appropriate building parcels, dispose of those parcels to private developers, and control that development with individual LDAs and the design guidelines in this Plan.

3.4 Local Survey and Conformance with the Municipality's Comprehensive Plan

760 CMR 12.02 (2) requires that the urban renewal plan be based on a local survey and conform with the municipality's comprehensive plan.

Local Survey

The *Waterfront Urban Renewal Plan* was built upon a thorough analysis of local conditions. Spatially, much of this analysis was conducted using ESRI ArcGIS and shapefiles provided by the City of Fall River. As necessary, this data was supplemented with shapefiles downloaded from the Massachusetts GIS (MassGIS) and MassDOT websites. Data layers and sources are identified on each map, below the map's legend.

Master Plan

The City of Fall River Master Plan, published in 2009, establishes a 15-point Vision for the city for the year 2030. This Urban Renewal Plan advances several components of this Vision:

- Have actively preserved all that is good about the City including its waterfront, historic buildings, churches, unique parks, natural resources, ethnic diversity, arts, and cultural venues.
- Have an economy that attracts a wide variety of jobs and provides job training opportunities for its residents.
- Be an active site for tourism based on its historic and cultural resources, its waterfronts, and its ethnic diversity.
- Have many attractive mill buildings and other historic structures that have been rehabilitated to provide for retail, artists' live/work space, tourism, and residential uses.
- Have a renewed and well maintained park system that is knitted together by tree-lined boulevards and a system of multi-use trails, sidewalks, and greenways.
- Be a safe and clean place to live and raise a family. Public safety will be a priority. Residents will take pride in the City's appearance, and public spaces and private buildings will be well-maintained.
- Have a wide variety of housing options for individuals and families of all means.
- Have a convenient and safe circulation system with adequate and affordable public transportation that includes a commuter rail connection to Boston, safe intersections, provisions for pedestrians and bicyclists, and an easy to follow sign system.

The Vision also includes points on daylighting the Quequechan River and supporting maritime businesses and shipping along the waterfront. Daylighting the Quequechan River is discussed in *Section 9. Public Improvements*. The area of the waterfront best-suited for maritime businesses and shipping is not within this Plan's urban renewal area.

In addition to the Vision, which applies to the entire city, the *Master Plan* makes eight recommendations specifically pertaining to the development of Fall River's waterfront. They are:

1. Develop the Mt. Hope Bay/Taunton River waterfronts as a tourist area with restaurants, attractive open spaces, cruise ships, boardwalks, museums, and other attractions.
2. Combine Route 79 and Davol Street into an urban boulevard that will help reconnect Fall River's neighborhoods to the waterfront.
3. Guide future development to assure both economic development and provide appropriate public uses.
4. Develop waterfront housing without preventing appropriate water-based economic development or public access and use.
5. Maintain and improve a "working waterfront" with a mix of uses.
6. Give special attention to the future uses of such waterfront areas as Weaver's Cove that offer potential for both economic development and increased public uses that will enhance the City.
7. Work to provide better linkages between the waterfronts and neighborhoods.
8. Develop increased public parking for waterfront areas.

As with the points in the Vision, this Urban Renewal Plan is consistent with, or builds upon, these ideas as they apply to present-day Fall River, and to the scope and geography of this planning effort.

This Urban Renewal Plan also engages with the recommendations presented in the *Master Plan* relating to commuter rail access, specifically the development of an intermodal station on Davol Street and the consideration of a city-owned parking garage at this location. The Davol Street site has since been developed, so this Plan recommends a different site that is proximate to the original. The design studies include a parking garage.

Other Recent Planning Initiatives

Nearly eight years have elapsed since the *Master Plan*'s publication. During this time, nine additional local planning documents of particular relevance to the project area have been published. These are:

- *Route 79/Davol Street Corridor Study,* 2014 (MassDOT and TranSystems)
- *Open Space and Recreation Plan*, 2010 (Open Space and Recreation Task Force, City of Fall River)
- *Towards an Evidence-Based Housing Policy in Fall River, Massachusetts*, November 2016 (Public Policy Center at UMass Dartmouth and Representative Carole Fiola)
- *Preliminary Feasibility Study – Daylighting and Revitalizing the Quequechan River*, August 2017 (Prepared by ESS Group for Green Futures)

- *Design Report for Water Street and Ferry Street/Lower Waterfront District*, August 30, 2012 (the GLA Division of BETA Group)
- *Historic Lower Highlands Downtown Streetscape Project*, December 11, 2015 (BETA Group)
- *Purchase, Bank and Granite Streetscape Enhancement Project*, May 17, 2017 (BETA Group)
- *Harborside Neighborhood District Enhancement Plan*, January 11, 2016 (BETA Group)
- *Infra-Space Program Concept Plan*, 2015 (MassDOT Office of Real Estate and Asset Development

Route 79/Davol Street Corridor Study

This study examines the alternative conceptual designs for the proposed realignment of the Route 79/Davol Street Corridor. Alternative 2 is an at-grade boulevard that would help reconnect existing neighborhoods to the waterfront. The modified version incorporates feedback from the Federal Highway Administration with respect to discontinuing some or all of the western side of Davol Street. This Urban Renewal Plan further analyzes the Alternative 2-Modified scenario (Figure 3-9) described in this report to understand the implications for the development of the parcels that would be created by the realignment.

Open Space and Recreation Plan

The 2010 *Open Space and Recreation Plan* defines seven goals for the city. Of these, four are relevant to this Urban Renewal Plan:

- Expand and improve recreation opportunities in Fall River parks.

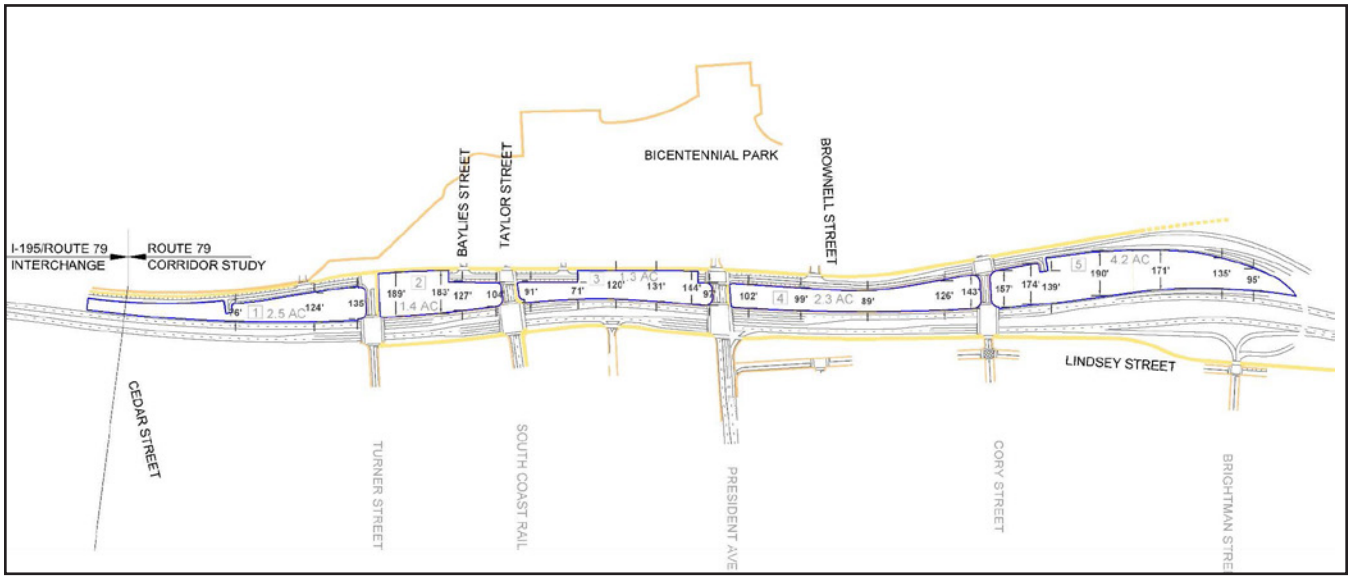


Figure 3-9: Alternative 2-Modified
Source: MassDOT, The Route 79/Davol Street Corridor Study

- Create and implement a plan for a municipal and regional system of walkways, trails, and bike routes.
- Create a system of greenways in urban Fall River.
- Reposition the parks, green and open space in terms of their benefit to public safety, public health, economic development and quality of life in Fall River.

This Urban Renewal Plan progresses these goals where possible, however, its focus generally lies beyond them.

In addition to the goals it puts forth, the *Open Space and Recreation Plan* is also instructive in the environmental inventory and analysis it contains. Fall River's environmental challenges, as described in the document, include hazardous waste and brownfield sites, illegal trash dumping, ground and surface water pollution (which it partially attributes to stormwater runoff), and impaired water bodies. Some of these conditions, the *Plan* notes, are relegated to specific geographies in the city, making environmental equity a challenge in itself. Among these are equal access to open space; the city's 13,600-acre Bioreserve is difficult to access without a vehicle and access to the Taunton River requires traversing Route 79. This Urban Renewal Plan expands on these conditions in *Section 3. Eligibility.*

The *Open Space and Recreation Plan* is currently being updated. A new version should be adopted in the spring of 2018.

Towards an Evidence-based Housing Policy in Fall River

The recommendations contained within *Towards an Evidence-based Housing Policy in Fall River* pertain to policy. Thus, there is no significant intersection with this effort. That said, the analysis contained within this document – particularly details about absentee landlords, housing code violations, and foreclosures and vacancies – have been extremely valuable in the development of this Urban Renewal Plan. See *Section 2.1. Description of the Plan Area* for more detail.

Preliminary Feasibility Study – Daylighting and Revitalizing the Quequechan River

This *Feasibility Study* was prepared by ESS Group for Green Futures, a Fall River environmental group. The Study reviews current conditions along the path of the Quequechan River and provides an overview of potential opportunities for its partial restoration. While various City departments were asked to contribute materials and comments to the Study, it has not been vetted or adopted by the City. It was also not a part of the public process for the waterfront or downtown urban renewal plans, since it was published after the process started, and is therefore not incorporated into the recommendations of this Plan. However, the document does summarize existing materials and resources, which may be useful in future planning efforts.

Design Report for Water Street and Ferry Street/Lower Waterfront District

This report proposed streetscape and related enhancements for the area that begins at the intersection of Pond and

Central Street, extends west toward Battleship Cove, turns left at Water Street and extends south to the Gates of the City Plaza (where the street name becomes Ponta Del Gada Boulevard), to a point where the street intersects Ferry Street. This corridor provides a key pedestrian and vehicular linkage between many destinations in the Lower Waterfront District, where there are significant opportunities for redevelopment activity within the purview of this Urban Renewal Plan.

Historic Lower Highlands Downtown Streetscape Project

The project area for this study extends north from the I-195 corridor to President Avenue and is bounded to the east by June Street and to the west by the Taunton River. It includes the Lower Highlands Historic Downtown District, recognized in 2012 by the American Planning Association as one of the *Great Places in America: Neighborhoods*. The focus of the study is to propose functional, safe, and understandable vehicular, bike, and pedestrian connections between both existing destinations and planned future attractions and destinations.

Purchase, Bank and Granite Streetscape Enhancement Project

Although the focus on this particular study is on areas located outside of the urban renewal area for this Urban Renewal Plan, it is particularly important to the City's long-standing goal of enhancing connections between the waterfront and the downtown, and it is discussed further in the *Fall River Downtown Urban Renewal Plan* under development concurrently with this Urban Renewal Plan. Bank street is a critically important link in the proposed Battleship Cove/Central Street-Harborside Park/Green Street/Bank Street corridor connecting the waterfront to the proposed 64 Durfee residential project, the Bank Street Armory/Public Library cluster, and to the North Main and Purchase Street retail and business districts.

Harborside Neighborhood District Enhancement Plan

As with the *Purchase, Bank, and Granite Streetscape Enhancement Project* referenced above, the focus of the Harborside Neighborhood Study is primarily on areas outside of the urban renewal area for this Urban Renewal Plan. Although this plan is discussed in more detail in the *Fall River Downtown Urban Renewal Plan,* it is referenced here because it abuts this urban renewal area and, as with Bank Street, it plays a critical role in the waterfront-downtown connection.

MassDOT "Infra-Space Program" Concept Plan

On August 4, 2014, the City nominated the area generally under the Braga Bridge for MassDOT's "Infra-Space" program, which encouraged creative thinking for re-purposing areas under bridges and other structures that are often abandoned and neglected. The nomination was accepted, and in October of that year, the City submitted a specific proposal. MassDOT's Office of Real Estate and Asset Development prepared a conceptual plan for this area, including possibilities for additional parking, open space, and recreational opportunities. Working with

MassDOT and other agencies to adopt and implement certain of the concepts developed in the Infra-Space project is one of the recommendations for Phase I of this Urban Renewal Plan. The concepts would enhance the attractiveness of the area to both residents and visitors and would play a significant role in "stitching together: the areas of the waterfront north and south of the Braga Bridge.

3.5 Regional Planning

The Southeastern Regional Planning and Economic Development District (SRPEDD) is the regional planning agency for Fall River. This group has issued several plans that direct development in Fall River:

- *Southeastern Massachusetts: Vision 20/20 – An Agenda for the Future*, 1999
- *South Coast Rail Corridor Plan Update: Community Priority Areas of Regional Significance*, 2013
- *South Coast Rail Corridor Plan: Five-Year Update of Community Priority Areas – Fall River,* 2013
- *Comprehensive Economic Development Strategy,* 2015
- *Regional Transportation Plan*, 2016
- *South Coast Rail – Notice of Project Change,* 2017
- *2018 Draft Supplemental Environmental Impact Statement (DSEIR) – South Coast Rail*

Southeastern Massachusetts: Vision 20/20

Published in 1999, *Southeastern Massachusetts: Vision 20/20* follows a period of tremendous population growth in southeastern Massachusetts. Notably, Fall River, along with Brockton and New Bedford, did not experience this growth; these cities grew by about 4% between 1970 and 1999 while the rest of the region grew by more than 80%. Correspondingly, *Vision 20/20* emphasizes managing future growth, diverting growth to existing urban centers, protecting rural areas, and preserving natural environments. Transit infrastructure is seen to enable this work, thus its development is defined as a priority. The document also stresses the importance of maintaining the unique identities of the region's municipalities.

This Urban Renewal Plan, in its revitalization of a waterfront area, and intent to reinforce unique elements of the city, supports the goals identified by *Vision 20/20*.

South Coast Rail Corridor Plan Update: Community Priority Areas of Regional Significance

The 2013 *South Coast Rail Corridor Plan Update: Community Priority Areas of Regional Significance* was developed by SRPEDD, Old Colony Planning Council, the MAPC, and representatives from the communities they serve. The intent of this Plan is to designate Priority Areas in the region which will then be the target of investment and focused planning activities. These Priority Areas fall into two categories: Priority Areas for Development (those areas that have excellent development potential due to proximity to transit and existing infrastructure) and Priority Areas for Protection. Fall River has six Priority Areas for Development, two of which (Arts Overlay District and the Central Business District) intersect the urban renewal area. Not one of the three Priority Areas

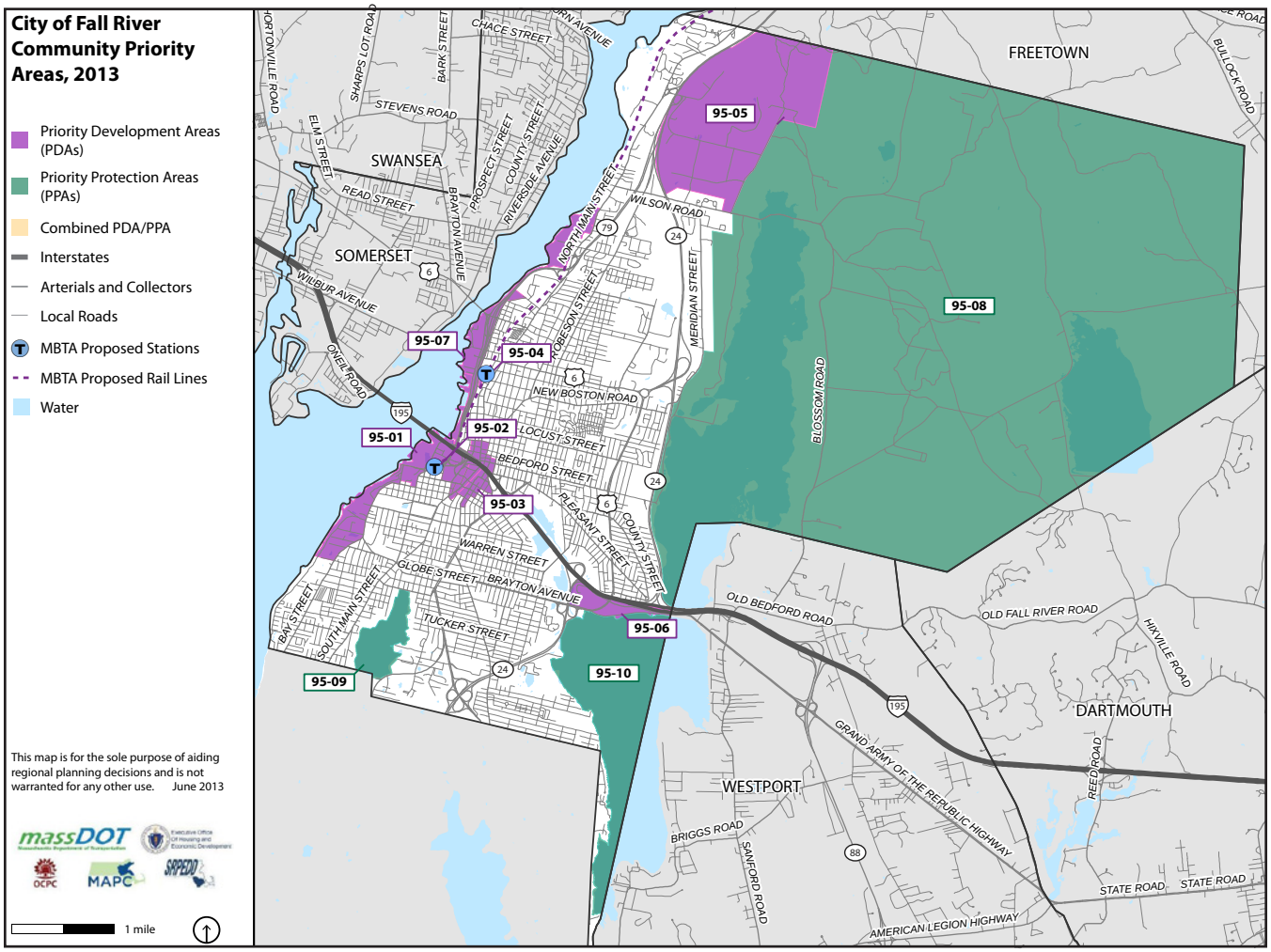


Figure 3-10: City of Fall River Community Priority Areas
Source: South Coast Rail Corridor Plan: Five-Year Update of Community Priority Areas – Fall River

for Protection that exist within the city intersect the urban renewal area.

