



Concept Plan and Implementation Strategy

# Pleasant Street Corridor

Town of Watertown, Massachusetts

November 1, 2007

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## 1. OVERVIEW

In March 2007, the Watertown Town Council established a six-month moratorium on development for the Pleasant Street Corridor. The purpose of the moratorium was to allow the Town Council, staff, and constituents to determine the appropriate response to several proposed residential projects in the I-3 district, which has been traditionally industrial but allows housing with a Special Permit.

To help create a vision plan and implementation strategy for the Corridor, the Town Council engaged Sasaki Associates and ZHA, Inc. in April 2007. The 175-acre study area encompasses the entire I-3 district, which extends from Myrtle Street to the Waltham town line and from the river upland to the Waltham Street/Acton Street area. The project was designed to include extensive public process to create solutions that draw people together and to recognize shared interests and necessary trade-offs.

Prior to the moratorium, many different perspectives had been expressed about the desired future of the Corridor. To understand these, the project team began their work by interviewing a number of stakeholders, including Town Councilors, representatives of the Planning Board and the Zoning Board of Appeals, Town staff, private property owners, the Jewish Community Day School, and non-profit organizations representing diverse interests such as housing, the environment, and transportation.

In June 2007, the stakeholders and the public were invited to a community workshop, or design charrette, to discuss the primary issues and to work together to create alternative plans for the Corridor. At this workshop, the project team presented analyses of the natural systems, history of development, property ownership, and transportation, and discussed the market and economic issues as well as the likely fiscal impacts of development.

The ideas generated in the Charrette became the basis for a draft development plan, which was presented in August and again in September 2007. The September meeting was also a forum for presenting initial zoning concepts and implementation strategies for the Corridor. The context, the plan and the implementation strategy are discussed below.

## **2. GOALS**

In discussion with the stakeholders and the charrette participants, a number of goals were established to guide the planning and the long term future of the corridor.

### **1. Create a Comprehensive Vision**

- Define the character of the corridor
- Develop at an appropriate scale and size
- Improve quality of life and beautify the area
- Maintain diversity
- Create a mix of uses

### **2. Enhance Connections and Open Space**

- Create and connect places
- Improve access to the Charles River
- Protect riparian habitat
- Manage stormwater
- Calm traffic on Pleasant Street; manage traffic impacts
- Explore means to improve transit, bike and pedestrian access

### **3. Support the Bottom Line**

- Maintain and enhance the Town tax base
- Reflect market realities
- Provide incentives for development
- Construct appropriate development

### 3. ANALYSIS

#### Town Context

In Watertown, industrial districts lie along the riverfront, the rail lines, and near the Arsenal, reflecting the historic patterns of settlement, transportation, and energy. The redevelopment of the Arsenal over the last 30 years represents an amazing transformation of vacant industrial land into a major mixed use facility that includes retail, housing, office/research and development (R&D), and civic uses as well as open space. This project contributes to the fiscal base of the town as well as providing necessary services and amenities to Town residents. Other nearby office development reflects that strong locational advantages of this eastern part of Town with its proximity to Cambridge, the river, and the regional road network along the river.

The commercial core of the Town centers on Watertown Square, which is a ten to 30-minute walk away (0.5 miles to 1.7 miles) from the Pleasant Street Corridor. Multifamily housing is found along Mount Auburn Street, Galen Street, around Watertown Square, and overlooking the river along Coolidge Street. The remainder of the town is one and two family residential neighborhoods. The Town is fortunate to have large upland open spaces such as Mount Auburn Cemetery, Whitney Hill, and the Gore Estate, as well as major active parks such as Filipello Park, Moxley Field, and Victory Field. The Charles River is a signature feature for the Town, with continuous trails and parks between Cambridge and Watertown Square, and a continuous trail extending west out of the Square toward the Pleasant Street area.

Approximately nine percent of the total town land area is dedicated to industrial uses (see Table 1), but this represents only four percent of the tax revenues. Residential uses are only half of the land, but are more densely settled and have higher value, generating 80 percent of the assessed value. Commercial uses, which includes both retail and office, has high values but low intensity of land, so the percent assessed values are lower than the percent of land area.

**Table 1. Distribution of Uses in the Town of Watertown**

Uses	Land Area	Building Area	Assessed Value
Residential	54%	73%	80%
Commercial	20%	14%	12%
Industrial	9%	7%	4%
Civic/Park	9%	5%	3%
Vacant/other	9%	-	-
Totals	1,859 ac	46.7 million sf	\$6.1 billion

The Pleasant Street Corridor is one of several Industrial Zones in the town: the I-1 district encompasses both malls on Arsenal Street; the I-2 zones are along Nonantum Road on the South Side, and on the west side, between the railroad tracks and Nichols Avenue and along both sides of Arlington/Grove Streets. The other I-3 Districts lie along Coolidge Hill Road, Coolidge Avenue, and Arsenal Street.

## **Historic Development**

The earliest settlements of this western part of town were farmhouses built on the bluff along Main Street, with property lines extending down to the riverfront. The riverfront and its falls were attractive to industry as well. By 1830, the Aetna Mills were one of the first factories in Town, situated along the river on the high ground next to the bridge. The railroad came through this area in the late 20<sup>th</sup> century and other industries sprang up along its length, including the Crystal Springs Starch Works (later the Bemis Mills) near the present day Haartz Mason site and the Watertown Rubber Company at the foot of Lexington Street. the Nonantum Coal Company occupied the northeast corner of the Bridge and Pleasant Street intersection.

As early as 1904 the neighborhood streets east to Bacon Street are built and only Rutland and Stanley exist in the western sector, connecting Pleasant Street to Main Street. In 1923 the stream that provided an outlet from the small ponds below the Gore Estate is still evident; by 1951, this stream was buried in culverts. During the 1920s the neighborhoods along Acton Street continued to grow, with neighborhoods expanding east to Rosedale and Bromfield and Evans added in the western side.

The land behind the current Russo's store was used as the Town dump throughout the early 20<sup>th</sup> century, creating settlement and perhaps contamination issues to this day. The cold storage facility was built on the current Repton Place site. By 1951, the Haartz Mason occupied the riverfront near the foot of Bacon Street, creating coated fabrics and leaving environmental contamination behind.

## **Land Uses and Ownership**

The 1.2 mile long Pleasant Street Corridor has a patchwork of uses today, including light industrial, warehouse, contractor yards, automobile related uses, small fabrication shops, research and development for medical devices, animal hospital, grocery stores, and residential. A significant amount of the land is vacant or is generally underutilized with one story buildings, parking, and other low intensity uses. West of Bridge Street, the properties are held in

large tracts by a few owners, while east of Bridge Street, the pattern is many owners and smaller parcels.

Very few industrial uses remain, with Fluid Management on its riverfront site one of the few. A number of warehouse facilities exist in this portion of the Corridor as well. Over the years, automobile uses such as Penta and Peter Fuller have benefited from the relatively low cost of a land. Building contracting uses are a well represented sector, with businesses such as J.C. Cannistraro, LLC, mechanical contractors, F.D Sterritt Lumber, and Julian Crane & Equipment Company.

Key sites in the district lie vacant. The large parcel owned by UBS just below the Gore Estate is used for truck parking but is largely vacant. The former Haarz Mason building sits vacant, as does the building next to fluid mechanics. The abandoned railroad right-of-way is in both public ownership (parking lots off Main Street, a Department of Public Works yard, and vacant land) and in private ownership (parking, warehouse structures, etc.). The City of Cambridge still retains a right-of-way for its water lines through this area.