South Coast Rail Corridor Plan: Five-Year Update of Community Priority Areas – Fall River

Like its region-wide counterpart, the *South Coast Rail Corridor Plan: Five-Year Update of Community Priority Areas – Fall River* describes the Priority Area designation and identifies those areas that have been selected. It also includes a series of maps: (1) Community Priority Area Designations, (2) Open Space and Developed Land, (3) Economic Development and Infrastructure, (4) Water Resources, (5) Biodiversity and Natural Resources, and (6) Housing and Environmental Justice.

2015 *Comprehensive Economic Development Strategy*

Every year, SRPEDD publishes a comprehensive economic development strategy for the region. The 2015 *Strategy* establishes six goals:

- Support the development of small business and new startups in the region
- Support the development of infrastructure for economic development
- Pursue sustainable development and enhance the region's quality of life
- Broaden the region's economic profile; promote employment opportunities in emerging sectors such as marine science, biotech, and the creative economy
- Provide institutional support for economic development
- Broadband infrastructure, adoption, and digital inclusion in Massachusetts

Each goal is attached to a measurable indicator, and is connected to a regional Strengths-Weaknesses-Opportunities-Threats analysis. The document also includes activities and progress relating to that goal. Fall River is mentioned in the activities and progress section a number of times in relation to University of Massachusetts Advanced Technology Manufacturing Center, Bristol Community College, and construction on State Pier. The *Comprehensive Economic Development Strategy* also involves a series of findings, a portion of which relate to the region's challenges. Among these are that population growth currently outpaces job growth, that educational attainment is low, and that some parts of the region experience more economic distress than others. The *Strategy* cites Fall River as one of the regions with heightened economic distress.

2016 Regional Transportation Plan

The 2016 *Regional Transportation Plan* generally aims to use the region's transit system to enable Smart Growth development. The *Plan* establishes a number of goals towards this end, which are distributed across seven categories: Safety, System Preservation, Congestion Reduction, System Reliability, Environmental Sustainability, Economic Vitality and Freight Movement, Project Development and Implementation. Many of the goals listed in these sections will both advance, and be supported by, the work of this Urban Renewal Plan. For example, the goal to "Improve the efficiency of the transportation system for all users while promoting transit, bicycling, and pedestrian alternatives" will, among other things, support this Urban Renewal Plan's work of increasing safety by increasing activity on the streets. The streetscape improvements prescribed by this Plan will make bicycling and walking more attractive, another goal of the *Regional Transportation Plan*.

In its assessment of existing conditions in the region and projections of future challenges, the document describes a number of conditions specific to Fall River. These include dangerous intersections and high pedestrian crash rates (six of the region's top ten pedestrian crash corridors are located in Fall River). This *Plan* also recognizes Fall River as the municipality in Southeastern Massachusetts with the "highest un-met transportation need." The planned South Coast commuter rail line will offer some relief, however its development will take years.

2018 Draft Supplemental Environmental Impact Report (DSEIR) – South Coast Rail

MassDOT is planning an extension of the existing Stoughton commuter rail line that will provide much needed commuter rail service to both Fall River and New Bedford, as well as to other municipalities along the line. This effort is known as the South Coast Rail (SCR) project. On March 15, 2017, MassDOT and the Massachusetts Bay Transportation Authority filed a Notice of Project Change for the SCR project that introduced a phased development scheme that would provide commuter rail service to Fall River and New Bedford during construction of SCR though an extension of the existing Middleborough/Lakeville line. This phased plan is expected to result in the provision of service for the two cities by November 2022.

On January 31, 2018, MassDOT filed a Draft Supplemental Environmental Impact Report (DSEIR) with the Commonwealth for the SCR project under the phased model. Per the DSEIR, the SCR project will lead to the development of two commuter rail stations and one layover station in Fall River. The Fall River Depot Station and the Weaver's Cove layover facility will be developed in the first phase of the project (Phase 1) while the Battleship Cove station will not be completed until full build-out (Full Build). The Fall River Depot Station will be located along the existing rail corridor in the land bound by Old Colony Street (south), Davol Street (west), and Pearce Street (north), and North Main Street (east). It will include 220 parking spaces on a paved surface lot, 160-foot kiss and ride parking area, and a 125-foot bus stop. An additional 259 spaces on the north side of the track are expected to be developed during the Full Build.

Figure 2-4 shows routes, train stations, and layover stations for the project by phase. Figure 3-11 is a conceptual design of the Fall River Depot Station and associated parking.

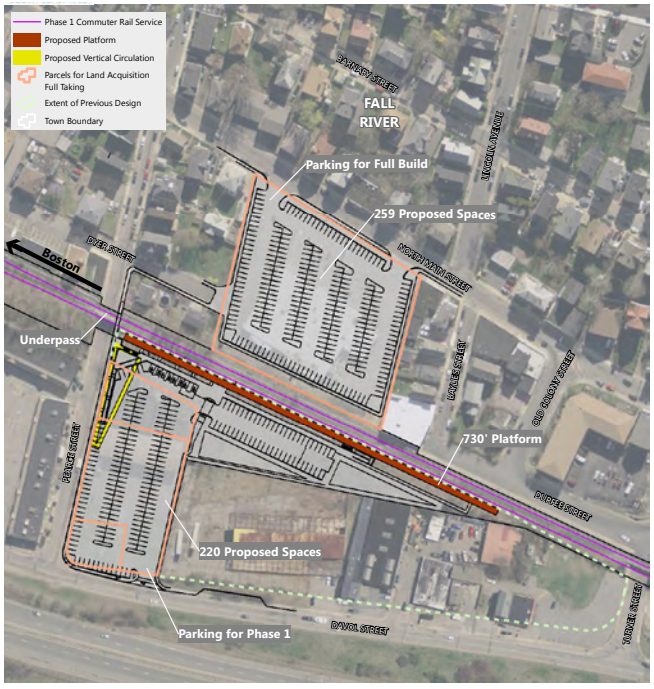


Figure 3-11: Conceptual Design of the Fall River Depot Station
Source: South Coast Rail Draft Supplemental Environmental Impact Report, January 2018

3.6 Consistency with the Commonwealth's Sustainable Development Principles

DHCD requests that communities undertaking an urban renewal plan consider the Commonwealth's Sustainable Development Principles. The chart on the following page identifies these principles and the strategies within the Plan that support those principles.

SUSTAINABILITY PRINCIPLES	
1. Concentrate Development and Mix Uses	
2. Advance Equity	
3. Make Efficient Decisions	
4. Protect Land and Ecosystems	
5. Use Natural Resources Wisely	
6. Expand Housing Opportunities	
7. Provide Transportation Choice	
8. Increase Job and Business Opportunities	
9. Promote Clean Energy	
10. Plan Regionally	

Table 3-10: Consistency with the Commonwealth's Sustainable Development P

	FALL RIVER WATERFRONT STRATEGIES	CONSISTENT?
	• Zoning modifications to increase density and add land uses to parcels immediately adjacent to proposed train station sites • Focus on mixed-use development in redevelopment of Route 79 parcels	Y
	• Recognition of the needs of the EJ population for jobs, goods, and services • Improvement of existing and development of new alternative modes of transportation (sidewalks, bike lanes and paths, buses, and trains) • Improved access to arts, museums, and institutions	Y
	• Coordination between FRRA, Planning Board, and City council for implementation actions • Parallel planning process with *Downtown Urban Renewal Plan* to streamline work and ensure cohesion in proposals	Y
	• Development is proposed for Route 79 parcels, rather than natural areas • Improvements to parks and recreational facilities • Responsive to existing environmental hazards and focus on how these systems will be impacted by climate change	Y Y
	• Encouragement of new housing at multiple income levels • Encouragement of housing typologies not currently available within Fall River	Y
	• Development to support proposed of South Coast Rail station • Consideration of improvements to existing bus network as area is redeveloped over time	Y
	• Redevelopment of vacant buildings • Strategic zoning changes to address planned commercial corridors to provide opportunities for business development • Expansion of permitted uses, including light/boutique and manufacturing	Y
	• Inclusion of energy-efficient measures in design guidelines	Y
	• Consistent with regional plans	Y

Principles



Figure 4-1: Southern Portion of the Waterfront

4. Plan Objectives

The primary objective of this Urban Renewal Plan is to redevelop the vacant land that will be created by the realignment of the Route 79/Davol Street Corridor and link that new development to the waterfront and the adjacent neighborhoods. Without the controls and strategies identified in this Plan, the opportunity to create a neighborhood that is fully integrated into the existing city fabric will be lost.

The secondary objective is to link Battleship Cove District, closest to the Downtown, and the Shell Oil site to the north to the new development. These three areas, over time, will create a consistent waterfront fabric that is connected to the downtown and the existing neighborhoods. Those neighborhoods contain an Environmental Justice (EJ) population that has been cut off from the waterfront by the topography of the area and the elevated highway structure for Route 79.

The promise of a commuter rail platform in this area that is part of the South Coast Rail (SCR) extension linking Fall River and Boston will help the existing residents and attract new tenants, both residential and commercial, to the newly developed Route 79/Davol Street corridor.

To accomplish these objectives, the Fall River Redevelopment Authority (FRRA) will acquire the newly created land from the Massachusetts Department of Transportation (MassDOT) and act as a master developer for that land. The FRRA will partner with MassDOT and the City to ensure that the realignment of the publicly owned infrastructure will accomplish the goals outlined here for redevelopment and safe access throughout the waterfront for pedestrians, bicyclists, and vehicles both within the street network and along the waterfront.

The FRRA establishes design guidelines and proposes additional zoning changes within this Urban Renewal Plan to ensure that the public interest is met in terms of the quality of development relative to the public realm.

Finally, the FRRA will partner with MassDOT and the City to connect the portions of the area south of Braga Bridge and will undertake future planning to understand the possibilities for the Shell Oil site and its future integration into a revitalized waterfront.

The complex regulatory environment in the waterfront indicates different solutions for logical geographic clusters. As with all urban renewal plans, the actions of the redevelopment authority should create incentives for future private investment in this area.

4.1 Plan Objectives

The waterfront can be divided into three geographic areas, which generally correspond with three phases of future development activity. The southern, or Battleship Cove District, consisting of the areas under, and generally southerly and northerly of the bridge, presents significant opportunities for connections to the downtown, both physically and in the Arts Overlay District (AOD) that connects this area with the Downtown in terms of zoning incentives (see Figure 4-1). The central section of the waterfront lies between Fall River Heritage State Park and Brightman Street. The northernmost section is the

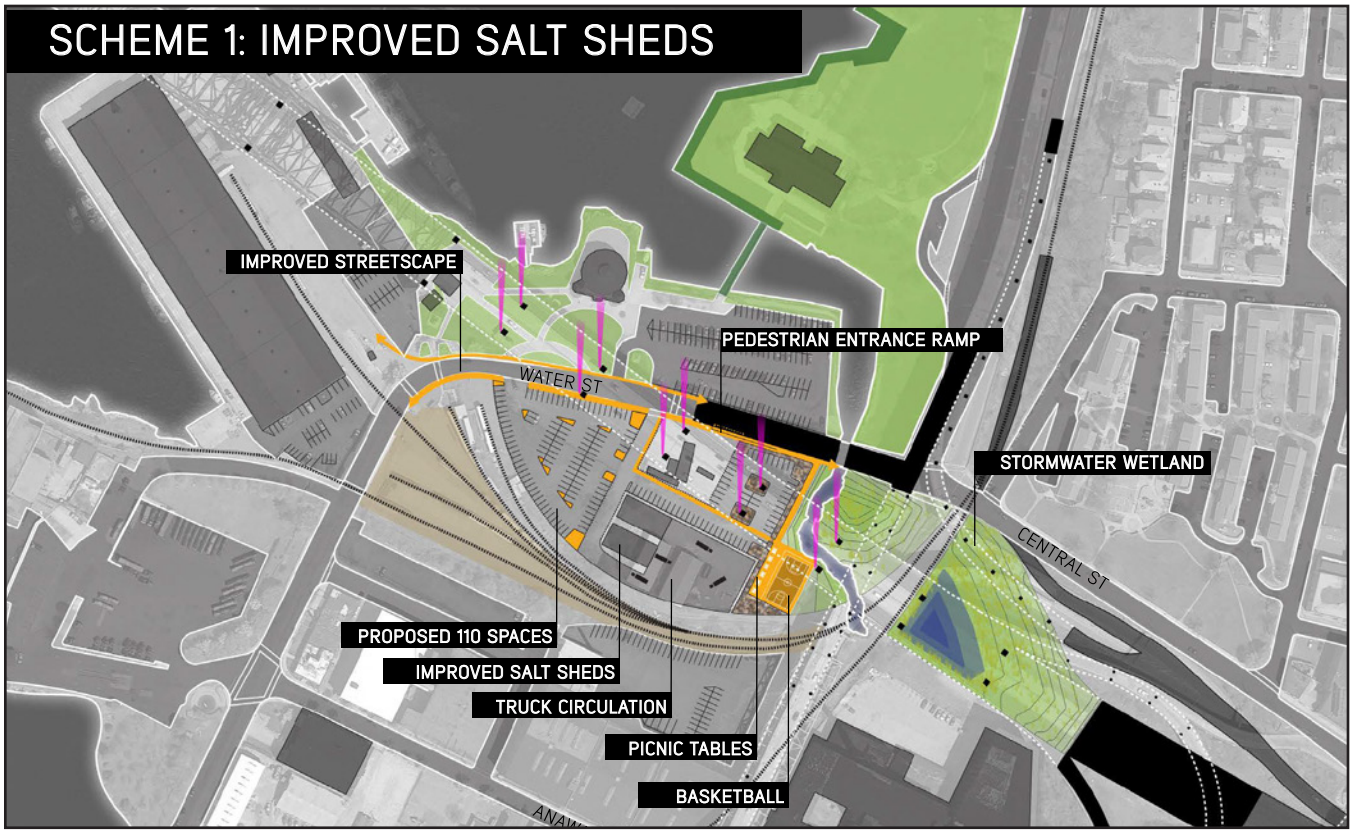


Figure 4-2: Infra-Space Proposal – Scheme 1
Source: MassDOT Infra-Space Program, 2014. For illustrative purposes only.

transition from older mill buildings to the underutilized Shell Oil site. All three are defined by unique physical characteristics and all three have different regulatory profiles. The strategies for the three areas are as follows:

I: Strengthening Current Assets: Arts, Museums, Parks

The waterfront's Battleship Cove District includes significant cultural and recreational assets. The area is anchored by the USS Massachusetts exhibits, the Maritime Museum (formerly, the "Marine Museum") recently affiliated with it, and the Narrows Center for the Arts. The Gates of the City Plaza and the Fall River Heritage State Park bookend this district to the south and north, respectively.

The plaza is already an attraction for bicyclists and pedestrians and serves as a venue for public celebrations. Renovation of the fountain in the plaza and enhancement of the landscaping of nearby privately owned Firestone Pond and city owned Crab Pond (which are currently choked with weeds, scrub, and substandard vegetation) could advance the potential of this area as a destination in its own right as well as its function as a connector to the Columbia Street cultural and historic district immediately to the south and, from there, to the downtown.

The Battleship Cove District also includes a significant section of the historic Quequechan River. Although much of the river is buried and flows through underground conduits, it is exposed along a section that runs from the Iron Works Nos. 6 and 7 Mill Complex, under the Braga Bridge, and then under the Central Street Bridge, to its mouth where it empties into a small cove at the southerly end of Heritage State Park. This protected watersheet could be appropriate for kayak and paddle board rentals, and landscaping enhancements to this area to celebrate the mouth of the river and its falls which gave Fall River its name could create attractive outdoor recreation possibilities.

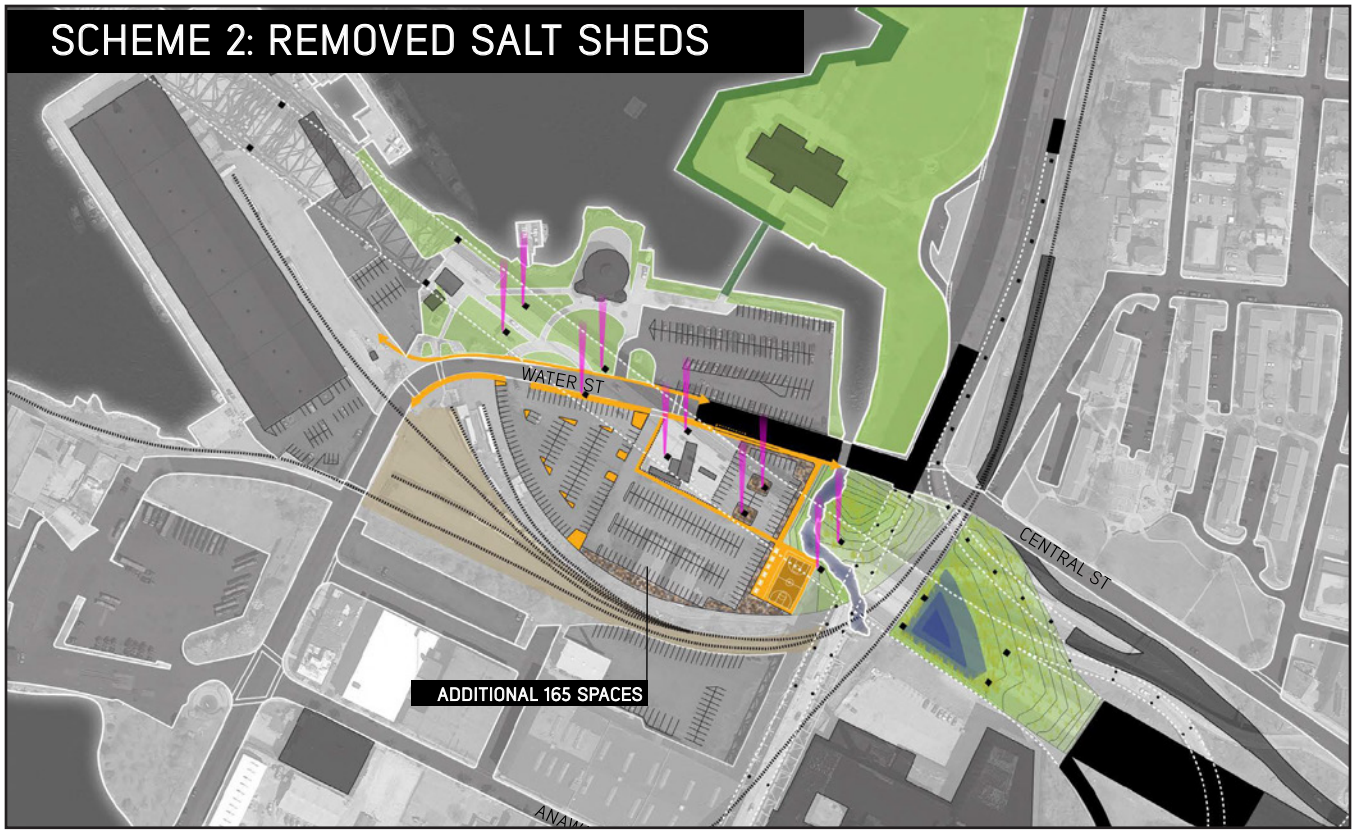


Figure 4-3: Infra-Space Proposal – Scheme 2
Source: MassDOT Infra-Space Program, 2014 For illustrative purposes only.

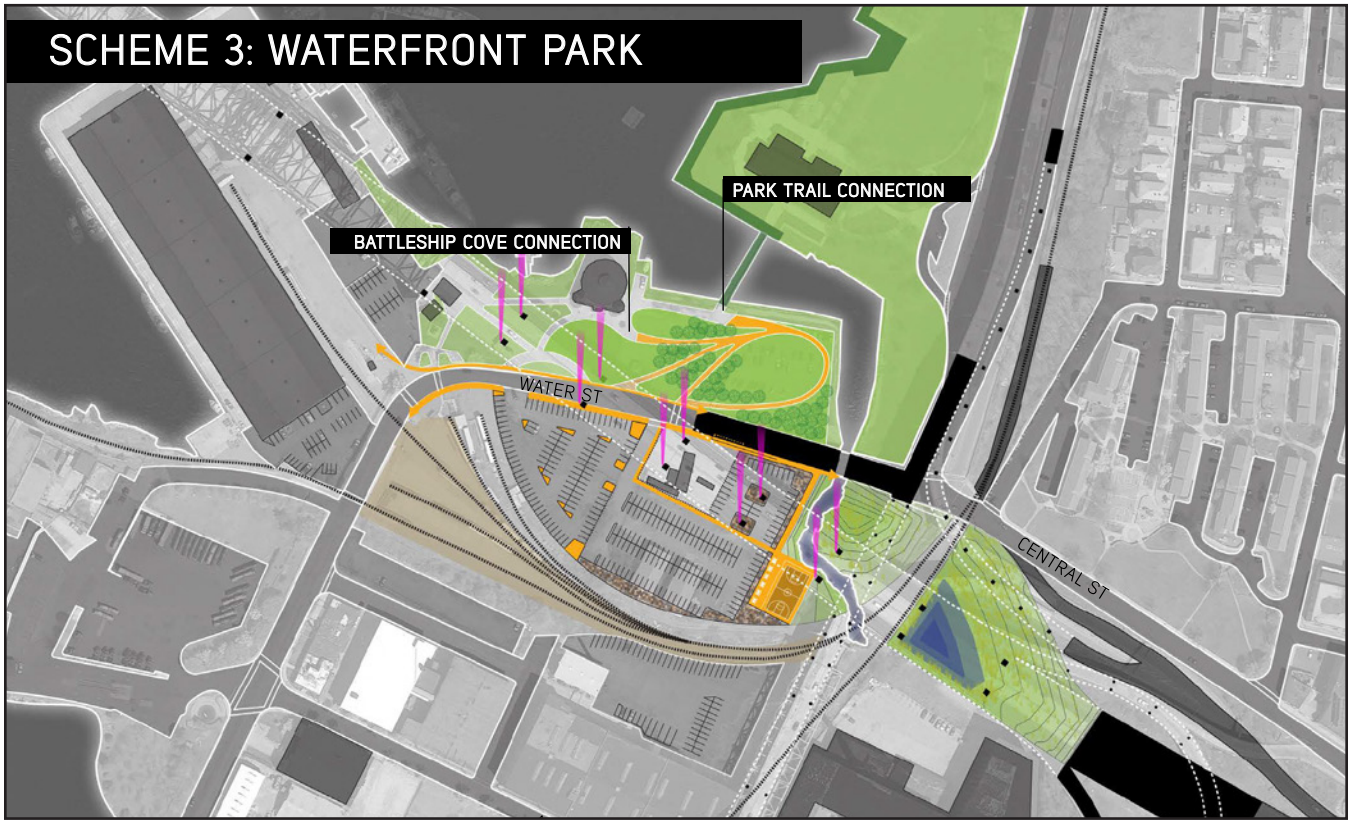


Figure 4-4: Infra-Space Proposal – Scheme 3
Source: MassDOT Infra-Space Program, 2014 For illustrative purposes only.

In the public meetings for both this process and for the *Downtown Urban Renewal Plan*, participants expressed an interest in "daylighting" the Quequechan River. Enhanced landscaping and public access to the already exposed portions of the Quequechan River and its banks, along its course from Iron Works complex to its mouth, could provide valuable open space/recreation opportunities as well as help "stitch together" the sections of the Battleship Cove District that are separated by the Braga Bridge. These possibilities are discussed in the next section ("MassDOT I-195 Infra-Space Proposal"). In addition, the possibility of enhanced landscaping and public access to two exposed sections of Quequechan River falls, one located at the easterly end of the Iron Works Mills complex (just upstream from Mill No. 7) and the other in the Iron Works Mills Nos. 6 and 7 courtyard, should be explored. The study should include the possibility that these assets could be included as part of a Planning Department proposal for a "Historic Quequechan River Walking Trail" leading from Gromada Plaza at City Hall, along the Pocasset Street/ Anawan Street corridor and eventually to the mouth of the river. This would enhance the connection between the downtown and the waterfront along this axis.

MassDOT I-195 Infra-Space Proposal

The area under the Braga Bridge and immediately to the north and south of it is to some extent currently a "no man's land" disconnecting the northerly and southerly portions of the Battleship Cove District, but with exciting possibilities for "stitching together" these portions while addressing interest in "daylighting the Quequechan," and making possible new access to open space/recreation.

In 2014, MassDOT's Office of Real Estate and Asset Development introduced its "Infra-Space" program, designed to support initiatives for planning for future use of underutilized spaces under bridges and other elevated structures. In October of that year, the City of Fall River submitted a proposal for study of the area under the Braga Bridge, which eventually resulted in several proposals developed by MassDOT for that space and surrounding parcels (shown in Figures 4-2 through 4-4). The third scheme, for example, shown in Figure 4-4, proposed a waterfront park to the north of the bridge that would connect the Battleship Cove exhibits with Heritage State Park, and additional parking to the south to support the expanded park and other new and existing uses in the area, including expanded access for open space and recreation to the Quequechan River at its mouth as it passes under the Central Street bridge and along the section running between Central Street and the Iron Works Nos. 6 and 7 Mills complex.

This scheme could be integrated into plans for the remainder of the Battleship Cove District to enhance the connections among the various existing uses and to create the sense of a major integrated, cultural and recreational district, all connected to the downtown via the Columbia Street, the Anawan/Pocasset Street and Central Street/ Harborside Park/Green Street/Bank Street corridors, and having its own distinct character and attraction.

Parking and pedestrian improvements alone will not fully reactivate the area. Programming for the public spaces will be required. *Appendix J. Waterfront Park Case Studies* provides case studies of public and waterfront areas and how they can be activated.

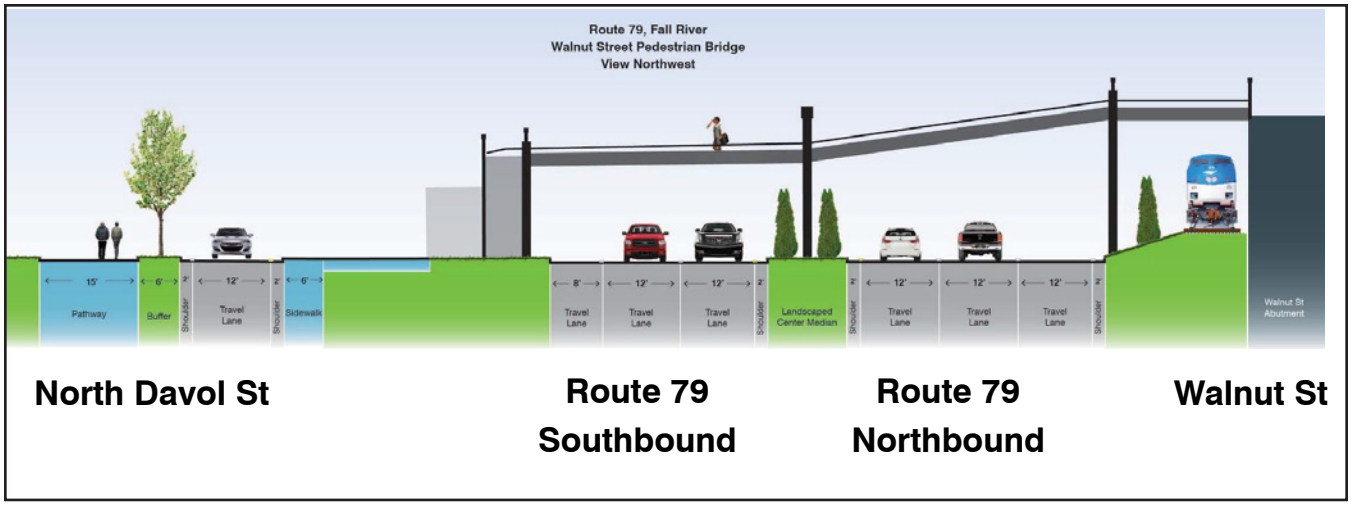


Figure 4-5: Concept for Walnut Street Pedestrian Bridge
For illustrative purposes only.

The FRRA can undertake a series of actions to implement these improvements by acquiring land and/or easements to create the needed public parking and the pedestrian and bicycle connections within the Battleship Cove District and, from there, to the rest of the waterfront and to the downtown. The city and the FRRA should partner in discussions with existing landowners, including MassDOT and other state agencies to improve conditions on and connections across both private and public properties.

Finally, the FRRA should work with the existing institutions, local businesses, and the city to create a joint marketing campaign and appropriate wayfinding strategies that identify the Battleship Cove District as a destination with a variety of interesting venues and that link it with remainder of the waterfront to the north and to the downtown.

II: Developing a New Community: Route 79 and Davol Street

Proposals to bring Route 79 down to grade and reopen the waterfront have been discussed since the original *The Fall River Harbor and Downtown Economic Development Plan*, completed by The Cecil Group in 2007. The reorganization of the connections between Route 79 and I-195 at the Braga Bridge have set the stage for the realignment of Route 79 and Davol Street to the north. This realignment would open up new parcels of land that then would be available for development. MassDOT proposed to begin

the 25% design process for the realignment of Route 79 and Davol Street in late 2017.

The new parcels of land are about 10 acres in total, but run in a relatively narrow strip between the waterfront and the existing neighborhood. The realignment of Route 79 at grade provides an opportunity to connect the neighborhood to the waterfront by extending existing streets across the reconfigured Route 79 and Davol Street and clustering active uses along the ground floors of buildings at the intersections to encourage residents and visitors to walk between the neighborhoods and the waterfront.

Because the new land is relatively narrow, the reconfiguration of Davol Street is critical. *The Route 79/Davol Street Corridor Study*, completed by MassDOT, identified two alternative realignment patterns for this area – Alternative 2 and Alternative 2-Modified. The parcel layout in Alternative 2 does not create parcels of sufficient width (west-to-east) to include buildings of the density the City has expected from the original study process. The parcels created by the layout in Alternative 2-Modified add width, but the variation in width may create challenges for development.

A third possibility that has been discussed is further modification of Davol Street West, making possible an additional number of significantly wider new developable parcels. Under this proposal, access to existing uses fronting on the Taunton River would be via extensions of certain existing east-west running streets, and via a relocation of a portion of Davol in the area of Remington Street. For further discussion of these issues, see the "Fit Studies" that follow, beginning on page 144.

The new land created by the realignment provides an opportunity to create a new community with a mix of uses that will add vibrancy to both the waterfront and the abutting neighborhood. The mix of uses will include active ground floor uses along those streets that connect the neighborhoods to the waterfront. Residential and office uses will fill the spaces in between, as over time, market demand shifts to address the new opportunity. This mix of uses provides access to a variety of goods, services, and jobs for both existing and new residents.

The proposed expansion of the SCR commuter line also represents an opportunity for this area. Demand for residential units within walking distance of the station should increase the development potential of some of the newly created parcels. Parking will be required to support the commuter rail platform; pedestrian and bicycle connections should link the neighborhoods, existing and new, the waterfront, and the commuter rail.

Interventions for the existing neighborhoods are, at this stage of the plan, limited to creating the connecting infrastructure needed to link the neighborhoods to the waterfront through the newly created parcels. Strategic acquisitions in the neighborhood would support the creation of the new commuter rail platform and supporting parking; over time, surface parking in this area could become structured parking with ground floor retail to provide neighborhood goods and services.

At the public meetings, participants raised the idea of a direct pedestrian connection between the higher elevation of parts of the existing neighborhoods and the waterfront. One proposal is a pedestrian bridge from the western terminus of Walnut Street to the northerly section of Heritage State Park, connecting Turner Playground and the Lower Highlands Neighborhood (designated by the American Planning Association as one of the country's "Great Places") to the waterfront (see Figure 4-5). A second proposal is to connect Brightman Street to the Veterans' Memorial Bridge with a pedestrian and bicycle flyover that uses the existing vehicular infrastructure. Both options should be reviewed during MassDOT's 25% design phase to determine the implications of creating these connections on the proposed realignment.

As with the first phase, connection to the watersheet itself is critical for the revitalization of the waterfront area. The City Pier is within this area of the waterfront, and during public meetings, people have expressed an interest in further connections to the water. The City has been working to improve the underlying condition of City Pier, addressing environmental problems and beginning to prepare the site for future use. Direct water access could include a marina for both short-term docks (for visitors to access the new amenities along the waterfront) and long-term docks to add additional capacity for recreational boating to the area.

Excursion boats provide another means of access to the water and provide the experience of being on the water to those who do not have access to private boats. Excursion boats can include tours, dinner cruises, or just a way to enjoy being on the water. Both recreational boating and excursion boats can take advantage of the Taunton River's designation as a Wild and Scenic River, pursuant to the 1968 Federal *Wild and Scenic Rivers Act*.

The FRRA is the owner of City Pier, and has a critical role in the redevelopment of this site. Proposals for realignment of Route 79 should be developed with a view to providing sufficient new land adjacent to the City Pier to make possible supporting and compatible uses, such as a potential hotel. Parking to support the marina and excursion uses, a ticket kiosk, and café would complete the ability to make this site an attractive draw.

The FRRA has a critical role in this phase. As the primary role of a redevelopment authority is land ownership, the FRRA should be the owners and master developers of the newly created parcels. This transfer of ownership will require negotiations with MassDOT, and possibly with the Federal Highway Administration. Ownership by the FRRA allows the parcels to be developed under Land Disposition Agreements that ensure that any development will fulfill the requirements of the City in terms of uses, physical design, and public access.

The FRRA should also acquire the land and/or easements necessary to support the connections between the waterfront and the existing neighborhoods. These connections include the following:

- Extension of the existing Bicentennial Park Trail along the waterfront to the north
- Realignment of existing roadways to the west of Davol Street to ensure the appropriate alignment with the extended streets from the neighborhoods

- Improvements to pedestrian and bicycle access from the waterfront and the existing neighborhoods to the realigned Route 79 and Davol Street
- Improvements to pedestrian and bicycle access from the waterfront and the existing neighborhoods to the new commuter rail platform and parking

Finally, the FRRA establishes design guidelines in this Urban Renewal Plan and will work with the City to establish a design review process to control the physical look and feel of the neighborhood as parcels not under the control of the FRRA are developed over time.

Fit Studies

REDEVELOPMENT OPPORTUNITIES

Redevelopment opportunities within the urban renewal area vary according to location, history, and land use patterns. Several districts or subareas were identified as part of the analysis of urban design conditions, each one with its own urban design character (see *Section 2.7. Urban Design Characteristics*).

The most significant redevelopment opportunities will be generated by the redesign and reconstruction of Route 79 as an urban boulevard. The final report for the *Route 79/Davol Street Corridor Study,* prepared by TranSystems for MassDOT, indicates that five new parcels comprising approximately 10 acres of land will be made available by the roadway realignment. Several layout alternatives were analyzed as part of the MassDOT study. The City of Fall River has expressed its preference for Alternative 2-Modified, At Grade Route 79. This layout generates larger land parcels than the other alternatives identified in the TranSystems study, while it optimizes the potential to establish vehicular and pedestrian connections between the existing neighborhoods and the waterfront. Further modification of the design of Davol Street may serve to support development of even more properly-sized new developable parcels, as discussed below.

The development of new land parcels created by Route 79 represents an opportunity to attract new residents and businesses to the waterfront area. The R*oute 79/Davol Street Corridor Study* estimated that there is a potential to generate 649 housing units, 238,500 square feet of retail, and 238,500 square feet of office development. The consultant team tested this potential as part of this Urban Renewal Plan, seeking to confirm these numbers and looking at additional opportunities that could emerge through the redevelopment of other adjacent waterfront parcels. The results of this analysis are summarized in two possible redevelopment scenarios described in the following section.

Redevelopment opportunities for other districts within the urban renewal area are also considered in this section, following the list of design character categories identified during the analysis of existing conditions. In this context, redevelopment opportunities for industrial waterfront areas, commercial corridors, the historic mill district, and general residential areas, are outlined and discussed.