In recent years a cluster of biotech, medical devices, and media have grown along the corridor, with Boston Scientific an early leader who is now relocating the rest of their operations out of the historic Aetna Mills to the western suburbs. Others that remain include Exerigen, Pulpdent, and a number of smaller research and development firms in the Cannistraro office building. In the small business parks west of Bridge Street a whole range of small businesses operate including light manufacturing, media, and service companies.

Grocery stores have become prominent in the last several years including A. Russo and Sons and Stop and Shop. Within the last five years, the cold storage facility was redeveloped into 385 units of residential condominiums, known as Repton Place. The Town of Watertown operates the Town Rink on a riverfront site near Russo's and the State Department of Conservation and Recreation owns the small park next to the rink. On a portion of the UBS site, the Jewish Community Day School has a long term lease and operates a K-8 school that draws approximately 165 students from around the Boston metropolitan area.

## **Open Space Resources**

The Pleasant Street Corridor has spectacular natural resources and recreational opportunities in the midst of the industrial district. Along the northern edge of the district the Gore Estate sits on high ground

overlooking the river, representing an important upland open space. A stream that once flowed from the Gore Estate to the river has been covered over, but a series of small ponds in the area still exist. The ponds, however, are largely invisible and are difficult to access.

The Charles River defines the southern edge of the district along the Newton line. The river represents an important habitat resource for birds and other wildlife. Fabulous regional bicycle and walking trails follow the river, connecting the Town downriver all the way to Boston and upriver to Waltham, reaching close to Moody Street. The Watertown segment of the river is one of the few locations where private property backs up to the river, presenting an opportunity for riverfront cafes but also creating a challenge for public access and active riverfront uses in the current configuration.

The former railroad right-of-way, which is owned by the Town of Watertown between Main Street and Howard Street, provides a unique opportunity to create a continuous open space system from Saltonstall Park to Moxley Field to the Charles River park system. This important link between Main Street and the river will improve visibility and access to the Pleasant Street Corridor and the riverfront.

## **Community Context**

Established residential neighborhoods lie within a quarter mile of Pleasant Street between Myrtle Street on the east and Edwards Street on the west. These neighborhoods have a mix of one and two family houses, providing both rental and home ownership units. A few multifamily buildings exist along Bridge Street. Supporting retail is found at the Bemis Market, and in small stores along Main Street, and in Watertown Square.

Across the river in Newton, the area is predominantly residential neighborhoods, with a small shopping district in Nonantum, larger footprint stores along California Street, and light industrial and office uses in old mill buildings. To the west in Waltham, large big box retail fronts on both sides of River Street, and a large Lowes home improvement store has been proposed for the corner of Seyon and Pleasant Street on the former Raytheon site.

Reaching the river and its trails from Watertown neighborhoods is challenging. The lack of pedestrian crossings on Pleasant Street, the speed of the traffic, and the lack of lateral connections between buildings exacerbate this situation. The pedestrian environment along Pleasant Street and in the general area is hostile at best, with a lack of a continuous sidewalk on both sides, lack of active uses, too many curb cuts, and poor condition of the road in general.



## **Transportation and Access**

The Pleasant Street Corridor lacks direct proximity to any regional highway system. The closest access to Route 128/I-95 is a four mile journey along Main Street (Routes 117/20) through the middle of Waltham. From the Massachusetts Turnpike (I-90), the two-mile route follows Galen Street either to California Street or through Watertown Square to Main Street/Route 20.

Local access from Main Street/Route 20 to the parallel Pleasant Street is difficult since there are limited cross streets. The streets between Main Street and Waltham Street are predominantly residential. Seyon Street in Waltham is the only street that connects Main, Waltham, and Pleasant Streets, and Bridge Street is the only cross street that connects Waltham Street and Pleasant Street. In the eastern portion of the corridor, Howard Street is the official truck route connecting Main Street and Pleasant Street, and Myrtle/Waverly provides another important connection as a through street that connects all the way to Belmont and the regional highway system to the north. The cut-through traffic on neighborhood streets is a significant issue to residents.

To address some of the local roadway issues, the Town has been awarded \$8.5 million to rebuild Pleasant Street, a project that will go out to bid this winter and begin in the spring of 2008. The design for this project was done several years ago and the State Transportation Improvement Program funding was announced only last year.

Watertown is a transit hub with buses and trolley buses connecting to Harvard Square, Central Square, Waltham, Needham, and Newton, and express buses to Back Bay and downtown Boston. The Pleasant Street Corridor, however, has limited public transit service. The MBTA Route 70/70A bus on Main Street has 75 buses in each direction per day connecting Waltham, Watertown Square, and Cambridge. This line lies fairly close - within a five to ten minute walk of Pleasant Street - but becomes increasingly hard to access on foot as one moves west, especially between Bridge and Seyon Street. The MBTA #558 has multiple stops along Pleasant Street before turning onto Bridge Street and continuing to Newton Corner where it becomes an express bus to Boston, but has only three peak hour buses per day.

#### **4. MARKET, ECONOMIC, AND FISCAL CONSIDERATIONS**

The underutilized land within the district provides a unique opportunity to shape future development. The study area is well positioned in the market place and has the potential to offer high quality amenities such as waterfront properties. In the near term, residential uses are likely to have the highest demand for riverfront land. Since residential uses are the most intensive use of the land, they can generate fiscal revenues similar to office even though the tax rates are different. Incentives may be necessary to attract high quality office and/or research and development businesses. Neighborhood retail and restaurants provide an important amenity to office and residential uses and may also require incentives to locate in the district, especially in the near term.

##### **Fiscal Impact Analysis**

The fiscal impact was analyzed using Sasaki's SmartPlan software. This tool models different uses and densities against the projected revenues and costs of development. Traffic generation was also analyzed as part of the model, since the highest value uses typically generate the most traffic, suggesting that trade-offs are necessary to achieve the best possible outcome.

The assessment of fiscal impacts required a judgment of likely redevelopment parcels and an assignment of use and density for each parcel. Typical development costs were estimated for each use, and the Town tax rate for residential and commercial properties was entered as a factor. To understand the relationship between costs and land uses, the most recent Town budget was analyzed to categorize the types of costs and to apportion them based on the relative proportion of land area, building area, or assessed value Town-wide. This approach generated a revenue-to-cost ratio for each use.

The development of a program requires balancing a number of different factors some of which work against each other: character as defined by use and density, traffic and other impacts, net tax revenues, and market demand, among others. While office uses have the potential to generate the most tax revenues that does not necessarily mean there is a market to absorb such development.

Typical densities that helped inform the plan are shown in Table 2.

**Table 2. Typical Densities**

Use	Project	Units per Acre	Floor Area Ratio
Residential	Acton Street Single Family Block	8	
	East Watertown Two Family Block	20	
	Repton Place	29	
	River Lofts	35	
	Archstone Apartments	60	
	Hamilton & Whitney	80	
Office/R&D	Galen Street Offices		1.8
	Aetna Mills Site		1.2
	Arsenal on Charles		0.6
	Two to three story, surface parking		0.3
Retail	Russo's		0.3
	Mixed use Lifestyle Center		1.0

*Note: Aetna Mills does not include surface parking across Pleasant Street*

Traffic generation varies considerably by type of use and time of day. Retail and restaurant uses are by far the highest generators so a little of this use goes a long way. Retail may generate trips throughout the middle of the day and on weekends, while restaurant use may peak in the evening hours. Office and R&D have the highest number of trips per square foot of building and these trips are concentrated in peak hours when traffic is most congested. Residential trips from multi-family housing may be about the same number of trips per day as office, but these trips are spread throughout the day, taking advantage of excess roadway capacity in off-peak hours.