ROUTE 79 NEW PARCELS

The study of potential redevelopment scenarios for the Route 79 realignment included several iterations of site capacity analysis and layout options for the new parcels, as well as consideration of adjacent waterfront parcels that

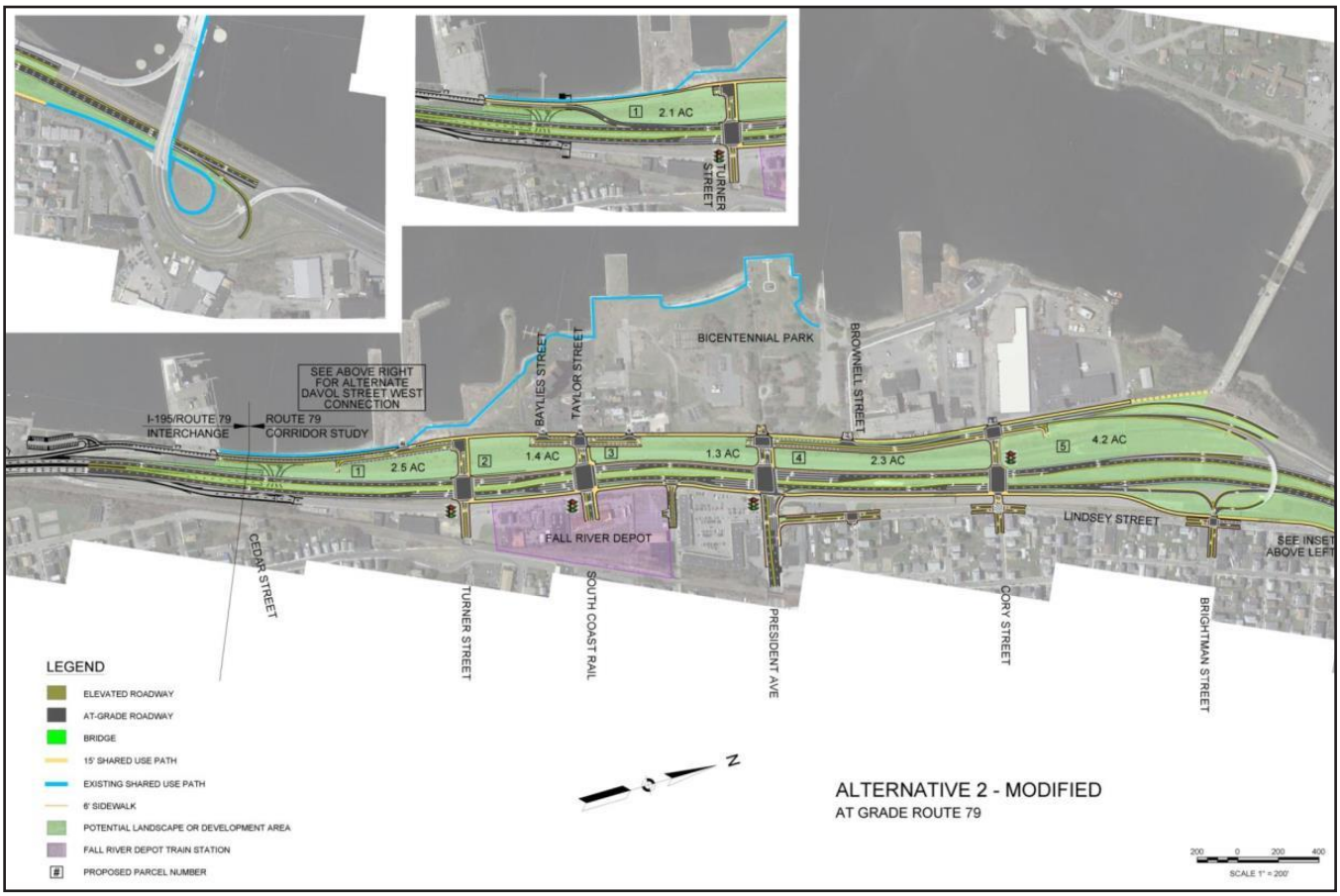


Figure 4-6: Alternative 2 – Modified: At-Grade Route 79
Source: Route 79/Davol Street Corridor Study, Chapter 5

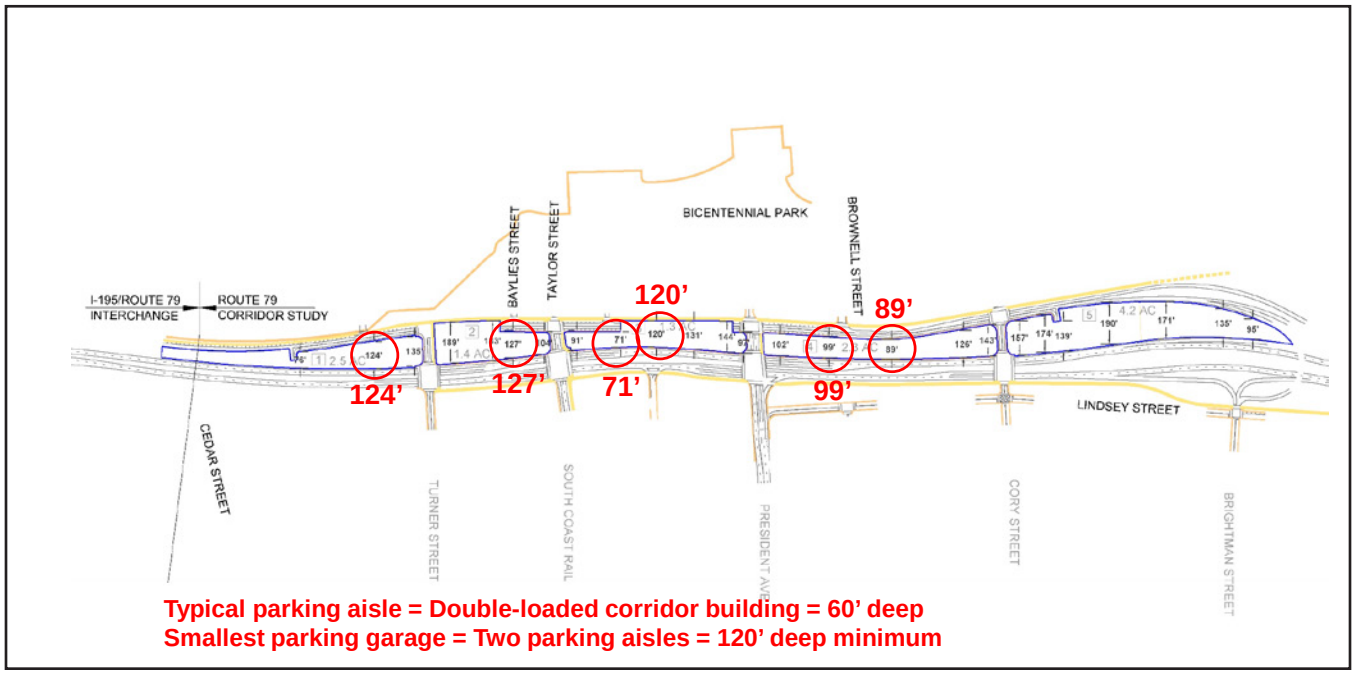


Figure 4-7: Alternative 2 – Modified with Dimensions
Source: Route 79/Davol Street Corridor Study; red text from consultant team

may be susceptible to change in the long-term future. Two scenarios were explored and refined through the analysis process: the first, "Medium-density Scenario," assumes mixed-use and office development according to current zoning (as-of-right) requirements, and the potential development of waterfront commercial uses at City Pier (e.g., water-dependent transportation and recreation). The second, "High-density Scenario," assumes the maximum building height allowed (by Special Permit) under current zoning. These scenarios are described and illustrated below.

The layout and dimensions of the land parcels that will be generated by the new Route 79 alignment are shown in Figure 4-6, Figure 4-7, and Figure 4-8. Figures 4-6 and 4-7 show the Alternative 2-Modified scheme as it appears in *The Route 79/Davol Street Corridor Study*; Figure 4-8 shows the parcels that appear in Figure 4-6 and 4-7 numbered (1 to 5) overlaid on an aerial. This figure also shows additional parcels (6a to 8) evaluated by the consultant team.

The generated parcels will be long and relatively narrow, which will make it difficult to accommodate the amount of residential and commercial uses that can be supported by each parcel plus all the parking required by these uses onsite. As shown in Figure 4-6 and 4-7, Parcels 3 and 4 are the narrowest parcels, as narrow as 71 feet at some points measured from conceptual layout drawings. While these drawings are not necessarily representative of all the final parcel dimensions, they are indicative of the space restrictions that may affect the design and development of mixed-use buildings on these parcels. Building footprints commonly used in the design of apartment buildings typically measure 50- to 60-feet in width. Accommodating such wide footprints together with parking areas, as well as site landscaping along front and side setbacks, may be difficult in these narrow parcels. The scenarios assume that parking alternatives including shared parking, and the construction of parking garages serving the needs of more than one parcel, may become important components of workable design solutions.

The two scenarios take advantage of shared parking provisions incorporated into the current zoning (a shared parking discount is allowed for parking facilities larger than 200 vehicles, in which case only 70% of the total parking needed for all uses is required). In addition, the scenarios envision the creation of a commuter rail station serving the urban renewal area and surrounding neighborhoods near Pearce Street, with direct vehicular access from Route 79 and North Main Street. From this perspective, it is important that pedestrian connections between the station and the waterfront be designed to be safe, convenient, and welcoming.

Medium-density Scenario

The medium-density scenario assumes the development of medium residential density, capped at the as-of-right building height of six-stories. In addition to mixed-use (neighborhood retail at the ground level and residential units above), the development of office buildings is envisioned on the larger parcels (Parcels 1 and 5). Parking needs would be served by garages nearby (Parcels 2 and 5), which would be bordered with apartments on the sides that have views of the water. The possible construction of water-dependent commercial uses, such as a ferry stop



Figure 4-8: Study Parcels
Source: MassDOT, The Route 79/Davol Street Corridor Study and Google Maps

and ticketing services, is envisioned on City Pier (Parcel 7). The development of neighborhood retail components along North Main Street, to complement parking on the parcel of the commuter rail station, is also envisioned (see Figure 4-9 for a three-dimensional model illustration and Figure 4-10 for a plan view).

This scenario explores design options to distribute the as-of-right development capacity of Parcels 3 and 4 in several smaller buildings, which would result in a more efficient use of land and the creation of a more consistent building edge along the proposed shared use path on the waterfront. These buildings could be 3- to 4-stories high, with parking on portions of the ground floor and apartments or residential condominium units on the upper floors. Ground floor retail could be concentrated along the crossroads that connect the waterfront to the residential neighborhoods east of Route 79 (e.g., Turner, Pearce and Cory Streets, and President Avenue), to support pedestrian activity and access to the water.

High-density Scenario

This scenario assumes high-density development, taking advantage of the Special Permit mechanism available in the Waterfront and Transit Oriented Development (WTOD) zoning district, which allows the development of buildings up to 12-stories high or 150-feet, whichever



Figure 4-9: Medium-Density Scenario – Waterfront View
For illustrative purposes only. Not a proposed project.

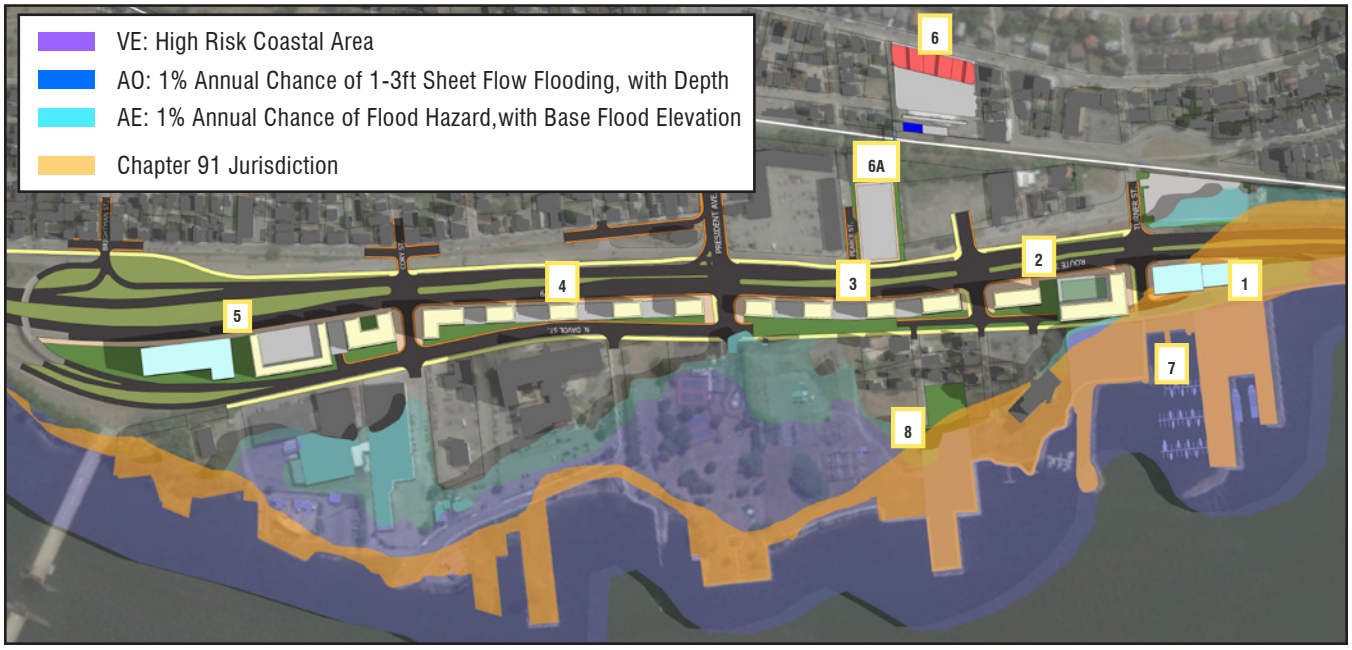


Figure 4-10: Medium-Density Scenario – Plan
For illustrative purposes only. Not a proposed project.



Figure 4-11: High-Density Scenario – Waterfront View
For illustrative purposes only. Not a proposed project.

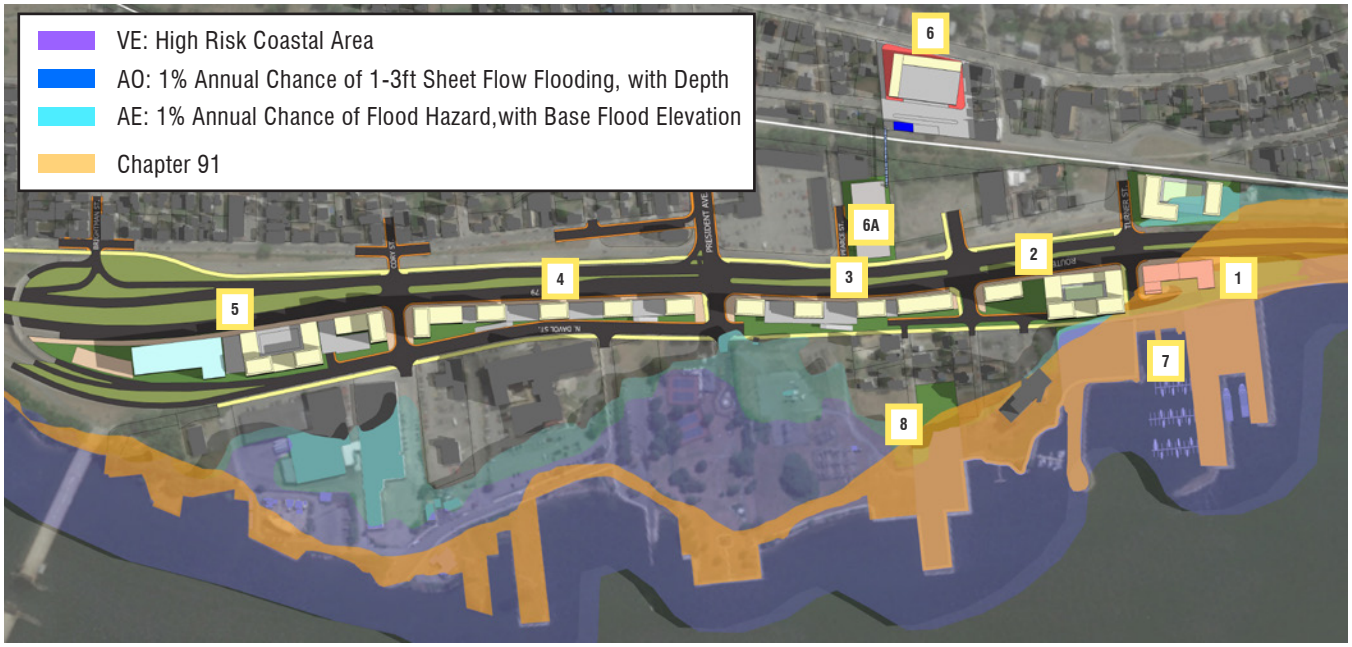


Figure 4-12: High-Density Scenario – Plan
For illustrative purposes only. Not a proposed project.

is taller. Not all parcels may have the capacity to support the tallest building height, however, because of their shape and dimensional limitations, as previously discussed. There are additional height restrictions established by Chapter 91, which are discussed below in more detail. The type and arrangement of new buildings on the Route 79 parcels remains very close to the previous scenarios, but the amount of housing that could be developed roughly doubles because of the increase in building height,



Figure 4-13: Chapter 91 Jurisdiction

from approximately 500 to 550 residential units in the first scenario to approximately 950 to1,000 units in the second. Additional site capacity for more housing could be provided by the potential redevelopment of existing industrial properties along Remington Avenue. This scenario also takes into consideration the possibility that a new 200-room hotel could be developed near City Pier.

Additional parking decks or garages could be built on the eastern side of Route 79 to support new hotel and MBTA commuter needs (see 3-dimensional illustrations and plan in Figures 4-11 and 4-12). The proposed commuter rail station could become an opportunity for Transit-Oriented Development in the long-term, once commuter rail service is established along the SCR line.

Table 4-1 calculates redevelopment potential of each scenario on a parcel-by-parcel basis, and provides estimates of total square footage per use.

Chapter 91 and FEMA Use Restrictions

Chapter 91 and its corresponding Waterways regulations (310 CMR 9.00), establish that historic tidelands should be reserved for water-dependent uses and public access. The regulations also establish setbacks and height limits for buildings within the Chapter 91 jurisdiction. Figure 4-13 shows the areas within the waterfront urban renewal area subject to Chapter 91 jurisdiction, which include most of Parcels 1 and 7 and a large portion of Parcel 8.

FEMA flood zones also condition the redevelopment potential of areas subject to eventual flooding along the coast. Figures 2-6, 4-10, and 4-12 show areas within the

VE zone (high risk coastal area; shown in purple), the AO zone (1% annual chance of 1 to 3 foot sheet flow flooding, with depth; shown in dark blue), and the AE zone (1% annual chance of flooding with Base Flood Elevation, shown in light blue). Figure 2-6 shows the location of the X zone (0.2% annual chance of flood hazard) in orange; Figures 4-10 and 4-12 show the approximate jurisdiction of Chapter 91 in this color. (There are no areas within zone X in Figures 4-10 and 4-12.) It is important to note that flooding in these areas is accompanied by storm-induced velocity wave action, which may include a 3-foot or higher breaking wave. The Base Flood Elevation (water surface elevation resulting from a flood that has a 1% chance of occurring in any given year, or BFE) established for these areas is 17-feet (NAVD88).

Because of flood hazards, buildings in these zones need to be designed in such way that areas below the BFE are left unused, or are used in ways that would not be susceptible to flood damage. Parking is considered a potential use on these levels, because vehicles could be removed to a safe location before the beginning of a storm. All living activities and building safety systems need to be located above the BFE in these areas. These restrictions have been incorporated into the design concepts and calculations of development potential for the analyzed scenarios.

Opportunities for Access Improvements

The analysis of redevelopment scenarios served to confirm the assumption that Alternative 2-Modified, the preferred roadway alignment for the new Route 79/Davol Street



Figure 4-14: Opportunities for Access Improvements
Source: Consultant Team; MassDOT, The Route 79/Davol Street Corridor Study; Google Maps

USE	PROJECTED BY THE *ROUTE 79/DAVOL STREET CORRIDOR STUDY*	MEDIUM-DENSITY SCENARIO (SQUARE FEET)	HIGH-DENSITY SCENARIO (SQUARE FEET)
Residential	649 Units	550,000 (500 Units)	1,065,000 (970 Units)
Non-Residential			
Commercial/Retail	238,500	-	-
Ground-floor Retail	-	125,000	135,000
Hotel	-	-	120,000 (300 Keys)
Office	238,500	310,000	180,000
Total Non-Residential Square Feet	477,000	435,000	435,000
Parking	-	1,450 Spaces	2,250 Spaces

Table 4-1: Comparison of Development Scenarios

Corridor, optimizes the development capacity of the new Route 79 parcels by generating wider parcels. These are made possible because Davol Street is downscaled from its current role as a city-wide connector to a local road, with limited segments providing access just to a few existing parcels. This transformation of Davol Street provides opportunities to create local access to the new development parcels separate from the main Route 79 traffic volume, which will likely contribute to generate a more quiet and intimate residential character along the waterfront.

Figure 4-14 illustrates the possibility for expanding local access by rerouting Davol Street to connect to Remington Avenue in the northern portion of the waterfront area. Parcel 4 could be widened, as a result, to have more room for parking and landscaping. New development on this parcel could be oriented to the proposed shared-use path, which would replace the existing Davol Street with dedicated access for pedestrians and bicycles in this area.

Summary and Conclusions

The new Route 79 parcels have the potential to become a new mixed-use commercial/residential district adjacent to the waterfront, with excellent vehicular access, pedestrian pathways, and prime views of the water. Neighborhood retail on the ground floor of new buildings could be oriented to serve basic local needs such as grocery stores, eateries and food establishments, cafés, bakeries, dry cleaning, and pharmacies. Residential entrances could be oriented towards a new shared-use path for pedestrians and bicycles, which will connect to the existing boardwalk that runs along the water, and will provide access to more and improved waterfront recreational amenities. Findings from the analysis of economic and real estate development

opportunities conducted as part of this Urban Renewal Plan support this vision of a new mixed-use district and a more active waterfront.

Building height will average 6-stories on most of the parcels, although it could reach up to a maximum total of 12-stories at some locations, if adequate provision of parking is available nearby. Parking needs may support the construction of two or three strategically located garages shared by multiple uses. Design guidelines to orient the design and location of these facilities will contribute to achieve a coherent and attractive architectural design character for the district. New garages should be coated with residential uses on one or more sides, especially on sides that enjoy water views.

Approximately 500 to 1,000 new residential units; 100,000- to 150,000-square feet of neighborhood retail; 180,000- to 300,000-square feet of office space, and a 200-room hotel could potentially be developed on the new Route 79 parcels. Residential and commercial uses would be complemented with recreational amenities and continuous public access along the water.

Placement and orientation of neighborhood retail uses should be carefully considered. Preference should be given to the intersections of Route 79/Davol Street and the streets that run east-west connecting to the waterfront. These would be ideal locations for restaurants, cafés, and other businesses that would attract customers to the area and contribute to pedestrian activity. Uses along the water should give preference to water-dependent and public recreational activities such as ferry services, marinas, sailing, kayaking, and boat launch ramps.

It may take five to seven years for the design and reconstruction of Route 79 to culminate in the development of the new parcels. However, the effects of this process may begin to be seen in adjacent context areas before the reconstruction is finalized. The high-density scenario illustrates the potential transformation of existing industrial areas north of Remington Avenue because of access improvements and private reinvestment. A similar potential for redevelopment and improvements could also be found in the general residential areas located east of Route 79, especially along the streets that will cross the new at-grade boulevard and connect the existing neighborhoods to the waterfront (e.g., Turner, Pearce and Cory Streets, and President Avenue).

OTHER REDEVELOPMENT OPPORTUNITIES

Industrial Waterfront Areas

In addition to the redevelopment opportunities identified along Remington Avenue in the high-density design scenario, National Grid owns approximately ten acres of industrial land on a prime waterfront location, with access from Hathaway and Taylor Streets. High powerline towers and substation equipment occupy approximately two-thirds of the site. The remaining third of the property is underutilized, including a waterfront pier closed to public access.

The old powerline towers were recently replaced by new vertical supports with smaller footprints, which have a less intrusive impact on the landscaping and views of the water. There is an underutilized stretch of shoreline between the towers and Bicentennial Park that could be cleaned and restored as a small public beach.

This Plan proposes acquisition of these parcels to afford much needed public access along the water's edge for recreational purposes as well as for public parking to support them. The existing waterfront boardwalk and promenade that runs along Remington Avenue could possibly be extended north to connect to the old Brightman Street Bridge.

Commercial Corridors

Redevelopment opportunities along North Main Street and President Avenue may emerge on a site-by-site basis. These corridors provide a wide range of commercial services for local and city-wide residents, and opportunities for infill growth may be conditioned by location, visibility, and access.

Commuter Rail Platform

An important factor that may influence the potential for new development along North Main Street will be the decision to provide a commuter rail stop as part of the SCR corridor project. The proposed commuter rail platform provides an opportunity for the FRRA to support the expansion with additional parking, retail and services, and a higher density of residential units. The FRRA has identified for acquisition two parcels that SCR has identified for parking uses: 0-15-001 and 0-15-0019. These parcels may be acquired by either MassDOT or by the FRRA; identifying them for acquisition within the Plan protects the ability to acquire these parcels; a site proposed earlier in MassDOT's process was redeveloped and is no longer available. Parking that is easily accessible to the platform will be critical to the success of this station, and SCR does not anticipate action on 0-15-0019 until 2022.

The FRRA's goal is to acquire the adjacent parcels shown in Figure 2-22 to provide the supplemental uses, parking, retail, services, and residential, as shown in Figures 4-9 and 4-11. The medium-density scenario illustrates the potential to add a neighborhood retail component along the North Main Street edge of the commuter parking site. A small retail building would serve residents and promote pedestrian activity along the street. The high-density scenario illustrates the possibility of Transit-Oriented Development in the long-term future, as commuter rail service gets established and ridership increases over time. These parcels would provide vehicular and pedestrian access to the rail station from Route 79 and North Main Street, including commuter parking and a pedestrian overpass that would connect both sides and increase the viability of the station as a walkable transit station for both existing neighborhoods and the proposed new neighborhood.

Historic Mill District

There are opportunities for infill redevelopment in the historic mill districts located on the northern portion of the urban renewal area (Border City Mills District and neighboring parcels along Weaver Street). The architecture of the historic mill buildings is very distinctive and representative of the peak production years in the cotton industry (1865-1923). Typical mills are three- to four-stories tall, built of brick or granite locally quarried, with floor-to-ceiling windows and tall ceilings.

In addition to design character, the use of new buildings should also be compatible with the surrounding land use, and the community's vision for the future. In the case of the Border City Mills District, new building uses should ideally include mixed-use commercial and residential options that would bring permanent residents to the area and contribute to revitalize its economic base.

General Residential Areas

Redevelopment opportunities in the existing residential neighborhoods are generally associated with the presence of aging buildings that need to be upgraded and repaired, since there are very few vacant lots available for new construction. Some of these opportunities are vacant or underutilized small industrial buildings that became incorporated into residential areas, others may be underutilized or abandoned commercial spaces on the ground floor of residential buildings, which might have been a local corner store or an accessory business in the past.

The existing housing stock, while old, remains affordable to a significant portion of the city's population, including the most vulnerable income groups. Efforts to upgrade its safety and overall condition, while maintaining reasonable levels of affordability, would help to consolidate the physical and social fabric of the neighborhood with long-term benefits for the city-at-large. The rehabilitation of these buildings may hinge on economic constraints that could be mitigated through financial and technical assistance to property owners (e.g., building and façade improvement programs, tax credits).

Zoning could be reviewed and enhanced to support accessory residential units and home business uses that could help to rehabilitate vacant commercial spaces scattered through the neighborhood.

Potential redevelopment projects larger than a single property in these areas should be aimed at providing a diversity of housing types and sizes that would support a diversity of household incomes, while maintaining the affordability character of the district. Design guidelines to promote compatibility with the predominant building massing and scale would contribute to protect the existing urban design character and achieve a harmonious integration of new and old architecture.

III: Rehabilitating Land for Jobs and Open Space/Recreation Use: Shell Oil Site Area

The previous land use of the former Shell Oil site is industrial. Because of its history and its location with the Designated Port Area (DPA), this site continues to be appropriate for water-dependent, industrial uses. The site could also accommodate uses that support water-dependent industry, such as offices, warehouses, and parking.

The existing environmental conditions will need to be remediated (see *Section 2. Characteristics* and *Section 3. Eligibility*). The extent of remediation is dependent upon the proposed land use; residential uses require a higher level of remediation than industrial uses.



Figure 4-15: Shell Oil Site Parcelization – Option A
For illustrative purposes only.



Figure 4-16: Shell Oil Site Parcelization – Option B
For illustrative purposes only.

Although the site is within a DPA, some of the land should be used for public access to the water where it does not interfere with industrial operations. Adjacent parcels outside the DPA could be reserved for any combination of uses, including public open space, either for passive enjoyment or active recreational use to serve the adjacent neighborhoods. Such open space should be linked back to the proposed extension of the waterfront boardwalk. Land that is outside the DPA and adjacent to North Main Street and the contiguous neighborhood should be considered for open space and recreation areas to serve those neighborhoods and the wider community. A system of additional parks for passive and active recreation would support Goal 1 of the 2010 *Fall River Open Space and Recreation Plan*.

Any such open space should be connected to publicly accessible sites along the waterfront both north and

south of the Shell Oil site to ensure connected paths for bicyclists and pedestrians along as much of the waterfront as possible. Such a greenway would support Goals 2 and 3 of the 2010 *Fall River Open Space and Recreation Plan*.

Upon acquisition, the land would need to be cleared and divided into appropriate parcel sizes to ensure that the site is easier to develop. In many ways, the strategy for this underutilized land is the same as for the Route 79/Davol Street parcels – the FRRA would act as a master developer and control the layout, parcelization, and development of the area.

A detailed study of this area should evaluate current and potential uses for this site and abutting underutilized parcels. A comprehensive planning process should determine the level and type of contamination on site, identify potential remediation levels, evaluate the potential for public access and what activities are allowable given the level of contamination on site, and determine the existing and proposed market demand for potential uses.

Because the site is within a DPA, the use of the land is restricted, with preference given to water-dependent industrial uses and prohibitions on certain uses, such as residential. A comprehensive planning effort should consider whether the DPA designation continues to make sense and, if not, consider either (1) the de-designation of the area (i.e., requesting the Massachusetts Office of Coastal Zone Management (CZM) to undertake the process of reviewing the boundary of the DPA and/or (2) the creation and approval of a municipal harbor plan under 301 CMR 23. A municipal harbor plan allows community preference to outweigh certain regulatory requirements of Chapter 91. However, the DPA will continue to control the permitted uses.

4.2 Proposed Redevelopment Activities

Actions related to clearance, rehabilitation, redevelopment, and new construction are listed in *Section 3.3. Clearance and Rehabilitation.*

Retention and Creation of Jobs

760 CMR 12.02 (3)(b) requires a specific estimate of the number of jobs retained, created, and/or eliminated by the proposed redevelopment actions in the urban renewal plan.

The expected effect of the actions within this Urban Renewal Plan – and a major goal of this Plan – is that existing employers will be encouraged to expand and new employers will be attracted to the area due to a combination of the planned physical improvements, the changes to the regulatory environment, and efforts of the FRRA, the Fall River Office of Economic Development, and the City of Fall River to assist current businesses and attempt to recruit new ones. Longer-term job growth in the Waterfront area will also depend upon planned transportation improvements: the reconstruction of Route 79 and the relocation of Davol Street. Development of market rate rental housing on the waterfront is also a targeted effort designed to attract new workers and stimulate job increases in local businesses.

Short-Term Job Growth

Two sectors would be likely to produce the most new jobs in the short-term: the retail and restaurant industries and office-using industries, a grouping of several sectors described below. There are various ways of estimating job growth: historic trend data projected forward, retail gap analysis, and projected absorption of new retail and office space based on historic performance.

RETAIL/RESTAURANTS SECTOR

In the case of retail/restaurants, projections of future growth based strictly on data on historic performance do not indicate that the sector is likely to be a source of job growth; however other methods tried produce different results, as described below.

The Retail Opportunity/Gap Analysis, described in detail elsewhere in this report, identifies target retail store types and restaurants for which current consumer expenditures exceed store sales within a defined geographic market area, resulting in "leakage" of residents' expenditures to businesses outside the market area. Because consumers are likely to purchase goods and services as close as possible to where they live and work, the identified opportunity/gaps suggest a competitive advantage for expansion of existing establishments or recruitment of new ones in the Fall River Waterfront area. The retail/restaurant opportunity for the market area defined by the 5-10-15 minute drive from the center of Fall River is currently estimated at $137 million in sales and about 400,000 square feet, of which an estimated 92,000 square feet could be captured by the downtown plus the waterfront areas. (Note that the retail opportunity/gap analyses for the waterfront area and downtown are the same because the market area as defined by drive times from a central point in Fall River is the same for both urban renewal areas.) Table 4-2 identifies the store types, supportable square footage, and number of stores based on average sales per square foot for each store type.

If actions taken as part of the two urban renewal plans result in those 92,000 square feet of potential expansions into new and rehabilitated space by new and existing retailers and restaurants, then an estimated 185 new jobs would be realized in downtown and the waterfront. This estimate of jobs results from dividing 92,000 square feet of retail space by 500 square feet per employee, the industry average. Currently, the waterfront has a 7% share of the total retail/restaurant jobs in Fall River, the same percentage as the downtown. Therefore, in the short term, the two urban renewal areas would have an approximately equal chance of capturing a share of the 185 new jobs.

The retail gap analysis presents a snapshot of retail activity at the time the report was generated. In addition to capturing a share of new sales and jobs now "leaking" from the retail market area, the waterfront area could capture a share of projected city-wide growth in retail jobs. The market assessment projected the net absorption of 67,500 square feet of retail space city-wide each year over the next five years. Using the same measure of 500 square feet per employee, that would mean about 135 new jobs per year, or 675 over the next five years city-wide. If the waterfront urban renewal area captures only its current share of city-wide retail and restaurant employment (7%), then jobs within the waterfront urban renewal area would increase by 10 each year or 50 over the next five years. With the

Fall River Urban Renewal Area Retail Gap Analysis

Retail Store Type and NAICS	Selected Sales Opportunity/Gap	Potentially Supportable Square Feet	Estimated Capturable	
	(2016 $)		*Square Feet*	*# Stores*
Specialty Food Stores-4452	$23,145,183	36,717	6,280	2
Beer, Wine & Liquor Stores-4453	$20,314,499	75,155	12,000	3
Cosmetics, Beauty Supplies, Perfume Stores-	$2,271,894	5,315	1,500	1
Other Health & Personal Care Stores-44619	$7,077,568	26,688	4,098	3
Women's Clothing Stores-44812	$8,295,400	27,432	4,100	1
Family Clothing Stores-44814	$12,128,934	30,969	6,000	1
Shoe Stores-4482	$2,375,271	11,495	3,000	1
Sporting Goods Stores-45111	$11,051,835	38,697	6,000	1
Office Supplies & Stationery Stores-45321	$4,647,229	14,464	4,000	1
Gift, Novelty & Souvenir Stores-45322	$9,117,074	38,808	12,600	3
Other Miscellaneous Store Retailers-4539	$14,378,155	45,180	9,200	4
Full-Service Restaurants-7221	$13,778,283	26,403	15,300	3
Special Foodservices-7223	$8,419,482	23,677	8,000	4
Totals	**$137,000,807**	**400,999**	**92,078**	**28**

Sources: The Nielsen Company, *Segmentation & Market Solutions* , 2016; various industry sources for sales per sf and sf per store; and FXM Associates

Table 4-2: Retail Gap Analysis

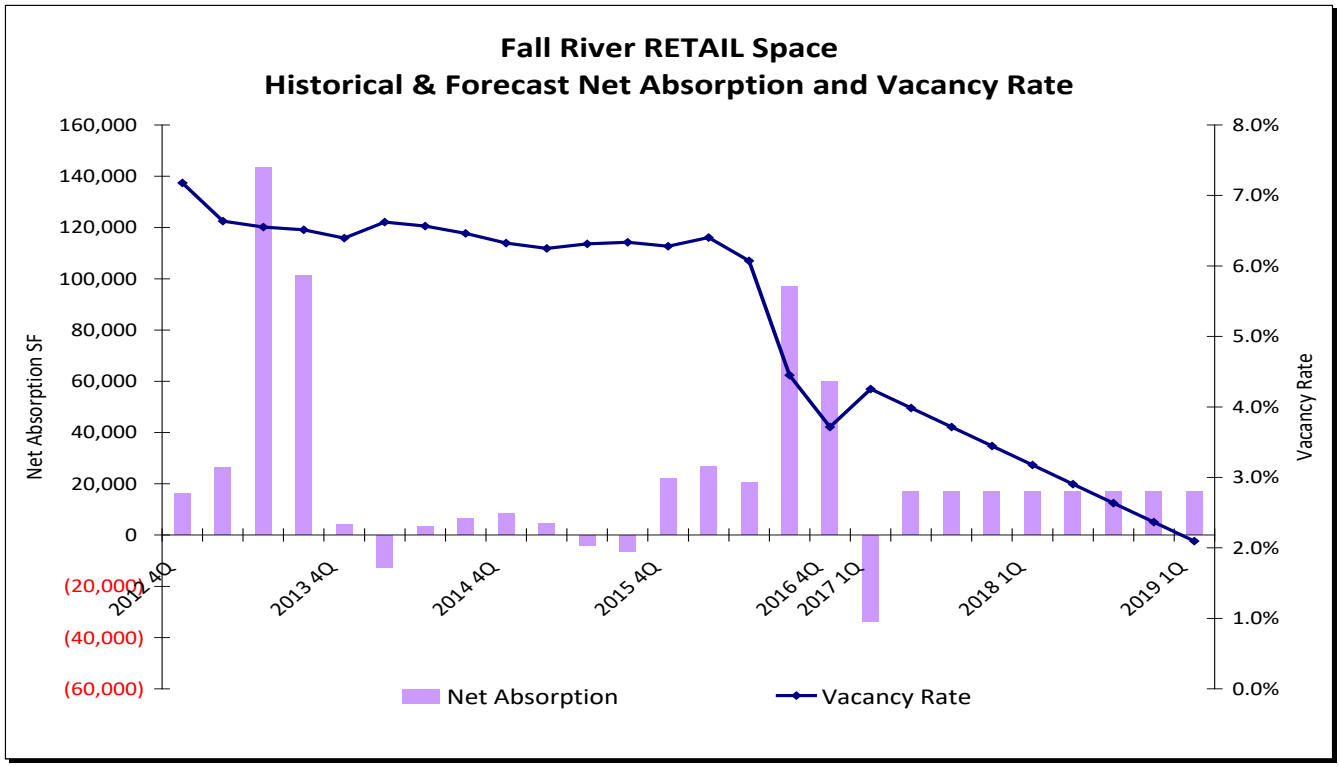


Figure 4-17: Absorption and Vacant Rate Analysis for Retail
Source: CoStar Property Information Systems, March 2017, and FXM Associates

proposed physical and regulatory improvements as well as aggressive marketing and recruitment efforts focused on revitalization within the urban renewal area, the waterfront's share of retail space growth and the number of jobs associated with that growth could be greater. Figure 4-16 shows historical and projected growth in retail space occupancy city-wide.

OFFICE-USING SECTORS

A key category of job generation that will be influenced by the *Waterfront Urban Renewal Plan* is office-using employment – encompassing the information, finance, professional and technical, real estate rental and leasing, administrative support, social assistance, medical services, "other" services, and public administration sectors. Table 4-3 shows the projection of jobs in these categories based on historic performance.