Approximately 50 acres of development were identified as potential for redevelopment over time (including the five acre Aetna Mill site as building reuse). The tax assessment today on these properties is \$306,000, and these uses generate about 800 pm peak trips. The net revenues, costs and trips for a number of different uses are shown in Table 3.

**Table 3. Fiscal Analysis**

Use	Program	Revenue (\$1,000)	Cost (\$1,000)	Net Fiscal Impact (\$1,000)	PM Peak Trips
Replace Existing				(\$306,352)	(800)
Single Family Residential	345 units	\$2, 183	\$3,763	(\$1,578)	(452)
Multi-Family/ Town houses	1,434 units	\$5,905	\$5,209	\$696	60
Office	1.6 million sf	\$7,993	\$2,047	\$5,945	1,585
Mixed Use	*	\$7,000	\$3,788	\$3,211	669

\* See program below

The mixed use program analyzed in the fiscal impact is based on the following mix:

- R&D 394,000 gsf
- Office 248,000 gsf
- Retail 44,000 gsf
- Townhouses 189 units
- Multifamily 575 units

The economic framework below describes the attributes of the district and its context.

**Economic Framework**

Watertown lies six miles from downtown Boston. At \$85,110, Watertown's average annual income in 2006 is close to the median income for the Boston metropolitan statistical area (\$82,400). The surrounding towns of Belmont, Cambridge, Newton, and Waltham bracket Watertown, with average incomes ranging from \$74,000 to \$135,000.

Between 1997 and 2002, Watertown added 1,100 jobs, but the profile in jobs changed dramatically. Reflecting Watertown's strategic location close to Boston and Cambridge, the job increases in Watertown have been primarily in the health, professional, scientific, technical, and information sectors (a total increase of over 2,000 jobs). Retail, food service, education, and real estate represent smaller increases. By far the biggest loss of jobs has been in the manufacturing sector, which lost 2,000 jobs, reflecting a national trend that is particularly evident in the Pleasant Street Corridor.

Compared to neighboring towns, Watertown has relatively high residential and commercial taxes (Table 4). On residential

properties, Watertown's tax of \$10.45 per \$1,000 assessed value is the highest in the area. Commercial tax rates in the area range from \$10.31 in Belmont to a high of \$22.97 in Waltham. At \$19.15 per \$1,000, Watertown is the second highest.

**Table 4. Tax Rate per \$1,000 Assessed Value**

Municipality	Residential	Commercial
Watertown	\$10.45	\$19.15
Belmont	\$10.31	\$10.31
Cambridge	\$7.48	\$18.30
Newton	\$9.33	\$17.64
Brookline	\$9.73	\$15.88
Waltham	\$9.97	\$22.97

The housing market has seen rising values. Between 2001 and 2006, the price per square foot for all homes has risen from \$229 to \$249; one bedroom homes have risen more dramatically from \$275 to \$363 per square foot. Since most of Watertown is built out in existing residential neighborhoods, the rise in building permits reflects a few significant projects in the last six years, with 150 new units in 2002 with the Archstone Apartments and 200 new units in 2006 with Repton Place. A more typical year sees between 10 and 40 permits per year.

Watertown is part of the West/Mass Pike sub-market for office space. This area has approximately eight million square feet of office, with a relatively low vacancy rate of seven percent. The small West/Mass Pike land area represents about seven percent of the total office space in the Boston metropolitan area. Downtown Boston including South Station and Back Bay control almost half of this market (42 percent) and Cambridge has another 11 percent. Since 2002, the office market has been flat or in slight decline, which has translated into a decline in office rents from \$47 to \$34 for Class A to \$33 to \$27 for Class B space. In the last few months, there have been reports that the office market in Boston and Cambridge is gaining strength again.

Within the Corridor, the assessed value is \$183 million, with 60 percent of the value in the land. Over half of the parcels are locally owned with Watertown addresses. The intensity of use is very low, with a lot more land than square footage reflecting the pattern of one story buildings and large expanses of parking. While Main Street runs along a bluff, Pleasant Street is low lying and lacks visibility. The waterfront properties are extremely valuable, especially with the restoration of the river and the creation of recreational amenities along its length.

The following describes the competitiveness and the economic development issues for each sector as it relates specifically to the Pleasant Street Corridor.

## **Office Market**

The strongest opportunities for office in the Pleasant Street Corridor are likely to be build-to-suit development, especially on waterfront sites. Over the last five years, the office market has not been as robust as residential, but this dynamic is in flux right now. Incentives may be required to attract and retain high quality office and research and development uses.

### ***Study Area Competitiveness***

The low vacancy rates in the sub-market and the relatively low land values in the Pleasant Street Corridor provide opportunities for office development. Other competitive advantages to this particular location are waterfront land, proximity to recreational amenities along the river, and access to a well-educated labor force nearby and via transit.

The constraints to office development relate to market demand and timing. In the current market, speculative office development will be too risky. The site also lacks the strong advantages enjoyed by the Arsenal redevelopment, with its historic building stock, direct access from the river road system, and proximity to the Harvard and the life sciences office market in Cambridge and Boston.

### ***Economic Development Issues***

Office use is a significant generator of high quality jobs (typically four per thousand square feet) and offers relatively high building values at approximately \$280 per square foot. This use, however, has relatively high parking requirements at about four cars per thousand. , Unless there is structured parking, this is not an intense use of land, with a floor area ratio (FAR) of about 0.33 to 0.5. Assuming surface parking, the tax revenue per acre is about \$118,000.

## **Residential Market**

With few constraints to residential development, the market demand for residential development is likely to remain relatively strong, especially on sites that can offer waterfront frontage.

### ***Study Area Competitiveness***

The Pleasant Street Corridor offers a strong opportunity for residential development, as reflected by the recent River Lofts and Repton Place, and informal real estate inquiries. Even with the softening of the residential market nationally, Watertown and this

area could be expected to hold value because of the waterfront land, the proximity to jobs in the immediate area and the region, and the desirability of Watertown as a safe, attractive, and diverse community. Watertown continues to be one of the more affordable communities in the region, as well. The relatively low land values in the study area suggests that new development can provide good value especially for first time homebuyers, over 55 years, and young professionals.

#### ***Economic Development Issues***

Residential use does not generate long term jobs, but the buildings offer a relatively high value at \$250 to \$350 per square foot. This use has the lowest parking requirement with only 1.25 to 2.0 cars per 1,000 square feet depending on the size of the unit. Given this and the height of the buildings, multi-family residential development is an efficient use of land. The floor area ratios (FAR) range from about 0.5 for a two-family Watertown neighborhood (20 units per acre) to FAR 1.0 for a mid-rise multi-family development with predominantly surface parking (40 units per acre) to FAR 1.6 for a mid rise with structured parking (60 to 80 units per acre). The tax revenue for a high quality development with surface parking would be approximately \$118,600 (assumed \$330 per square foot).

#### **Retail Market**

Retail should be targeted to small stores that serve the nearby neighborhoods and new residential and office development. The best locations would be next to Russo's and/or on the Bridge Street/Pleasant Street corner given its north/south connection and relatively high visibility. Incentives for mixed use development with ground floor retail may be necessary to provide this important amenity.

The size of the floorplates should be not more than about 12,000 square feet to maintain the character of neighborhood retail and restaurants. Big box retail, which is found nearby on River Street in Waltham, would not be appropriate given the regional draw for traffic, the amount of surface parking required, and the bulk of the buildings and blank walls in relation to the river.

#### ***Study Area Competitiveness***

The opportunity for retail use in the Pleasant Street Corridor can be attributed to the proximity to relatively high income neighborhoods and the relatively low land values in the district. Russo's in particular provides an existing anchor for this type of use, since it is a well known destination in the nearby region. The constraints to this type of development are the lack of visibility, the relatively low traffic

counts as opposed to a highway or arterial road location, and the poor north/south access through the area.