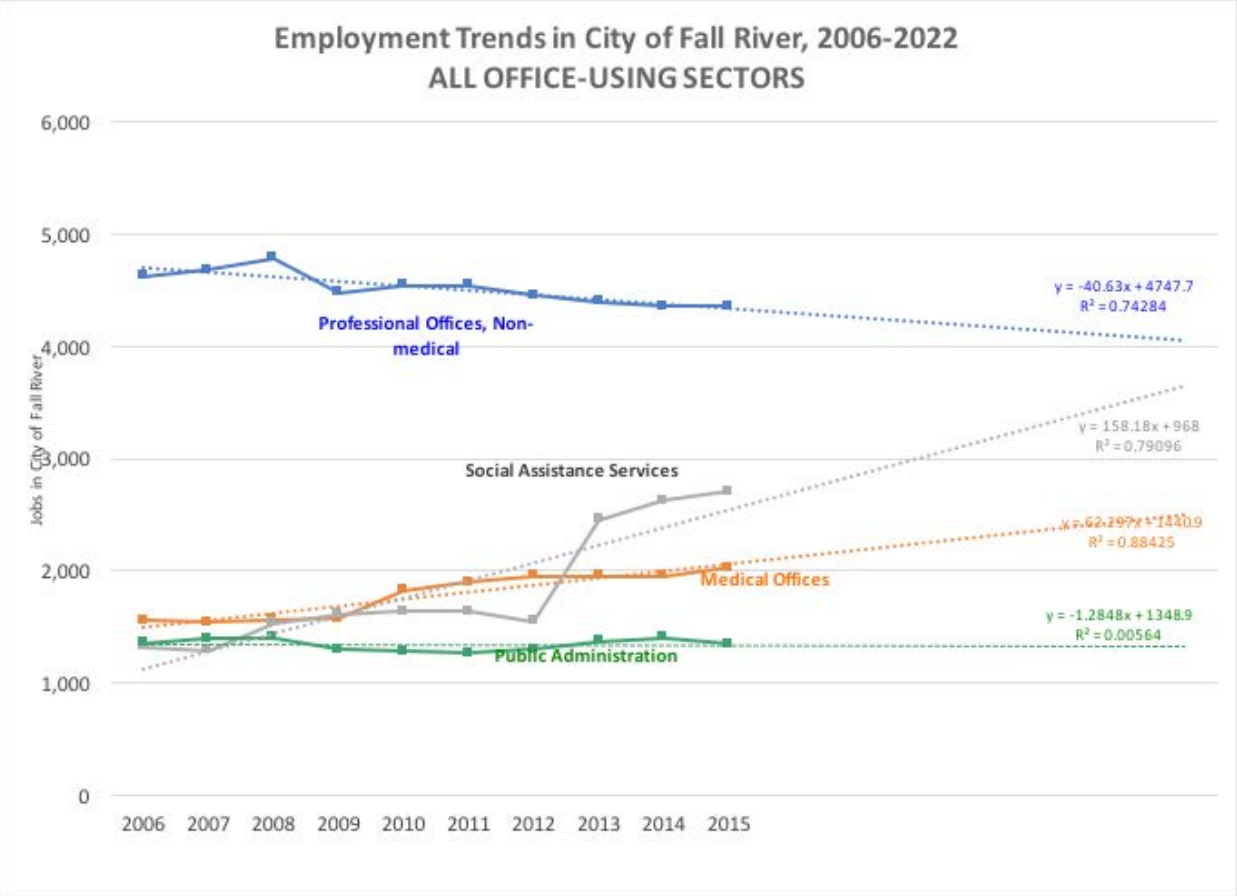


Figure 4-18: Employment Trends, 2006-2022

Figure 4-18 shows the same data in a graphic format to better show the relationships between projections and historic trends.

Table 4-4 uses the job growth projections in the previous table and shows the calculation of average annual growth city-wide in office space. The physical improvements, regulatory, and programmatic initiatives of the urban renewal plan are designed to encourage expansion of existing office-using businesses as well as recruitment of new ones to the waterfront.

If the waterfront captures only its current 3% share of office-using employment city-wide then an additional 6 jobs per year, 30 over the next five years, would be expected in the Fall River Waterfront urban renewal area. The urban renewal plan, however, is intended to improve the environment for waterfront development. In that case, the waterfront's share of city-wide office-using employment could be greater, as would the chances of capturing more regional growth, where over 8,000 jobs in office-using sectors are projected over the next five years.

Long-term Job Growth

Over the long term, projected changes in land use in the Waterfront urban renewal area may also result in increases in jobs. These changes are dependent upon the planned transportation improvements to Route 79 and Davol Street. The Harriman team has developed three scenarios of varying levels of intensity of development.

Table 4-5 below shows three scenarios based on land use development, varying by densities. The square footage in each is translated into potential numbers of jobs using industry norms for average square feet per employee.

Loss of Jobs

As the primary focus of this Urban Renewal Plan is the development of newly created land or vacant land, no jobs are anticipated to be lost as a direct result of the recommendations of this Urban Renewal Plan.

The FRRA is required to create a relocation plan (see *Section 10. Relocation*) for any business or resident displaced by an acquisition. As such, no jobs are anticipated to be lost as a result of the planned acquisitions of existing buildings.

City of Fall River - All Office Using Sectors - Annual Average Employment			
	2017 estimated	2022 Projected	△ '17-'22
Office-using sectors			
51 - Information	1,059	1,240	181
52 - Finance and Insurance	887	616	(272)
53 - Real Estate and Rental and Leasing	241	210	(31)
54 - Professional and Technical Services	765	809	44
55 - Management of Companies and Enterprises	218	86	(131)
56 - Administrative and Waste Services	1,090	1,097	7
Professional Offices, Non-medical	4,260	4,057	(203)
Medical Offices			
6211 - Physicians	1,406	1,521	115
6212 - Dentists	257	282	25
6213 - Other Health Practioners	525	696	171
Medical Offices	2,188	2,500	311
Total Healthcare & Social Assistance Employment	12,759	13,759	1000
Total Healthcare Employment	10,571	11,259	688
Medical Offices as % of total Healthcare	21%	22%	
Social Assistance Services	2,866	3,657	791
813 - Membership Organizations & Associations	431	443	12
Total Other Services (except public admininstration	2,161	1,932	(228)
Membership Orgs as % of total Other Svces	20%	23%	
Public Administration	1,333	1,327	(6)
TOTAL Office-using	11,079	11,984	905
TOTAL Fall River Employment	44,055	43,708	(347)
Source: Massachusetts Dept of Labor and Workforce Training, ES202 reports and FXM Associates			

Table 4-3: Office: Average Annual Employment

Projected Growth in Occupancy in Medical & Total Office Space in Fall River				
	2017 Supply (SF)	2017-2022 Growth (SF)	Average Annual Growth (SF)	Annual % Growth
Medical Office Space	580,784			
Co Star Forecast Net Absorption		36,400	7,280	1.3%
2006 to 2017 Co Star Trend Line		86,666	17,333	3.0%
Employment Growth Trend Line				
Jobs	*2,188*	*312*	*62*	*2.9%*
Space	580,784	82,817	16,563	2.9%
Average of Above Forecasts		**68,628**	**13,726**	**2.4%**
Total Office Space	3,308,878			
Co Star Forecast Net Absorption		107,480	21,496	0.6%
2006 to 2017 Co Star Trend Line		222,988	44,598	1.3%
Employment Growth Trend Line				
Jobs	*11,079*	*905*	*181*	*1.6%*
Space	3,308,878	270,289	54,058	1.6%
Average of Above Forecasts		**200,252**	**40,050**	**1.2%**

Source: Mass DOL ES202 series; Co Star *Property Information Systems* ; and FXM Associates. March 2017

Table 4-4: Projected Growth in Occupancy: Medical Office and All Office

Estimates of Employment Based on Commercial/Retail and Office Development Capacity for Waterfront Urban Renewal Area				
	Commercial/Retail (sf)	**Office (sf)**	**Total sf**	**Number of Jobs**
Scenario 1	93,120	-	93,120	186
Scenario 2	158,678	313,500	472,178	1,398
Scenario 3	254,718	313,500	568,218	1,590
MassDOT Rte 79/Davol Street Corridor Study	238,500	238,500	477,000	1,299
Source: Harriman, MassDOT, and FXM Associates				

Table 4-5: Estimates in Employment Based on Capacity

Proposed Development Controls

There are two types of development controls envisioned within this Plan. The first are the revisions to the City's zoning ordinance detailed in *Section 2.6. Proposed Zoning*. These recommended changes to the boundaries of the zoning districts within the urban renewal area will allow and encourage the development activities anticipated within this plan.

The buildings, sites and streetscapes exhibit a variety of urban design characteristics and conditions, as noted in *Section 2.7. Urban Design Characteristics*. This Plan incorporates the identified solutions into a series of design guidelines detailed in *Section 4.3. Design Guidelines.* These design guidelines are applicable throughout the urban renewal area and promote the visual characteristics, public spaces, multi-modal access, and landscape treatments discussed within this plan and the accompanying *Appendix J. Waterfront Park Case Studies* and the results of the Visual Preference Survey shown to the right.

The second means of development control is related to those properties under the control of the FRRA. S*ection 11. Redeveloper's Obligation* notes that the FRRA will enter into a LDA with any developer acquiring property from the FRRA by either purchase or lease. The LDA will include design guidelines for the redevelopment of the property that are consistent with *Section 4.3. Design Guidelines*.

Section 4.3 Design Guidelines

The following design guidelines will apply throughout the urban renewal area. All development projects within the urban renewal area that are subject to the City's zoning requirements for a Major Project under Site Plan Review or a Special Permit are required to follow these guidelines.

Section 10-1 of the City of Fall River City Ordinance establishes the threshold for site plan review. A Major Project is defined as"any project that includes one or more of the following criteria and requires a building permit." These criteria are as follows:

- Residential development (subdivisions) that are subject to approval under the Subdivision Control Law
- Development, redevelopment or expansion of any primary or accessory structure that s utilized for commercial and/or industrial purposes that is located on a lot with an area of 10,000 square feet or more.
- Development (residential, commercial, industrial) that will result in the creation of 30 or more off-street parking spaces.

All Major Projects as defined by this Section 10-1 will be subject to the design guidelines in this urban renewal plan.

In Fall River, the Zoning Board of Appeals (ZBA) is the Special Permit Granting Authority. All projects within the Urban Renewal Boundary that are subject to a Special Permits from the ZBA are also subject to these design guidelines.

The Site Plan Review Committee and the Zoning Board of Appeals will use these guidelines as criteria within their approval process.

1. New buildings in a historic district shall relate harmoniously to their neighborhood context by establishing relationships of use, scale, dimensions, design patterns, and materials that are compatible with the historic design character of adjacent buildings.
2. Improvements and repairs to historic buildings and resources shall employ high quality materials consistent with the materials historically employed, such as granite, brick, stone, wood, and cast iron; the use of synthetic replacement materials should be avoided.
3. The renovation or adaptive reuse of existing buildings is preferable to demolition and replacement with new construction, especially when the existing buildings are made of durable, good quality materials.
4. Large parking lots shall incorporate landscaping in the form of trees, vegetated islands or swales, and landscaped edges to screen parking from street view.
5. Sidewalks, crosswalks, and sidewalk extensions shall be designed to provide universal access (ADA standards) throughout the district.
6. On-site parking on the new Route 79 parcels shall be located to the side and rear of buildings, or at the ground level of multifamily residential buildings; parking areas visible from the street should be screened by fences, hedges, or landscape buffers.
7. Building placement, massing, scale, and proportions shall be compatible with, and complementary to, the alignment and patterns of neighboring buildings.
8. Building façades shall be articulated with window openings or screens that allow for visibility and transparency; or landscape buffers may be used to mitigate the negative impact of long blank walls on pedestrian activity.
9. The design of new buildings and recreational spaces along the water shall incorporate the use of durable materials, and resilient building technologies reflective of contemporary design and architectural expression.
10. Living space within residential areas, active commercial floors, electric transformers, and building emergency systems shall be placed at least three feet higher than the recorded Base Flood Elevation for the site.

Results of Visual Preference Survey

The text and images that follow describe the results of a Visual Preference Survey issued to attendees of the first public meeting in the planning process. Attendees were asked to evaluate a series of images based on how appropriate they felt they were for Fall River's waterfront.

MULTIFAMILY RESIDENTIAL

Attendees favored images of higher density (three to five stories) residential development over images of low-density and very high-density development. Overall, projects with traditional styles (rectilinear forms with brick finishes) scored higher than their contemporary counterparts.

OFFICES

The scale of preferred office developments paralleled that of the preferred multifamily residential developments; attendees favored buildings around four stories high to those that were shorter or taller. While the highest-ranking images were generally traditional in form and material, scores indicated some appetite for projects with contemporary elements, such as floor-to-ceiling glass, as shown in the right-most image.

MIXED-USE DEVELOPMENT

On the whole, images depicting mixed-use projects scored much higher than those exhibiting just residential development or just office development. As with the multifamily residential and office categories, attendees indicated a preference for buildings around four stories in height. Clear preferences for building style – traditional or contemporary – did not emerge. High-scored images consistently exhibited an expansive public realm with opportunities to approach the water.

PUBLIC-PRIVATE OPEN SPACE

Attendees communicated a preference for low-programmed infrastructure that afforded opportunities to touch the water such as docks (traditional and contemporary) and boardwalks. Programmed green spaces also had high scores. Small-scale, tactile urbanism-type installations (hammocks, suspended netting, climbing structures) received uniformly low marks.

STREETSCAPE

Attendees assigned images of wide sidewalks, with ample furnishings and trees, and varied awnings and signage, high scores; narrow sidewalks, with minimal furnishings and smaller trees and uniform storefronts, received low scores. Cycle track-style bike lanes (those protected from vehicular traffic by street parking and a curb) ranked higher than bike lanes on the road shoulder. The two images of underpass art installations received moderate ratings.

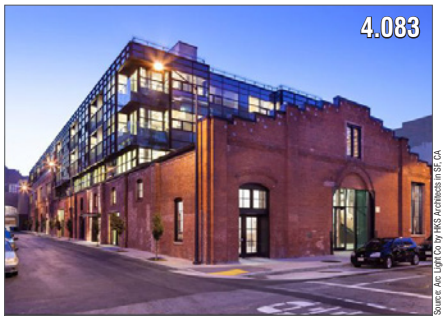
Figure 4-19: Visual Preference Survey Results





Source: Loft Five60 Apartments by The Architectural Team, Lawrence, MA





Source: Alc Light Co by HKS Architects in SF, CA

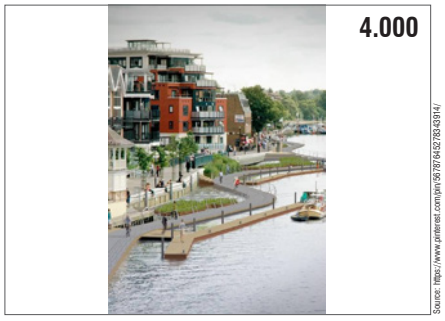




Source: Cable Mills in Williamstown, MA; Photo from Commercial Architecture Magazine.



Source: Assembly Row, Development Management Associates, Somerville, MA



Source: https://www.pinterest.com/pin/367876452783643914/



Source: Hingham Shipyard, TOD News



Source: http://www.boyzoathouse.org/



Source: https://www.pinterest.com/pin/462885667936278529/



Source: https://www.pinterest.com/pin/434175220308393991/



Source: Assembly Row. scoutsomerville.com. Photo by Somik Kyja Studio





Source: http://land8.tumblr.com/post/7341763877 4



Source: http://www.landscapeonline.com/research/article-Lphp?number=18146

5. Time Frame

This Plan shall take effect on the date of approval by the Department of Housing and Community Development (DHCD), and shall be in effect for twenty years from that date. If the Fall River Redevelopment Authority (FRRA) wishes to exceed the 20-year time frame, it must extend the Plan in accordance with *Section 15. Process for Future Plan Changes* and 760 CMR 12.00, as required by DHCD.

The activities described in the Implementation Plan in the *Executive Summary, Section 4. Objective*s, and Sections 8 through 12 are anticipated to take place over a period of 20 or more years, according to the anticipated phasing schedule in this section. Some of the proposed activities are dependent upon market conditions and/or the actions of other entities, including City boards, committees, and departments and state agencies. This phasing schedule, therefore, is an estimate of when certain actions are likely and may shift depending on these factors.

Phase I activities should be completed within the first two to five years. Phase II activities should be completed within five to 10 years. Phase III activities should be completed within 10 to 20 years.

As noted in the *Executive Summary*, in order for each identified group to be an effective partner, appropriate staffing and funding resources are required. While some of the capital costs for this project may be met by grants, loans, or bond issues, in general, operating costs for staff and other resources must be funded by the appropriate entity. The FRRA and the City must provide the required resources to fulfill their respective roles in the implementation of this plan. **The proposed activities in this Plan will require an increase in staff for the City's Planning Department.**

Should the FRRA's development activities include income-producing properties, over time, operational needs could be met, in part, from the revenue stream from leased properties.

The FRRA should undertake regular review of the timeline and the proposed actions to ensure that the goals of this Urban Renewal Plan are met by the actions and to consider whether this Plan should be amended to reflect changes in goals or completed actions.

6. Financial Plan

The estimated revenues and expenditures in this section are based on estimates applicable as of the writing of this Urban Renewal Plan. It is important to note that over the 20-year life of an urban renewal plan, costs will shift based on the economic and market conditions at the time of implementation.

This section contains a series of three tables. Table 6-1 identifies funding sources that are available to the FRRA and the City to implement the recommendations of this urban renewal plan. These funding sources and the amounts available for each type will also change in response to both economic and political conditions over the next 20 years. In particular, grant programs that exist now may not be available in the future. Certain sources of revenue have a specific purpose which has been identified. Others, such as historic tax credits, have specific restrictions on use and eligibility. This list of revenue sources is not meant to be a comprehensive list, but indicates the types of resources available. As noted in the *Executive Summary*, most of these sources are for capital-related costs, not ongoing operating or maintenance costs.

Table 6-2 lists the parcels identified for acquisition in this plan and provides the current assessed value (as of 2018). This assessed value is used as the basis for the cost of acquisition in the project budget, which is provided in Table 6-3.