### ***Economic Development Issues***

Retail uses generate a fair amount of jobs (approximately 2 per 1,000 square feet) but they are relatively low paying. The buildings have a moderate value at about \$250 per square foot but the typical one-story development is very low in land use intensity. Typical parking requirements are high at five cars per thousand, a number that can be reduced for neighborhood retail in walking distance of other uses and for shared parking. Typical FARs are about 0.25 to 0.33 with surface parking. The tax revenue is estimated at about \$71,800 per acre with surface parking.

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Projecting a development program for the Pleasant Street Corridor requires a balancing act that responds to many different factors. The regional and local market, economic development objectives, and fiscal and traffic impacts establish an important and very realistic set of criteria for the program, recognizing that some interests are competing and must be resolved. The stakeholder interests – ranging from development to environmental concerns – and the neighborhood interests must also be taken into consideration. Finally the land itself has certain attributes that suggest where program can best be landed. The history of settlement, the patterns of development, and the context all influence the proposed concept plan for the Corridor, which is described below.



## 5. CONCEPT PLAN

### Charrette Ideas

A number of important concepts for the Corridor were explored in the plans generated by participants at the charrette. A particularly compelling idea was to create green connections from the upland parks and neighborhoods down to the riverfront. Besides continuous riverfront parklands, the plans also highlighted the State DCR Park, and proposed parks around the ponds along Waltham Street. The foot of Rosedale Street and Waltham Street was seen to be a particularly important location for riverfront access via a small park. Others showed a park at the Haartz Mason bend in the river, but typically associated this with some amount of development. One plan noted the need for a network of streets to connect Waltham and Pleasant Street and beyond to the river in order to provide access to new neighborhood development.

All of the plans showed a mix of uses, with residential providing "eyes on the park", overlooking the key open spaces along the river and around the ponds. In one plan, the residential neighborhoods between Bridge and Rosedale spilled across the old railroad right-of-way and across Pleasant Street to reach right down to the riverfront edge. Another showed residential neighborhoods crossing Waltham Street to connect to the Aetna Mills area.

In many of the plans, commercial uses clustered around the Bridge Street intersection, and in some cases, the office buildings lined the frontage of Pleasant Street. One plan showed a "pile of industrial jobs" at the Acton and Howard Street area. Several plans showed a retail center around Russo's.

### Design and Development Principles

Taking cues from the charrette, stakeholder goals and concerns, and from an understanding of the economic and the physical realities of the site, a number of design and development principles are recommended to guide future development in the corridor. The overarching goal of the plan is to achieve economic, social, and environmental sustainability through the following:

1. Connections that celebrate riparian resources: river, ponds, wetlands
2. Vibrant walkable community with a mix of jobs, housing, and shops
3. Incentives for small businesses to promote jobs
4. Network of streets in combination with traffic calming and transit

5. New neighborhood center
6. Framework for future flexibility

## **Open Space**

In the future, the Pleasant Street Corridor could become notable for its green connections and park amenities. The continuous parklands along the river could become an important recreational resource for the West End community. Redesign of the DCR Park would give it more visibility, and the potential exists for greater set backs from the river for redevelopment areas to the west. A small pocket park at the foot of Rosedale would make the river visible from this key corner.

Upland connections are essential to make the riverfront a resource for the West End neighborhoods. A pedestrian crosswalk at Bacon Street is a high priority to connect Howe Park to a prominent bend in the river. The railroad right-of-way should be transformed into a park connection between Howard Street and Main Street, and could provide open space compensation for the recycling center at Filipello Park. With redevelopment of the western area, one goal should be the daylighting of the stream that once flowed from the ponds down to the river. This stream course could provide yet another important upland connection. Other development along the river frontage could also provide lateral connections for riverfront access.

In the upland areas, a small park is suggested for the site adjacent to the Jewish Community Day School. Such a park could be a shared facility between the school and the community, providing soccer fields to complement the baseball field and play equipment at the Bemis playground. With generous setbacks around the three ponds and restoration of water quality and habitat, these areas could become important natural, recreational, and educational resources for the town.

## **Transit Oriented Development**

As the number of jobs and residents in the Corridor grows over time, better MBTA service on Pleasant Street will be key to managing traffic. Improvements might involve more frequent service on the existing #558 Express Bus Route, but could also involve a line that extends down either Pleasant Street or California Street or both. This line would connect the underserved areas along Pleasant Street and in Nonantum to Watertown Square, where other transit connections can be made. A new pedestrian bridge in this area would facilitate access to the bus lines.

Pedestrian friendly development involves a network of streets that provide quiet opportunities to walk to destinations without using a

car. Sidewalks, street trees, on-street parking, and narrow lanes are a means of slowing traffic and discouraging through traffic. While pedestrian paths may serve this purpose, they are not always as safe as a neighborhood street, in that they lack multiple front doors, porches, and passing cars in the street. Bicycle access should be promoted on the riverfront trails and shared use of the streets.

Streets provide addresses for new homes and businesses. Excessive driveway curb cuts on major streets can be reduced by introducing smaller side streets. Without a system of smaller streets, development patterns tend to become more suburban in character with cul-de-sacs and single points of access where high volumes of traffic exit out onto existing streets.

Traffic calming is needed in general in the Pleasant Street Corridor. The redesign and reconstruction of Pleasant Street should accomplish this to some degree with better geometry on the intersections and a more well-defined street with consistent curbs and sidewalks. While streets like Pleasant Street need to carry considerable traffic as they do now, the speed of traffic should be slower to foster a more pedestrian friendly environment and to allow better crossings.

As north south connectors, Seyon, Howard, and Myrtle should continue to be the primary streets. Cut-through traffic on smaller neighborhood streets should be discouraged by traffic calming measures such as speed tables, horizontal shifts, and bump-outs or narrowing of streets in key locations.

The overall goal is to promote a form of mixed use development that encourages walking, bicycle use, and transit use wherever possible. Retail uses, for instance, should be geared toward serving the local neighborhoods complemented by adequate pedestrian and bicycle connections. A component of residential use in the district will minimize peak hour traffic when streets are most congested.

## **Development Program and Opportunity Sites**

A number of sites in the Pleasant Street Corridor have the potential to redevelop in the relatively near future based on an assessment of vacant and underutilized land. Since these properties are privately owned, however, the exact timing of redevelopment if ever will be determined by the owners. Key opportunity sites that could be improved or redeveloped over time include the following:

- Former Raytheon warehouse, used in the short term by Target, and adjacent to proposed Lowe's development
- UBS property
- Fluid Mechanics property and adjacent warehouses

- Boston Scientific surface parking lots
- Aetna Mills, with the potential sale by Boston Scientific
- Penta properties
- Peter Fuller car lot
- Land along the riverfront at the foot of Rosedale Street
- Haartz Mason site and adjacent properties

Other uses are more likely to remain as anchors as the area transitions, particularly new investment such as Repton Place, River Lofts, Russo's, Stop and Shop, the Jewish Community Day School, Exergen, the animal hospital, and Cannistraro's office buildings, and the ice rink for the foreseeable future.

### ***Business Centers***

A few key locations within the Pleasant Street Corridor should be promoted as business centers to create a critical mass and opportunities for clustering of economic sectors. One important area is at the Bridge Street corner where the Aetna Mills already provide an opportunity for continued lab and office use. Redevelopment of additional office across the street and perhaps on the other upland corner would provide a highly visible anchor to the district, and could support some ground floor retail. Behind the offices on Pleasant Street, the area extending up to Waltham Street could continue to operate as a business park, generating jobs ranging from light manufacturing to service employment, fostering small businesses and start up companies.