GENERAL FINANCIAL SOURCES FOR DEVELOPMENT ACTIVITIES	PURPOSE
Commonwealth of Massachusetts	
Legislative Appropriations	Restricted by purpose of related legislation
MassWorks	Public infrastructure
Chapter 90	Public Roadway/Streetscape
MassHousing Workforce Housing Fund	Workforce housing
New Market Tax Credits, Historic Tax Credits	Development
Historic Tax Credits	Development
Brownfields Redevelopment Fund	Development
Commonwealth Places (MassDevelopment)	Place-making
MassHousing	Affordable Housing
Federal Sources	
Opportunity Zone Program	Development
TIGER	Public infrastructure
Historic Tax Credits	Development
Brownfield Grants	Development
HOME	Affordable Housing
CDBG Funds	Housing, Infrastructure, Streetscape, Jobs

Table 6-1: General Financial Sources of Funding for Development Activities

PARCEL ID	ADDRESS	OWNER	PROPERTY SIZE (ACRES)	ASSESSED VALUE (2017)
None	Route 79/Davol Street	Massachusetts Department of Transportation/ City of Fall River	~10	
T-15-0033	No Main Street	Weavers Cove Industrial Park LLC; c/o Thibeault Development LLC	13.78	$198,500
T-15-0002	No Main Street	New England Power Co; c/o Properties Dept	5.93	$272,600
T-03-0024	77 Weaver Street	Albernaz Paul P; Teixeira Scott	0.41	$193,100
T-03-0020	75 Weaver Street	Weaver Cove Mill; c/o Gary Pave	1.55	$177,900
T-03-0017	93 Weaver Street	Albernaz Paul P; Teixeria Scott	0.42	$196,100
T-03-0010	75 Weaver Street	Stanley Street Treatment and Resources Inc	3.02	$360,500
T-02-0001	No Main Street	Weavers Cove Industrial Park LLC; c/o Thibeault Development LLC	50.05	$6,013,300
T-01-0038	2680 North Main Street	Weavers Cove Industrial Park LLC; c/o Thibeault Development LLC	4.12	$250,000
S-22-0014	W End Remington Ave	Verizon New England Inc; c/o Duff and Phelps	0.07	$63,800
S-22-0012	1190 Davol Street	1244 Davol Realty Associates LLC	3.30	$1,263,400
S-22-0006	1148 Davol Street	1148 Davol Street LLC	2.34	$895,100
S-22-0002	201 Remington Avenue	1148 Davol Street LLC	0.35	$167,500
S-22-0001	223 Remington Avenue	St Pierre Michael; St Pierre Debra	0.21	$243,000
S-21-0013	Davol Street	Commonwealth of Mass; DPW	0.14	$52,900
S-21-0007	1338 Davol Street	D&S Marine Inc	4.41	$671,200
S-21-0006	1244 Davol Street	1244 Davol Realty Assoc LLC	3.61	$1,781,600
S-21-0001	Davol Street	Commonwealth of Mass	0.26	$97,500
O-22-0011	175 Baylies Street	Cotter Electrical Co Inc	0.47	$171,700
O-22-0005	729 Davol Street	Raposa James M	0.17	$199,700
O-20-0002	1 Hathaway Street	Massachusetts Electric Co; c/o Property Tax Dept	3.25	Unknown
S-22-0009	Remington Ave	New England Power Co; c/o Property Tax Dept	0.81	$182,600
S-22-0008	Brownell Street	New England Power Co; c/o Property Tax Dept	1.22	$223,900
O-15-0025	192 Baylies Street	Marques Georgina; Botelho Luis B	0.06	$174,000
O-15-0024	10 Dyer Street	Viera Filomena M	0.13	$234,900
O-15-0023	105 Pearce Street	Faria Maria Fernanda; Garcia Maria Graca	0.13	$201,500

Table 6-2 Assessed Value of Identified Acquisitions

PARCEL ID	ADDRESS	OWNER	PROPERTY SIZE (ACRES)	ASSESSED VALUE (2017)
O-15-0022	170 Baylies Street	Shum David	0.14	$171,500
O-15-0021	844 North Main Street	Marques Georgina; Botelho Luis B	0.07	$203,900
O-15-0019	870 North Main Street	Shum David Trustee; 840 Plaza Real Estate Trust	2.25	$1,944,500
O-15-0017	956 North Main Street	Daponte Jonathan J	0.08	$150,700
O-15-0016	127 Pearce Street	Dacamara Eduino; Dacamara Mary	0.13	$200,000
O-15-0015	121 Pearce Street	Marques Timothy; Silva-Marques Rebecca	0.10	$236,700
O-15-0014	928 North Main Street	Mendes Maria E; Mendes Irrevocable Trust; Silva Trustee Maria G	0.21	$304,400
O-15-0013	852 & 856 North Main Street	Patel Niragi; Patel Brijesh Mahesh	0.10	$317,200
O-15-0012	184 Baylies Street	Camara Antonio S; Camara Laureana A; Camara Joseph C	0.09	$179,700
O-15-0011	174 Baylies Street	Ayotte David W	0.06	$170,300
O-15-0008	753 Davol Street	Cotter Electrical Co Inc	0.38	$436,500
O-15-0005	948 North Main Street	Arruda John S; Arruda Maria; Tavares Hildeberto C	0.14	$202,900
O-15-0004	137 Pearce Street	Paiva Andrew Scott	0.09	$205,400
O-15-0003	11 Dyer Street	Chin Angela	0.16	$79,100
O-15-0001	825 Davol Street	Tetrault Real Estate LLC	0.82	$268,200
N-16-0032	Central Street	Commonwealth of Mass; Dept Environmental Mngmnt	1.18	$174,700
N-16-0016	Water Street	Edward J Nasser, II; Nasser Real Estate Trust	0.74	$130,600
N-16-0011	56 Water Street	Azar Jeanne Etali	0.40	$577,800
N-16-0009	28 Anawan Street	Megara Properties Massachusetts LLC	0.71	$620,600
N-16-0004	115 Anawan Street	SAS International, LLC	1.23	$556,500
N-16-0002	45 Anawan Street	Liberty Utilities (New England Natural Gas Company) Corp	2.06	$561,500
N-12-0013	Pond Street	New York Central Lines LLC	0.35	$2,800
N-12-0011	30 Pond Street	Commonwealth of Mass; c/o DCR	0.71	$230,200
N-12-0003	104 Anawan Street	Shane Landing, LLC	2.63	$1,239,100
I-02-0001	81 Ferry Street	Lee Francis LLC	8.28	$1,238,100

Of the funding sources identified in Table 6-1 that are currently available to the City, the City would expect to draw on a portion of the following three funds to support the goals of this urban renewal plan over the twenty-year life of the plan:

- HOME – average annual funding of $775,000
- CDGB – average annual funding of $2.6 million
- Chapter 90 – average annual funding of $1.9 million.

The project budget in Table 6-3 below estimates the potential costs over the twenty-year life of this urban renewal plan. The current assessed value of the properties to be acquired is known and is summarized below. Market conditions over the acquisition period may increase or decrease the value of those properties. Certain parcels may be acquired only in part or the rights may be acquired by easement (for example, the right to extend the Waterfront Boardwalk may be an easement rather than the acquisition of a full parcel).

Relocation costs can be significant, and will depend on the tenancy (the number of residents and/or businesses) at the time of acquisition. An estimate has been provided based on known tenancies as explained in *Section 10. Relocation*.

Not all actions proposed in this urban renewal plan will be undertaken by the FRRA. As noted earlier, the FRRA expects to work with developers using a Land Disposition agreement (LDA) to control the terms of the development. Construction and rehabilitation activities will be the responsibility of the developer after the LDA is executed. For this reason, those costs have not been included. Mitigation of environmental conditions may be a joint responsibility; the estimated costs for testing are included in this budget.

Finally, the funding for some of future impacts to this area are not within the control of either the FRRA or the City. The cost to realign Route 79/Davol Street and the investments in the South Coast Rail line and commuter platform are the responsibility of the Massachusetts Department of Transportation (MassDOT), and are not included in this project budget.

PROJECT EXPENDITURES	AMOUNT	SOURCE
Public Improvements		
Realignment of Connecting Roadways and Streetscape Improvements to City-owned streets connecting to the Route 79 improvements and Commuter Rail Platform *Based on estimated costs of planned streetscape improvements in the Downtown*	Approximately $8-10 million	Chapter 90 funds/ MassWorks
Extension of Bicentennial Park Trail/Waterfront Boardwalk	$800,000-$1.2 million	Seaport Economic Council Grant

Table 6-3 Urban Renewal Budget

PROJECT EXPENDITURES	AMOUNT	SOURCE
Infra-Space improvements	$8-10 million	MassDOT; Seaport Economic Council Grant; Land and Water Conservation Fund// Commonwealth Places
Restoration of Crab Pond and Firestone Pond	$2-10 million	FRRA/Land and Water Conservation Fund// Commonwealth Places
Total Estimated Public Improvements	$21-$31 million	
Environmental Mitigation Testing		
Shell Oil site and related parcels	$100,000-$300,000 depending on scope and level of environmental testing	FRRA
Mitigation of Crab Pond and Firestone Pond	$25,000-$50,000 depending on scope and level of environmental testing	FRRA
Total Estimated Mitigation Testing	$125,000-$350,000	
Project Costs		
Acquisitions per current Assessor's Valuation (see *Section 2. Characteristics Table 2-2.*) *Does not include new Route 79 parcels; may be adjusted by partial acquisitions of certain properties*	~$21.8 million	FRRA/Private developers
Appraisals (per project)	$5,000-12,000	FRRA/Private developers
Relocation Expenses (per resident or business)	$25,000-100,000	FRRA/Private developers
Planning, legal, financial, and administrative costs (per project)	$15,000-$75,000	FRRA/Private developers
New Construction/Rehabilitation of Existing Buildings	Not included	Private developers/ Opportunity Zone Program
Site preparation (per project)	$0.25-$1 million	FRRA/Private developers/ Brownfields Redevelopment Fund/ Opportunity Zone Program
Total Estimated Project Costs	$34-69 million	
Contingency (20%)	$11-$20 million	
Grand Total Urban Renewal Budget	$66- $120 million	

7. Requisite Municipal Approvals

This section contains the formal records of the following required actions:

- Vote of the Fall River Redevelopment Authority (FRRA) to support the Plan and move it into the approval process, at a meeting held on January 10, 2018.
- Determination of conformance with the *Fall River Master Plan* (2009-2020) by the Fall River Planning Board, at a meeting held on May 9, 2018.
- Opinion of Counsel for the FRRA/City Solicitor/ both, dated February 13, 2018.
- Vote of the Fall River City Council to approve the Plan for submission to Department of Housing and Community Development (DHCD), at a meeting held on xx, 2018.

Appendix E. Public Meeting Minutes and Notes contains the minutes from each of these meetings.

In addition, the Massachusetts Historical Commission receive notice of the public hearing held by the City Council on xx, 2018.

7.1 Fall River Redevelopment Authority

CERTIFICATE OF SECRETARY

I, **Joseph Oliveira,** hereby certify that I am the Secretary of the Fall River Redevelopment Authority, an urban renewal authority duly organized pursuant to M.G.L. Ch. 121B (the "Authority") and do further hereby certify that attached hereto as "Exhibit A" is a true, accurate and complete copy of the vote which has been duly adopted by the Members of the Authority at a meeting held on February 12, 2018. Said vote has not been amended or repealed and remains in full force and effect on the date hereof.

IN WITNESS WHEREOF, I have hereunto set my hand and cause this Certificate to be delivered this 12 day of Feb., 2018.

Joseph Oliveira

Secretary – Joseph Oliveira

"EXHIBIT A"

VOTED: Pursuant to Massachusetts General Laws Chapter 121B and 760 CMR 12.02, the Fall River Redevelopment Authority does hereby determine that the area within the boundaries of the Fall River Waterfront Urban Renewal Plan (Dated – Draft February 2018) constitutes a decadent, substandard or blighted open area and that the Fall River Redevelopment Authority does hereby approve the said Fall River Waterfront Urban Renewal Plan for consideration and approval by the appropriate municipal officers of the City of Fall River and by the Commonwealth of Massachusetts Department of Housing and Community Development.

7.2 Planning Board

Insert pages when ready

7.3 Opinion of Counsel for the FRRA/City Solicitor

BOGLE, DeASCENTIS & COUGHLIN, P.C.
COUNSELLORS AT LAW

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February 13, 2018

Fall River Redevelopment Authority
Attn: William G. Kenney, Chair
One Government Center
Fall River, MA 02722

Re: Certification of Fall River Waterfront Urban Renewal Plan

Dear Authority Members:

As counsel to the Fall River Redevelopment Authority I hereby certify as follows:

That I have reviewed the Fall River Waterfront Urban Renewal Plan (Dated – Draft February 2018) prepared and approved by the Fall River Redevelopment Authority. It is my opinion, and I do hereby certify to the Fall River Redevelopment Authority, that the said Fall River Waterfront Urban Renewal Plan is in compliance with applicable laws in all material respects.

This opinion and certification is made pursuant to 760 CMR 12.02(5).

Thank you for your attention to this matter.

Very truly yours,
Bogle, DeAscentis & Coughlin, P.C.
By: _____
John J. Coughlin

7.4 Vote of the City Council

Insert pages when ready

7.5 Massachusetts Historical Commission

Insert pages when ready

8. Site Preparation

Certain sites have been identified in *Section 2. Characteristics* as either sites that have environmental risks or have had such risks in the past. Development of any of these sites must follow the relevant requirements of the Environmental Protection Agency (EPA) and the Massachusetts Department of Environmental Protection (MassDEP). However, the waterfront is an urban environment, and not all sites with hazardous materials may have been identified. Buildings built prior to 1978 may have lead paint either in the material or the surrounding soil and older buildings may also have asbestos. The potential for hazardous materials should be evaluated on a case-by-case basis prior to the commencement of the project.

The Fall River Redevelopment Authority (FRRA) expects to work with a preferred developer to prepare a site or sites to conditions specified in the Land Disposition Agreement (LDA). This Urban Renewal Plan anticipates that both the former Shell Oil site and the Route 79/Davol Street parcels will require additional site preparation activities. These include dividing the larger area into appropriate parcel sizes, creating vehicular and pedestrian access, siting utilities for future development, and, where necessary, environmental remediation. Should the remediation of the Shell Oil site or other sites on which hazardous materials are present prove to be at a level that is too high for a private entity to mitigate, the FRRA may undertake the necessary environmental remediation. In the case of the Shell Oil site, the level of required mitigation is an unknown factor; it will depend on whether the eventual use is marine industrial, under the current requirements of the Designated Port Area (DPA), or another use that requires de-designation of the DPA and a higher level of mitigation.

For the parcels created by the Route 79/Davol Street realignment, the FRRA, the City, and Massachusetts Department of Transportation (MassDOT) should be equal partners in ensuring that the eventual realignment creates parcels that are developable at the density levels preferred by the City. The removal of the existing highway infrastructure can only be accomplished by MassDOT; the City will be responsible for connecting City streets and infrastructure. This Plan anticipates that the FRRA would work with both to create the conditions for successful redevelopment on the newly available land.

Initial funding for design, permitting, and construction for the Route 79/Davol Street realignment is included in the Capital Investment Plan (CIP) prepared by MassDOT for the 2017-2021 budget cycle. Additional funds are set aside for the preparation required for the South Coast Rail project. It is anticipated that the CIP will provide all funds for these two projects.

The acquisition of and the planning for the Shell Oil site is scheduled for later phases in this process as the mitigation requirements are dependent on the proposed land uses for this site. A water-dependent industrial use, consistent with the existing DPA, would require mitigation to a lesser standard than development of residential or an active recreational use. The need for public action will depend on the level of mitigation; the level of mitigation required for a residential/active recreation use would be difficult for the private market to achieve without assistance, given the expected levels of contamination from previous uses.

The FRRA anticipates that MassDOT would be responsible for the construction of a commuter rail platform but expects that either it or MassDOT or both would provide parking. The FRRA would work with one or more developers to provide surface or structured parking in the area around the proposed commuter rail platform; such parking be combined with additional development as the market allows. Table 2.2 identifies the parcels that may be acquired to support parking and adjacent development for the proposed platform.

9. Public Improvements

The public improvements described below are depicted in *Figures 2-32 through 2-35: Public Improvements* and related insets.

The public improvements have been divided into the phases outlined in the Implementation Plan.

Existing Improvements

These improvements are already underway, and will have an impact on the future actions described by this Plan.

City Pier and Marina

The Fall River Redevelopment Authority (FRRA) has begun improvements to the City Pier to prepare it for future use. Anticipated uses include the ability to dock excursion boats and ferries, with associated parking and ticket booth. A public marina is also under consideration with short- and long-term slips. The structures necessary to support these uses would be required on both land and water.

Phase I

Phase I improvements are those near-term public investments that signal the City's and the FRRA's commitment to the Waterfront and begin to attract the private investment need to bring this area to its full potential.

Bicentennial Park Trail and Waterfront Boardwalk

The FRRA and the City should collaborate on the extension of the Bicentennial Trail along the Waterfront. This will require the acquisition of a portions of the parcels owned by National Grid, as noted in Table 2.2.

Daylighting the Quequechan River

Another popular idea from the public process was to "daylight" – or open to public view and access – the historic Quequechan River, most of which, from the Plymouth Avenue area downstream, is today confined to underground conduits. The mouth of the Quequechan opens into the Taunton River under the Braga Bridge as it flows under the Central Street Bridge, into a quiet cove at Heritage State Park where there may be opportunities for small recreational watercraft such as kayaks, canoes or paddleboards and for enhanced landscaping to properly celebrate the river which gave birth to the city. Between the mouth and the historic Iron Works Nos. 6 and 7 Mill Complex the banks of the river are exposed as it passes under the Braga Bridge. Implementation of the Massachusetts Department of Transportation Infra-Space concept, in particular, Scheme 3, for this area would achieve a popular goal of providing more visibility and access to the river. The feasibility of visibility and access to the currently exposed Quequechan falls in the courtyard of the Iron Works complex and at the easterly boundary of that complex should also be given serious attention for the same reasons.

Improving the Ponds

Firestone Pond and Crab Pond are choked with vegetation, obscuring what could be attractive portions of the lower waterfront area. Firestone Pond is privately owned; any clean-up of the edge will require coordination with that property owner.

New Rights-of-Way

The FRRA and the City will need to coordinate the introduction on new public rights-of-way on land that has been assembled and reparcelized. The most likely candidate is the Shell Oil site which could be subdivided into smaller parcels, as envisioned in Figures 4-15 and 4-16. However, until the future use and development pattern is known, it is not possible to estimate the need for or potential extent of new public rights-of-way.

Phase II and III

Public improvements in these two phases are dependent upon the actions of MassDOT with respect to the Route 79/Davol Street realignment and the extension of the commuter rail.

Streetscape Improvements and Neighborhood Connections

MassDOT is responsible for the realignment of Route 79 and Davol Street, however, other improvements are required to take full advantage of the new road layout. Some of the streets that now dead-end at Route 79 will act as new connectors between the existing neighborhoods and the waterfront; these streets need to be functional, safe, and attractive for pedestrians, bicyclists, and vehicles. As noted in *Section 4.1. Plan Objectives*, MassDOT will need to ensure safe connections to existing roadways to allow for vehicular, bicycle, and pedestrian movements from the existing neighborhoods, through the realigned Route 79 and Davol Street, to the waterfront.

The City will need to consider additional streetscape improvements, including realigning the existing streets to ensure safe connections to the realigned Route 79/Davol Street and additional improvements in the southern portion of the waterfront area to achieve the goals of connecting the waterfront under the Braga Bridge and up to the downtown. Coordination with Battleship Cove, who now owns land on both sides of the bridge, and other property owners in this area will be critical to implementing these connections.

The FRRA and the City should include stormwater management improvements in any public infrastructure to continue to address the Combined Sewer Overflow (CSO) issues and ensure the improvement of the water quality of the Taunton River. Development guidelines should require that private property owners incorporate similar stormwater management techniques as they redevelop their properties.

Commuter Rail Platforms

The South Coast Rail extension proposed two commuter rail platforms, one at Pearce Street and a seasonal platform

at Battleship Cove. The location at Pearce Street is no longer available; a portion of the designated area has been redeveloped as a medical office. This Urban Renewal Plan suggests a second location, next to the original location but with its frontage on North Main Street. The Plan anticipates that the FRRA would help to acquire the site and would partner with MassDOT in the construction of public parking to support the platform. The medium-density scenario tests surface parking; the high-density scenario tests a parking garage with neighborhood retail along the ground floor of North Main Street.

As noted in *Section 4.1. Plan Objectives*, the commuter rail platform should be connected to the existing neighborhoods, the future development along the realigned Route 79/Davol Street Corridor, and the waterfront by a network of streets and sidewalks that are safe for vehicles, pedestrians, and bicyclists.

Public Parking

Parking will be needed to support the proposed residential, retail, commercial, transit, and recreational uses in the entire waterfront. The FRRA could help develop surface or structured parking, as appropriate. The parking should be strategically located to support specific areas, and not an after-thought that simply uses available vacant land.