In the eastern sector, the Howard and Pleasant Street intersection is another highly visible corner. On the upland side, office development might face Pleasant Street, while the existing business park could continue to operate in the Acton/Howard/Rosedale area. The brick buildings here offer some unique character and useful building stock.

A third commercial center could be located in and around Russo's. This area might support more of a neighborhood retail cluster complemented by larger footprint office buildings along the riverfront. New streets in this area will be essential to provide sufficient access to the buildings as well as to make this part of the river seem more open to visitors. While residential uses could also be acceptable here, the former dump may constrain residential redevelopment.

### ***Residential Neighborhoods***

While Repton Place was a bold move to introduce residential into this former industrial district, any future residential should create more of a neighborhood feel, regardless of density. Key to this

success will be to have streets that are open to the public and have sidewalks that go somewhere – the river, the ponds, the Gore Estate, shops, school, bus stops, and other elements of a community.

Several areas present themselves as potential new neighborhoods. The first would be anchored by the Jewish Community Day school in the area bounded by Waltham, Pleasant Street, the town line, and Green River Way. Repton Place already occupies a substantial portion of this area. To complement it and the school, new townhouses could be set around the ponds and the open space around them. Additional residential development could front onto Stanley Street providing a more neighborhood-like setting for the school. The ponds would provide an educational benefit to the school and an important recreational amenity to residents. These residents would benefit from proximity to the groceries in the area, which lie within walking distance.

A second residential area would really be an extension of the Acton Street neighborhood down to the river, as suggested in the Charrette. By overcoming the barrier of the former rail right-of-way, new housing and pedestrian routes would connect the neighborhood to the river for the first time. Housing along the riverfront sites is particularly desirable and would continue the pattern begun by the River Lofts. All of the infill parcels from Bridge Street to Howard Street would be best suited for residential because of the narrow lots and relatively small parcel sizes.

### ***Neighborhood Retail and Restaurants***

Neighborhood retail should be encouraged on the ground floor of key locations including the Bridge/Pleasant Street intersection, around Russo's, and the Rosedale/Waltham/Pleasant Street intersection. Since the river trails are regional in nature, opportunities exist to serve this market, with restaurants, bike shops, recreational goods, and convenience retail. Restaurants overlooking the river could be highly desirable since there are few other locations along the Charles River with this opportunity.

## 6. IMPLEMENTATION

The transformation of the Pleasant Street Corridor from an underutilized industrial district to a thriving district for the Town may take many years. The important concept is to orchestrate change by beginning now with immediate steps that work toward a shared vision. As an example, the reuse of the former Army Materials Technology Laboratory on the East Side took several decades and the efforts of many different people, entities, and government agencies to create a vibrant place that has demand in the market, offers civic benefits to residents, and is an important contributor to the finances of the Town.

The following section addresses priority actions, roles and responsibilities, and the recommended zoning concepts that need to be incorporated into Town Ordinance.

### Priority Actions

The priority actions involve both policy changes and capital projects. In the short term, updating the policies that shape development is the highest priority for directing change in the Pleasant Street Corridor. These steps and the necessary decisions are outlined below and described in more detail in the following pages:

1. Update Zoning Ordinance
2. Decide on Chapter 40R
3. Decide on District Increment Financing
4. Pursue economic development incentives
5. Promote low impact development practices to protect water quality
6. Advocate for improved transit service along river corridor

Capital improvement projects that will be needed in the Corridor include the following:

1. ***Pleasant Street Reconstruction*** – to begin in 2008, with new curbs, sidewalks, intersection geometry, and road reconstruction from Watertown Square to the Waltham town line.
2. ***Pleasant Street pedestrian crossings and signals*** – the design for pedestrian crossings, signalization, and intersection geometry should be reviewed and updated as

necessary to ensure that the pedestrian movements are given adequate consideration in the roadway plans.

3. **DCR river trail system** – The DCR is planning to expand the river trail from Bridge Street westward to the new pedestrian bridge on the north bank of the river, working around the Aetna Mills buildings.
4. **DCR Park redesign/restoration** – this park should be reprogrammed to have more appropriate activities and should be redesigned to connect Pleasant Street to the river.
5. **Pedestrian bridge** – in addition to repairs to the pedestrian bridge at the DCR pool near the dam, a new pedestrian bridge across the river from the a point between Rosedale and Bacon Street to Allison Park in Newton would improve connectivity across the river, especially as it relates to transit.
6. **New street right-of-ways** – as properties redevelop, the Town should encourage a system of streets and sidewalks that are open to the public and improve the ability to develop some of the long deep parcels, especially west of Russo's. Some acquisitions and/or easements may be necessary to make these public streets. Critical areas of open space should be targeted for acquisition or easement, including areas around the ponds , adjacent to the Bemis neighborhood on Waltham Street, and/or to open up access to the river.
7. **Utility infrastructure** - Ongoing utility and storm water improvement to the sewer, water, and storm drain lines will be required over time to accommodate development. These improvement my need to be incremental so as to allow programmed projects, such as Pleasant Street, to move forward in a timely way. In some recent projects, such improvements were paid in part by the private developer.

### **Roles and Responsibilities**

Many different parties are involved in orchestrating change. These groups represent a variety of constituencies and most have specific interests and views about the future. A regular forum for communication should be established to understand each others perspectives, to weigh issues, and to balance the different interests. The types of groups are listed below.

### ***Elected and Appointed Leaders***

*Sets policy and monitor its application; lay leadership.*

- Town Council
- Planning Board
- Board of Appeals
- Conservation Commission

### ***Public Sector Professional Staff***

*Implements policy; brings specific areas of expertise*

- Town Manager
- Community Development and Planning
- Department of Public Works
- State Department of Conservation and Recreation

### ***Non Profit Organizations***

*Advocates for special areas of interest; may bring additional resources to the table in terms of funding or in kind service*

- Charles River Conservancy
- Charles River Watershed
- Watertown Citizens for Environmental Safety
- Watertown Community Housing
- Watertown Housing Partnership
- Bicycle and Pedestrian Committee

### ***Private Sector***

*Maintain private property rights; capacity to carry out development, with sufficient resources and willingness to take risk; may bring additional resources to the table to achieve civic goals as part of redevelopment.*

- Residents
- Business Owners
- Property Owners
- Real Estate Developers

### **Economic Development Strategy**

In order to promote employment in the Pleasant Street Corridor, a number of State programs should be considered as described below.

### ***District Improvement Financing***

District Improvement Financing (DIF) uses the future incremental increase in taxes to pay back private investors for brownfield clean-



up costs or to pay back municipal bonds for street, park, and/or parking improvements.

In Massachusetts, DIF is authorized by M.G.L.c. 40Q and its implementing regulations 402 CMR 3.00 et seq. New to Massachusetts, DIF has been implemented in other states with considerable success. A city or town wishing to utilize DIF must first designate a development district and a corresponding development program. The district and program must then be certified by the State Economic Assistance Coordinating Council ("EACC"). A development district may be as small as one parcel or may comprise up to 25% of a town or city's land. A district can be in effect for a maximum of 30 years. Each district must have a unique development program. The development program spells out the goals of the district and the means to achieve them.

#### ***Business and Development Incentives***

A Business Incentive Recruitment Program is offered by some municipalities as a means of attracting new companies to target locations. In Kalamazoo, Michigan, the brokerage community and building owners are compensated @ \$0.55-\$0.60 per square foot for leases/sales on such to new companies in a given target location.

Where municipalities own land, they have greater choice in marketing it to target businesses or types of development, and may write down the cost of the land as an incentive.