Any parking strategy must also consider the availability of public transit, the growing popularity of ride-sharing services, and the development of autonomous vehicles. The trend for vehicle-ownership is declining, and while there will be a transition period, in the very long-term, the likely need for dedicated parking is expected to decrease.

MASSDOT CAPITAL INVESTMENT PLAN (CIP) 2017-2021

			APPROPRIATION	
		TOTAL COST	SFY 2017	SFY 2018-2021
	Corridor Improvements on Route 79/Davol Street	$81,290,000		$16,559,074
MBTA EXPANSION PROGRAM SOUTH COAST RAIL DESIGN AND PERMITTING	Bridge Repairs and Replacements	$367,200	$73,440	$293,760
	Culvert Repairs and Improvements	$440,640		$440,640
	Grade Crossing and Surface Improvements	$187,520	$77,360	$110,160
	Grade Crossing Signal Improvements	$793,152		$793,152
	Other	$367,200	$73,440	$293,760
	Reconstruct Grade Crossings	$528,768		$528,768
	Track and Right-of-Way	$1,140,765	$136,000	$1,004,765
	Wharf Yard & Runaround (South Extension)	$1,294,720	$1,294,720	

Table 9-1: MassDOT CIP 2017-2021

10. Relocation

If the Fall River Redevelopment Authority (FRRA) acquires all parcels identified for acquisition, the estimated number of businesses that may be displaced is approximately 34 and the estimated number of residential units that may be displaced is approximately 36, as shown in Table 10-1. These numbers are estimated based on a visual survey undertaken in December 2017 and information from the City Assessor's database. Relocation may be permanent or temporary, depending on the particular acquisition.

The FRRA will prepare a relocation plan for persons and/or businesses that must be relocated and are considered to be a displaced person as set out in MGL Chapter 79A, Section I, including a displaced person that must be relocated because of any public acquisition of land to fulfill the public purpose of this Urban Renewal Plan. The FRRA commits to a process that will accomplish the following goals, established by 760 CMR 27.00:

- A fair, equitable, and consistent treatment of the persons or businesses who are displaced through the acquisition
- Minimize the adverse impact of displacement on the residents and businesses and their community
- Prevent the closure of business

As required by 760 CMR 27.00, the FRRA will establish a relocation advisory agency prior to any acquisitions. The FRRA will file a relocation plan with the Bureau of Relocation (part of the Department of Housing and Community Development) for any project that displaces the occupants of more than five dwelling units or business units. This Plan recommends a pre-filing consultation with the Bureau of Relocation.

The relocation plan must meet the requirements of MGL 79A, the process outlined by 760 CMR 27.00, and federal laws related to relocation, including 49 CFR Part 24, as applicable. The plan must be approved by the Bureau of Relocation before the occupants are displaced by the acquisition.

The plan must be filed with the Bureau of Relocation at least 45 days before the anticipated date of the acquisition of the property, along with notification of the affected occupants of their rights and the available relocation assistance and payment prior to the at acquisition of the property. However, DHCD recommends filing the relocation plan at least 180 days in advance of the beginning of relocation activities to allow sufficient review of the plan and to accommodate the 120-day Notice to Vacate required for permanent displacement of a displaced person or business.

PARCEL ID	ADDRESS	OWNER	ESTIMATED RELOCATION
None	Route 79/Davol Street	Massachusetts Department of Transportation/City of Fall River	N/A
T-15-0033	No Main Street	Weavers Cove Industrial Park LLC; c/o Thibeault Development LLC	N/A
T-15-0002	No Main Street	New England Power Co; c/o Properties Dept	N/A
T-03-0024	77 Weaver Street	Albernaz Paul P; Teixeira Scott	1 business
T-03-0020	75 Weaver Street	Weaver Cove Mill; c/o Gary Pave	
T-03-0017	93 Weaver Street	Albernaz Paul P; Teixeria Scott	2 businesses
T-03-0010	75 Weaver Street	Stanley Street Treatment and Resources Inc	N/A
T-02-0001	No Main Street	Weavers Cove Industrial Park LLC; c/o Thibeault Development LLC	N/A
T-01-0038	2680 North Main Street	Weavers Cove Industrial Park LLC; c/o Thibeault Development LLC	N/A
S-22-0014	W End Remington Ave	Verizon New England Inc; c/o Duff and Phelps	N/A
S-22-0012	1190 Davol Street	1244 Davol Realty Associates LLC	N/A
S-22-0006	1148 Davol Street	1148 Davol Street LLC	3 businesses
S-22-0002	201 Remington Avenue	1148 Davol Street LLC	N/A
S-22-0001	223 Remington Avenue	St Pierre Michael; St Pierre Debra	3 residential units
S-21-0013	Davol Street	Commonwealth of Mass; DPW	N/A
S-21-0007	1338 Davol Street	D&S Marine Inc	1 business
S-21-0006	1244 Davol Street	1244 Davol Realty Assoc LLC	1 business
S-21-0001	Davol Street	Commonwealth of Mass	N/A
O-22-0011	175 Baylies Street	Cotter Electrical Co Inc	N/A
O-22-0005	729 Davol Street	Raposa James M	1 business
O-20-0002	1 Hathaway Street	Massachusetts Electric Co; c/o Property Tax Dept	N/A
S-22-0009	Remington Ave	New England Power Co; c/o Property Tax Dept	N/A
S-22-0008	Brownell Street	New England Power Co; c/o Property Tax Dept	N/A
O-15-0025	192 Baylies Street	Marques Georgina; Botelho Luis B	3 residential units
O-15-0024	10 Dyer Street	Viera Filomena M	1 residential unit
O-15-0023	105 Pearce Street	Faria Maria Fernanda; Garcia Maria Graca	1 residential unit
O-15-0022	170 Baylies Street	Shum David	N/A

Table 10-1: Anticipated Relocations from Identified Acquisitions

PARCEL ID	ADDRESS	OWNER	ESTIMATED RELOCATION
O-15-0021	844 North Main Street	Marques Georgina; Botelho Luis B	3 residential units
O-15-0019	870 North Main Street	Shum David Trustee; 840 Plaza Real Estate Trust	5 businesses
O-15-0017	956 North Main Street	Daponte Jonathan J	2 residential units
O-15-0016	127 Pearce Street	Dacamara Eduino; Dacamara Mary	3 residential units
O-15-0015	121 Pearce Street	Marques Timothy; Silva-Marques Rebecca	3 residential units
O-15-0014	928 North Main Street	Mendes Maria E; Mendes Irrevocable Trust; Silva Trustee Maria G	6 residential units
O-15-0013	852 & 856 North Main Street	Patel Niragi; Patel Brijesh Mahesh	1 business
O-15-0012	184 Baylies Street	Camara Antonio S; Camara Laureana A; Camara Joseph C	2 residential units
O-15-0011	174 Baylies Street	Ayotte David W	3 residential units
O-15-0008	753 Davol Street	Cotter Electrical Co Inc	1 business
O-15-0005	948 North Main Street	Arruda John S; Arruda Maria; Tavares Hildeberto C	3 residential units
O-15-0004	137 Pearce Street	Paiva Andrew Scott	3 residential units
O-15-0003	11 Dyer Street	Chin Angela	
O-15-0001	825 Davol Street	Tetrault Real Estate LLC	
N-16-0032	Central Street	Commonwealth of Mass; Dept Environmental Mngmnt	
N-16-0016	Water Street	Edward J Nasser, II; Nasser Real Estate Trust	
N-16-0011	56 Water Street	Azar Jeanne Etali	4 businesses
N-16-0009	28 Anawan Street	Megara Properties Massachusetts LLC	
N-16-0004	115 Anawan Street	SAS International, LLC	4 businesses
N-16-0002	45 Anawan Street	Liberty Utilities (New England Natural Gas Company) Corp	1 business
N-12-0013	Pond Street	New York Central Lines LLC	
N-12-0011	30 Pond Street	Commonwealth of Mass; c/o DCR	
N-12-0003	104 Anawan Street	Shane Landing, LLC	8 businesses
I-02-0001	81 Ferry Street	Lee Francis LLC	1 business

TOTAL NUMBER OF RESIDENTIAL UNITS: 36

TOTAL NUMBER OF BUSINESSES: 34

11. Redeveloper's Obligation

Redevelopers within the urban renewal area will be subject to the City's zoning ordinance, as may be revised according to the recommendations of this Plan. Redevelopers of all property within the urban renewal area will also be subject to the urban design guidelines in *Section 4.3. Design Guidelines.*

The Fall River Redevelopment Authority (FRRA) may sell or lease land it owns within the boundary of this Urban Renewal Plan to a redeveloper or redevelopers who will undertake a project on the site. Such sale or lease shall be undertaken in accordance with the disposition process outlined in *Section 12. Disposition*. The FRRA may choose to issue a Request for Interest (RFI) or Request for Proposal (RFP) to identify potential redevelopers. The RFI or RFP will require that any project meet the objectives of this Urban Renewal Plan as described in *Section 4. Objectives*. Response must include a detailed narrative that includes, but is not limited to, the following requirements:

- The proposed development, including proposed land uses.
- How the proposed development will meet the objectives of this Urban Renewal Plan
- The parties involved (ownership, development team, etc.)
- Any public improvements required for the proposed project
- The proposed timeline to completion of construction
- Pro forma for the project and available financial resources
- Relevant experience and related references
- Proposed job creation, including temporary and permanent jobs

In accordance with the Department of Housing and Community Development's Urban Renewal Regulations at 760 CMR 12.00, the selected redeveloper will be subject to a Land Disposition Agreement (LDA). This agreement will define any requirements specific to that property and any requirements the FRRA has for the development of property in general.

The FRRA will establish the following requirements within the LDA:

- Development of the parcel(s) must follow the relevant design guidelines in this Urban Renewal Plan
- All improvements must be completed in accordance with the objectives of the Urban Renewal Plan
- All improvements must be completed within a reasonable time frame
- The project will be subject to the City's relevant project approval process

In addition, the FRRA may require performance standards relative to the timing and completion of construction within the LDA.

DHCD must approve the LDA.

12. Disposition

The Fall River Redevelopment Authority (FRRA) has not yet identified a developer or developers for the parcels listed in Table 2-2 and depicted in *Figures 2-24, 2-25, 2-26,* and *2-27.* Any disposition must meet the relevant requirements of Massachusetts General Laws (MGL) Chapter 121B and Chapter 30B. Under these two chapters, the sale, lease, or acquisition of residential, industrial, or commercial real property by a redevelopment authority engaged in the development and disposition of real estate in accordance with an approved plan, is exempt from public disposition procedures required of all other local government bodies.

However, any parcel of land to be sold or otherwise disposed of by the FRRA must meet the requirements of 760 CMR 12.05. This includes an independent disposition appraisal of the parcel. The criteria for determination of the disposition price of the parcel are detailed in 760 CMR 12.05. The Department of Housing and Community Development (DHCD) must approve both the disposition price and the Land Disposition Agreement (LDA) between the FRRA and the purchaser.

The sale, lease, or development (redevelopment, rehabilitation or new construction) of any property controlled by the FRRA must be in accordance with the objectives of this Urban Renewal Plan.

The FRRA will periodically assess the progress of this Plan's implementation and identify other properties for disposition or remove any properties identified in the list of dispositions that have subsequently been developed according to the requirements of this Urban Renewal Plan. Changes to the plan are governed by 760 CMR 12.03, as outlined in *Section 15: Process for Future Changes*.

13. Citizen Participation

13.1 Participation in Plan Development

Citizen participation in the development of this Urban Renewal Plan involved the following:

- The appointment of, and subsequent meetings with, a Citizens' Advisory Group (CAG)
- Two public workshops
- An Open House on May 23, 2017, attended by Mayor Correia, Fall River Redevelopment Authority (FRRA) Chairman William Kenney, and the consultant team, followed by a three-week presentation board display in the atrium of Fall River's City Hall where the public had the opportunity to deposit comments in a suggestion box

The FRRA and the Fall River Planning Division advertised these efforts though a variety of channels, including posting on the City's website and notifications to local media. The consultant team provided English-, Spanish-, and Portuguese-language flyers to aid in these efforts.

All public meetings, including those with the FRRA, were recorded by Fall River Government Television and are available for streaming, free of charge, on the organization's website, frgtv.fredtv.us.

Roles and Responsibilities of the CAG

The roles and responsibilities of the CAG were as follows:

- Provide input on the topics related to the Urban Renewal Plan
- Review and comment on materials prior to the public meetings
- Review and comment on results received from the public meetings
- Review and comment on the draft Urban Renewal Plan
- Reach out to other community members to inform them of the process and encourage them to participate in the public workshops

The CAG members were:

- Peter Cabral *Co-Owner of the Cove Restaurant*
- Representative Carole A. Fiola *Representative for the 6th Bristol District of the Commonwealth of Massachusetts*
- Michael Lund *Owner of Borden Light Marina*
- Frank Marchione *President of the Fall River Office of Economic Development; Catahoula Corporation*
- John McDonagh *Executive Director, Battleship Cove Museum*

The CAG first met in January 2017. During this session, members were introduced to urban renewal plan framework and the their associated role. The urban renewal area was presented, as well as the consultant team's initial analysis, including Route 79 and connections to the waterfront, infrastructure and environmental conditions, economic conditions and market trends, land use and ownership, development history and urban design. During this meeting, CAG members discussed the urban renewal area boundary, the potential construction of a methadone clinic on the

waterfront, and the future commuter rail line. The urban renewal area boundary was altered in response to the CAG's comments.

A second CAG meeting took place in April 2017. This meeting included a presentation of fit studies, implications of the economic, regulatory, and circulation analyses completed by the consultant team; and an overview of the decisions required for the Urban Renewal Plan and the Approval Process. During this meeting, CAG members expressed support for the consultant team's proposed circulation route near the Remington Avenue-Brownell Street area. They also asked that the consultant team take additional time to consider the southern portion of the waterfront urban renewal area; they saw potential for the area to function as an "Edutainment" district, which would be anchored by existing institutional and arts uses such as Battleship Cove, the Marine Museum, and the Narrows Center for the Arts.

Public Workshops

The planning process involved two public workshops, one in February 2017 and a second in April 2017. Each workshop was divided into two parts: (1) a presentation that provided information and research about the urban renewal plan and posed questions to be answered during the workshop, and (2) an interactive session designed to engage participants and ask them to apply their knowledge of the area and the information they had just received to answer the questions posed during the presentation. In both workshops, attendees were invited to complete comment cards with their questions, concerns, and ideas relating to the Plan.

The February public workshop featured an introduction to urban renewal plans, followed by the presentation of the consultant team's analysis. The interactive session took the form of a visual preference survey. Here, attendees were given score cards and asked to evaluate a series of projected images based on whether they felt the image would be a good fit for Fall River's waterfront. A summary of the results of this survey are available in *Section 4. Plan Objectives.* The February public meeting can be viewed online at http://vod.frgtv.us/video/203310051.

The April public meeting explored three actions relating to the question, "What could the waterfront be?". These were strengthening current assets (arts, museums, and parks), developing a new community around Route 79 and Davol Street, and rehabilitating land for jobs. For the interactive portion of the workshop, attendees participated in a Data Walk in which they circulated around presentation boards depicting key components of the consultant teams' analysis, and early drafts of the Plan. Members of the consultant team stood by each board and listened to attendees' feedback and responded to questions. The April public meeting can be viewed online at http://vod.frgtv.us/video/215207701.

Open House and Presentation Board Display

In an effort to hear feedback from a greater portion of the Fall River community, the consultant team worked with the Fall River Planning Division to host an Open House on the Urban Renewal Plan. The Open House, which took place May 23, involved a speech by Mayor Correia,

followed by questions from the press. FRRA Chairman William Kenney and members of the consultant team then stood by presentation boards while attendees circulated around the room. Boards remained in the City Hall Atrium for two weeks after the event and community members were invited to review the materials and leave comments in a suggestion box. The Open House can be viewed online at http://vod.frgtv.us/video/219090520.

Approval Process: Winter 2018

The FRRA met on January 10, 2018 and voted to determine that the urban renewal area met the criteria for blighted, decadent, and substandard conditions.

Additional meetings for the approval process included a meeting with the Planning Board on May 9, 2018 and a meeting with City Council on xx.

Record of Public Participation

Materials from the CAG meetings, the public workshops, the Open Houses and community meetings, and from the surveys are provided in *Appendix D. Public Engagement Materials*.

13.2 Participation in Project Execution

The FRRA is responsible for the implementation of this Urban Renewal Plan.

Future Public Involvement

Meetings of the FRRA are public meetings and are thus subject to the Open Meeting Law of the Commonwealth of Massachusetts. As described in *Section 15. Process for Future Change*s, a major plan update would require the same public process as the preparation of this Urban Renewal Plan. Any use of eminent domain requires a public process, as stipulated by Massachusetts General Laws Chapter 79 and by the requirements of Chapter 121B, the enabling legislation for this Urban Renewal Plan.

To capture the existing institutional knowledge about this plan and the planning process, the FRRA will convert the CAG into a working group that can review the progress of this urban renewal plan on an annual basis. As more businesses, residents, and nonprofit organizations move to the area, the FRRA should expand this group to include additional members, representative of the new mix of waterfront activities.

14. Massachusetts Environmental Policy Act (MEPA)

The Fall River Redevelopment Authority filed an Environmental Notification Form (ENF) under the Massachusetts Environmental Policy Act (MEPA). Appendix H contains the ENF filed with the Executive Office of Energy and Environmental Affairs (EEA) on **xx.**

15. Process for Future Changes: 760 CMR 12.03

In accordance with 760 CMR 12.03, changes to the Plan may be made any time during implementation, including changes to the following: property/parcel designations such as acquisition, clearance, disposition, rehabilitation, and new construction. Plan changes are divided into two types: a minor plan change and a major plan change.

Minor Plan Change

The Fall River Redevelopment Authority (FRRA) must submit all proposed minor and major plan changes to Department of Housing and Community Development (DHCD) for approval, along with a resolution authorizing the plan change. However, the following minor plan changes do not need DHCD approval:

1. Granting or receiving easements for utilities
2. Confirmatory takings for the purpose of title clearing
3. Tax foreclosures
4. Conveying non-buildable lots of less than 5,000 square feet to owners of adjacent parcels
5. Acquiring an interest in property made available through a discontinuance of a public way
6. Transfer of a property interest to or from another public entity

Major Plan Change

Major plan changes require the same process as the initial preparation of this plan:

- Evidence of public outreach
- A Public Hearing
- Determination by the Planning Board that the plan is in conformance with the City's comprehensive plan
- Approval by the City Council

DHCD must approve a major plan change. A major plan change is defined by DHCD as a significant change to any of the basic elements of the approved urban renewal plan, including characteristics, objective, public improvement, redeveloper's obligations, or disposition. This would include changes to the boundary of the plan and identifying a parcel for acquisition that had not previously been so identified.

Additional requirements are provided in 760 CMR 12.03.

16. Severability

Should any section, paragraph, or provision of the Plan be rendered unconstitutional, or invalid, such decision shall not affect the whole or any part thereof other than the part so decided to be unconstitutional or invalid.



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Prepared for the Fall River Redevelopment Authority

Harriman • FXM Associates • Fitzgerald & Halliday