Zoning can be used to create development incentives or to require a certain mix of uses. Development incentives are typically increases in height or floor area ratios for desired land uses. The City of Cambridge uses this technique in Kendall Square, where they have chosen to encourage residential by giving it twice the allowable FAR as compared to commercial. Requiring ground floor retail is also a frequent requirement although this policy may promote more retail than the market can sustain. Instead the requirement can be written to encourage the design of buildings that will accommodate retail (high bay floor to ceiling heights and transparent facades) so that they can be converted to this use once the retail market catches up to development in an area.

#### ***Chapter 40R Zoning***

The goal of Chapter 40R is to encourage smart growth, and in particular housing production, adjacent to transit infrastructure, which in this case would be buses. The affordable housing requirement is 20 percent of the units targeted to 80 percent of the area median income. The minimum density is 20 units per acre, which is similar

to the density of the two-family neighborhoods on the East Side of Watertown. Within a general district, it's possible and is sometimes necessary to distinguish housing zones from commercial zones to achieve the targeted density for the program.

To apply for the program, the municipality must submit a comprehensive housing plan for the district with the projected number of units. With Chapter 40R in place, the site plan approval process is expedited for projects that comply with the plan, which is an incentive for the private sector. The incentive for the public sector are payments as high as \$600,000 for plans that show 500 units of housing and an additional \$3,000 per unit for each unit actually built.

### ***Tax Increment Financing***

In Massachusetts, Tax Incrementing Financing (TIF) has been in place longer than the DIF but is targeted to individual properties rather than a district. The landowners may be granted property tax exemptions of up to 100% of the tax increment. A municipality may enter into a TIF Agreement with a landowner for a maximum term of 20 years. A city or town must initiate a TIF by a vote of its governing body approving the TIF Plan, which must include:

- Designation of the area that will be the TIF zone;
- Description in detail, including plans and specifications where appropriate, of all construction and construction related activity;
- Projection of public and private costs and a betterment schedule for the defrayal of public costs;
- Authorization of a tax increment exemption from property taxes;
- Establishment of a maximum percentage of costs of public construction that can be recovered through betterments or special assessments against any parcel in the TIF zone eligible for exemptions;
- Identification of property owners in the TIF Zone;
- Executed Agreements between the city or town and each owner of property within the TIF zone;
- Delegation of authority to enter into development agreements to one municipal agency, board or officer;
- Data demonstrating that the TIF Zone is located so as to maximize the likelihood of a net economic benefit to the municipality, such as land use information, proximity of mass transit services and tenants within the zone.

A TIF Zone must be in an area approved by the EACC as an Economic Opportunity Area (EOA) or found to be an area "presenting exceptional opportunities for economic development" by the Director of Economic Development. Certification of the TIF Plan is issued by the Economic Assistance Coordinating Council (EACC) after the plan is accepted by municipal vote.

#### ***Research and Development Tax Credit***

According to the Massachusetts Biotechnology Council, Massachusetts offers the most favorable R&D tax incentive in the country. Any costs which qualify for the federal R&D tax credit are eligible for a 10% State R&D Tax Credit. In addition, there is 15% R&D Tax Credit for costs related to donations and contributions made to research organizations such as hospitals and universities.

#### ***Investment Tax Credit***

Massachusetts offers a 3% tax credit for investments in tangible depreciable assets to all state manufacturers.

#### ***The Economic Development Incentive Program***

To stimulate growth and job creation, the state has created the Economic Development Incentive Program (EDIP), which is administered by the Massachusetts Office of Housing and Economic Development. This program is designed to attract and retain businesses in a specific Economic Target Area. At this time the census tracts in the Pleasant Street Corridor Study Area do not meet the income criteria to qualify. Waltham has a "CDBG Target Area" adjacent to our Study Area, however, and there may be potential to team with them to create an ETA.

If an Economic Target Area could be established a certified project could capitalize on the following incentives:

- 5% State Investment Tax credit (Corporate Excise Tax) for qualified tangible, depreciable investments (manufacturers currently get 3%, other businesses get nothing)
- 10% State Abandoned Building Tax Deduction for renovating a building that has been at least 75% vacant for two years
- Allows for locally negotiated and approved **municipal** property tax incentives, either Special Tax Assessment (STA) or Tax Increment Financing (TIF) agreement.

A certified project must create at least one new permanent full-time job. These incentives may last from 5 to 20 years.

Watertown must agree to a tax exemption schedule with the company on future incremental real property taxes. After such agreement the company obtains the 5% investment tax credit from the State.

An Economic Target Area must consist of at least 3 contiguous census tracts. The tracts can be in different municipalities i.e. Waltham. To be eligible for this program the criteria are as follows:

- (i) Has an unemployment rate that exceeds the statewide average by at least 25%; or
- (ii) Satisfies **at least one** of the following criteria:
  - Fifty-one percent of household incomes are below 80% of the median income;
  - Poverty rate at least 20% higher than the average poverty rate for the commonwealth;
  - Plant closing or permanent layoffs resulting in job loss of 2,000 or more within the 4 years prior to designation as an ETA;
  - In a labor market area which has a distress factor greater than one and thirty-three one hundredths;
  - In an area with land owned by a state agency which exceeds 50 acres and has been used to manufacture or repair maritime vessels;
  - In an area with a commercial vacancy rate of 20% or more;
  - In an area with a generation facility, which has a market value at the time of sale that is at least 50% less than its current net book value;
  - In an area that has sited within it a facility of at least 1,000,000 square feet, which facility would qualify as an abandoned building; or
  - In an area that has sited within it a development project of at least 200 acres to be used for the establishment of a regional technology center with the capability of supporting the build-out of 3,000,000 square feet of commercial or industrial space.

An Economic Opportunity Areas (EOA) is defined as follows:

- Area or areas within an ETA selected by the community because of a particular need or priority for economic development
- Must meet one of four statutory criteria:
  - An area that is blighted open area;

- An area that is decedent area;
  - A substandard area; or,
  - Experience a plant closing or permanent layoffs resulting in the cumulative loss of 2,000 or more full-time employees within past four years
- No limit on the number of EOA's within an ETA.
  - Certified Projects must be located in an Economic Opportunity Area (EOA) within an ETA.
  - EOA's have a twenty-year life that starts with the first Certified Project.

## **ZONING CONCEPTS**

Based on the public process, the research and analysis of the area, the market and economic studies, and the concept plan, a new mixed use zoning district is recommended for the Pleasant Street Corridor. The new district would encompass all of the existing I-3 Zone from Myrtle Street to the Waltham town line and could be drawn to include other I-3 Zones on the eastern end of Pleasant Street near the Square.

A new district is recommended because of the unique nature of the area and the difficulty of adapting the old industrial zones, such as the I-3, to meet the objectives of mixed use and a vibrant new district. The Pleasant Street Mixed Use District would have the following goals:

1. Define positive outcomes in terms of form and use
2. Allow bonuses for developments that achieve civic goals
3. Buffer waterfront and residential neighborhoods
4. Clarify the review process while maintaining oversight

## **Review Process**

The Town is already considering some changes to the review process as addressed by the Zoning Code. We recommend that the role of the different Boards be clarified, with the Board of Appeals focusing on variances and non-conforming structures and uses, and the Planning Board focusing on special permits and site plan review.

For this district we recommend a special permit for site plan review for all projects. The uses that are allowed as conditional use would

have extra scrutiny to ensure that they complement the overall goals of the District and the vision for the Corridor.

In order to promote investment in the Corridor, the review process should be expedited by clarifying expectations at all points in the process.

1. The concept plan and the vision of the plan should be made available to interested developers early in the review process. Ideally this is in the form of a brochure that clearly spells out the goals, the expectations, the reasoning, and the vision.
2. The language for the new Pleasant Street Zoning District should be kept as simple and clear as possible, clearly setting out expectations as agreed upon by the public sector ahead of any development, including submittal requirements for the Special Permit.
3. Early on in a project, a developer's conference with all Town departments should be held, continuing current practices.
4. The Planning Board reviews and approves each Special Permit application.
5. With a Special Permit approval, a developer obtains a building permit.
6. Building permit

The Special Permit should not become a burden on the developer but should become the expected baseline to ensure that each new project is complementing the character of the district and complying with the intent of the Zoning. In particular, the review would focus on requests for Conditional Uses and on density and height bonus requests.

## **Uses**

The following provides an overview of the various categories of uses recommended. A more detailed list is included as Attachment A.

### ***Allowed Uses***

The mixed use district would allow multi-family, townhouse, hotel, and mixed use residential. Offices, laboratories, retail stores, restaurants, commercial recreation, and commercial parking, will also be allowed. Like all parts of Town, schools, churches and public recreation will be an allowed use.

### ***Conditional Uses***

Under the special permit process, the following uses would only be allowed on condition that they did not create a nuisance for adjacent uses, for the Town and its residents, and did not detract from the

overall vision for the revitalized Pleasant Street Corridor. Conditional uses would include light industry, non-nuisance manufacturing, wholesale businesses, warehouses, bars, fast food establishments, outdoor recreational clubs, and greenhouses. In the use chart in Attachment A, these are indicated with a "SP".

### ***Uses Not Allowed***

The Pleasant Street District would not allow single family and two to-four family houses, nursing homes, and funeral homes. Heavy industry, hazardous material businesses, truck and bus terminals and yards, automobile sales, motor vehicle repair and body work, and gas stations would be prohibited. Like the rest of Town, drive-in restaurants, car washes, open air theaters, and amusement parks would not be allowed. Adult theaters and stores would be prohibited.

### **Dimensions**

The following dimensional criteria are recommended.

#### Build –to-Line

- Build-to line setback 10 feet from ROW line
- Setback increase up to maximum of 30 feet for purposes of a plaza, square, courtyard, recessed entrance or outdoor dining

#### Side Yard Setback

- Buildings may be contiguous on a block: zero lot line and/or shared party wall
- Where a party wall not possible, setback from property line shall be minimum 18 feet
- Maximum contiguous building wall on a block: 300 feet

#### Rear Yard Setback

- Minimum 18 feet

#### Waterfront Setback

- Minimum 50 feet setback from top of bank or to first road
- Within a 150 feet of top of bank, site development shall meet low impact development standards

#### Minimum Parcel

- 10,000 square feet

## Maximum Impervious

- 90%

## Minimum Open Space

- 10%

## Maximum footprint, single use retail or restaurant on one floor

- 12,000 square feet
- Up to 40,000 square feet with Special Permit

## Heights

*(assumes 14 foot floor to floor heights on the ground level, and 12 foot floor to floor heights on upper levels)*

- Minimum height: 24 feet / 2 stories
- Maximum height: 50 feet / 4 stories
- Bonus: height up to 72 to 84 feet / 6 to 7 stories, with 10 to 15 foot stepbacks

## Density

- FAR 1.0 baseline (30 units/acre)
- Bonus: up to FAR 2.0 (60 units/acre)

## Heights in Buffer Areas:

- Fronting residential T or S-6 Zone, maintain a street height of 38 feet, with 10 to 15 foot stepback
- Adjacent to waterfront, maintain a height of 38 feet with 10 to 15 foot stepback

## **Bonus Criteria**

The bonus criteria and the bonus award should be carefully crafted to achieve the best possible outcome given the realities of the market and development finance. Suggested criteria for the Pleasant Street District might include the following:

- Publicly accessible waterfront parks, access paths, and/or other public spaces
- Publicly accessible streets/drives
- Enclosed parking (underground, wrapped, center of block, roof)
- Shared parking/reduced parking



- Commercial first floor or other targeted business (to be determined)

It's important to note that several other civic goals are already regulated through the Zoning Ordinance or other Town ordinances and should be coordinated with those in considering the overall outcome of a project and a developer's willingness to move forward.

- Affordable housing
- Ground floor retail
- Floodplains
- Revitalization Overlay Special Permit
- Limited Redevelopment District Overlay
- Assisted Living Overlay
- Religious/School Building Overlay
- Historic preservation (demolition delays)

## **Parking**

Shared parking reduces the amount of space dedicated overall to parking by acknowledging that different uses complement each other in the times that they demand parking.

- A percent parking reduction on site is permitted for mixed uses if shared parking requirements are met and the use is located within 1,000 feet of a shared parking facility, on-street parking, and/or a transit stop.
- Determine peak parking demand: Multiply parking requirements each use and multiply by corresponding percentage for each time period. The time period with the highest demand will be the minimum parking requirement.

A suggested distribution of shared parking is provided in Table 5. The baseline parking ratios for each use are multiplied by the factors in each time period. The maximum parking demand during the day and week is the amount of parking required.

**Table 5. Shared Parking**

Land Use	Percentage of Peak Demand for Key Times									
	Weekdays					Saturday				
	10am	1pm	5pm	8pm	10pm	10am	1pm	5pm	8pm	10pm
Residential	85	80	85	95	100	70	65	75	95	100
Office	100	90	50	5	5	15	15	5	0	0
Retail	50	75	75	65	25	50	100	90	65	35
Hotel	45	30	60	90	100	40	30	60	90	100
Restaurant	20	70	70	100	95	5	45	60	100	95
Theater	0	60	60	85	85	0	70	70	100	100
Fitness Center	10	80	100	30	10	60	80	60	30	10

The Pleasant Street Corridor is a tremendous opportunity for the Town of Watertown to provide a vibrant district on the West Side, serving the nearby residents with neighborhood retail, easily accessible parks, better street and sidewalk environment and more green open space. Improvement to the storm drainage, the ponds, streams, and riverbanks will demonstrate the benefits of the Charles River and its tributaries for the Town and to the larger region. As an integrated natural system, these resources offer valuable wildlife habitat, educational opportunities, and recreational activities.

As a gateway into Town on the west, the Pleasant Street Corridor should be a showcase that lives up to its name. With a balance of new residents, jobs, and supporting retail, this 175-acre district can contribute much more to the Town tax base. With new investment in businesses, the range and number of employment opportunities will increase for Watertown residents and others who live nearby. With a mix of active uses, connected by parks, transit, and streets, the Pleasant Street Corridor will become a lively and interesting part of Town..

**SECTION 5.01 TABLE OF USE REGULATIONS with Proposed Pleasant Street District (PSD)**

AS A PRINCIPAL USE	S-10 S-6	CR	SC	T	R.75	R1.2	NB	LB	CB	I-1	I-2	I-3	OSC	PSD
<b>1. Residence:</b>														
a. Dwelling, Single Family.	Y	Y	Y	Y	Y	Y	Y	Y	N	N	N	N	N	N
b. Dwelling, existing single family converted for two families.	N	Y	SP	Y(6)	Y	Y	Y	Y	N	N	N	N	N	N
c. Dwelling, Two Family.	N	Y	SP	Y(6)	Y	Y	Y	Y	N	N	N	N	N	N
d. Existing dwelling converted for three families	N	Y	N	N	SP	SP	SP	SP	N	N	N	N	N	N
e. New construction of three or four family dwelling structures.	N	Y	N	N	SP	SP	SP	SP	SP	N	N	N	N	N
f. Existing dwelling converted for four families.	N	Y	N	N	SP	SP	SP	SP	N	N	N	SP	N	N
g. Multi-Family 5+ (subject to Sections 5.07 and 9.03)	N	SP	N	N	SP	SP	SP	SP	Y(2)	N	N	SP	N	Y
h. Row houses and Townhouses (subject to Section 9.03)	N	SP	N	N	SP	SP	SP	SP	N	N	N	SP	N	Y
i. Licensed lodging house	N	N	N	N	N	N	N	N	N	N	N	N	N	N
j. Hotel or motel. SP	N	N	N	N	N	N	SP	SP	SP	N	N	SP	N	
k. Trailer park or mobile home park.	N	N	N	N	N	N	N	N	N	N	N	N	N	N
l. Mixed use Development	N	N	N	N	N	N	Y(7)	Y(7)	Y(7)	N	N	SP(8)	N	Y

AS A PRINCIPAL USE	S-10	S-6	CR	SC	T	R.75	R1.2	NB	LB	CB	I-1	I-2	I-3	OSC	PSD
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## 2. Institutional, Transportational, Utility and Agricultural Uses

a. Any religious, educational, or licensed day care use as defined by CH.40A, Section 3.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
b. Country club, tennis club, swimming club, nonprofit club.	SP	SP	SP	SP	SP	SP	SP	N	N	N	SP	SP	SP	SP	SP
c. Commercial agricultural, nursery garden, greenhouse, garden supply.															
1. On less than 5 ac.	N	N	N	N	N	N	N	N	N	SP	SP	SP	SP	N	SP
2. On more than 5 ac.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
d. Existing dwellings converted for non-profit club, school, clinic provided that:															
1. the lot fronts on a street at least 80 feet wide;															
2. new construction does not increase the existing floor area by more than 25 percent.	N	N	SP	SP	SP	SP	SP	SP	SP	SP	N	N	N	N	SP
e. Cemeteries	N	N	N	N	N	N	N	N	N	N	SP	SP	SP	SP	SP
f. Recreational facility owned or operated by an agency of the Town or other governmental agencies or public open space.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
g. Nursing home, rest home, or convalescent home provided the lot fronts on a street at least 65 feet wide.	N	N	SP	SP	SP	SP	SP	SP	SP	N	N	N	N	N	N

AS A PRINCIPAL USE	S-10 S-6	CR	SC	T	R.75	R1.2	NB	LB	CB	I-1	I-2	I-3	OSC	PSD
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**3. Business, Office and Consumer Service Uses**

a. Business offices, bank, medical and dental buildings, schools operated for gain.	N	N	N	N	N	N	Y	Y	Y	Y	Y	Y	N	Y
b. Commercial, recreation, including bowling alley or skating rink completely enclosed.	N	N	N	N	N	N	N	N	Y	Y	Y	Y	N	Y
c. Commercial parking, parking lot for gain.	N	N	N	N	N	N	Y	Y	Y	Y	Y	Y	N	Y
d. New and used vehicles for sale or lease and display and storage of operable vehicles only.	N	N	N	N	N	N	N	N	N	SP	SP	SP	N	N
e. Printer, publisher.	N	N	N	N	N	N	Y	Y	Y	Y	Y	Y	N	Y
f. Retail stores, including liquor stores.	N	N	N	N	N	N	Y	Y	Y	Y	Y(1)	Y(1)	N	Y
g. Personal services, such as barber shop, beauty parlor, etc.	N	N	N	N	N	N	Y	Y	Y	Y	Y(1)	Y(1)	N	Y
h. Repair and alteration of clothes and domestic furnishings.	N	N	N	N	N	N	Y	Y	Y	Y	Y	Y	N	Y
i. Eating place with or without liquor.	N	N	N	N	N	N	Y	Y	Y	Y	Y	Y	N	Y
j. Bar or other establishment where the primary purpose is the sale and consumption of alcoholic beverages.	N	N	N	N	N	N	SP	SP	SP	SP	SP	SP	N	SP
k. Laundry and cleaning, automatic but not steam laundry.	N	N	N	N	N	N	Y	Y	Y	Y	Y	Y	N	Y

AS A PRINCIPAL USE	S-10														
	S-6	CR	SC	T	R.75	R1.2	NB	LB	CB	I-1	I-2	I-3	OSC	PSD	
I. Gasoline service station	N	N	N	N	N	N	SP	SP	N	N	N	N	N	N	
m. Undertaker, funeral parlor.	N	N	N	N	SP	SP	SP	SP	N	SP	SP	SP	N	N	
n. Adult Stores	N	N	N	N	N	N	N	N	N	SP(5)	SP(5)	N	N	N	
o. Adult Theaters	N	N	N	N	N	N	N	N	N	SP(5)	SP(5)	N	N	N	
<b>4. Open-Air or Drive-in Retail and Service</b>															
a. Drive-in Bank.	N	N	N	N	N	N	Y	Y	Y	Y	Y	Y	N	N	
b. Outdoor amusement park, outdoor sports facility conducted for a profit.	N	N	N	N	N	N	N	N	N	N	N	N	N	N	
c. Open-air drive-in theater or other open-air place of entertainment	N	N	N	N	N	N	N	N	N	N	N	N	N	N	
d. Car washing establishment using mechanical equipment for cleaning automobiles and other equipment.	N	N	N	N	N	N	N	N	N	SP	N	N	N	N	
e. Drive-in restaurant, drive-in refreshment stand, drive-through eating establishment.	N	N	N	N	N	N	N	N	N	N	N	N	N	N	
f. Fast food establishment	N	N	N	N	N	N	SP	SP	N	SP	SP	SP	N	SP	
g. Outdoor Storage of Merchandise	N	N	N	N	N	N	N	N	N	N	N	N	N	N	
<b>5. Light Industry, Wholesale, Laboratory</b>															
a. Light Industry.	N	N	N	N	N	N	N	N	N	Y	Y	Y	N	SP	
b. Non-nuisance manufacturing.	N	N	N	N	N	N	N	N	N	Y	Y	Y	N	SP	

AS A PRINCIPAL USE	S-10														
	S-6	CR	SC	T	R.75	R1.2	NB	LB	CB	I-1	I-2	I-3	OSC	PSD	
c. Offices, including but not limited to administrative, executive, professional and similar offices.	N	N	N	N	N	N	N	N	Y	Y	Y	Y	N	Y	
d. Public or bonded warehouse, parcel or goods distribution.	N	N	N	N	N	N	N	N	N	N	N	N	N	N	
e. Laboratories engaged in research, experimental and testing activities, including but not limited to the fields of biology, chemistry, electronics, engineering, geology, medicine and physics. N	N	N	N	N	N	N	N	N	Y	Y	Y	N	Y		
f. Motor vehicle repair.	N	N	N	N	N	N	N	N	N	SP	SP	SP	N	N	
g. Motor vehicle body work.	N	N	N	N	N	N	N	N	N	SP(4)SP(4)SP(4)		N	N		
h. Wholesale business, warehouse.	N	N	N	N	N	N	N	N	N	SP	SP	SP	N	SP	
i. Self-Service Storage Facility.	N	N	N	N	N	N	N	N	N	SP(9)	SP(9)	N	N	N	
<b>6. Heavy Industry</b>															
a. Open-lot storage of junk, scrap, paper, rags, containers or other salvage waste articles.	N	N	N	N	N	N	N	N	N	N	N	N	N	N	
b. Truck or bus terminals, yard or building for storage or servicing of trucks, trailers or buses, parking lot for trucks.	N	N	N	N	N	N	N	N	N	N	N	N	N	N	

AS A PRINCIPAL USE	S-10 S-6	CR	SC	T	R.75	R1.2	NB	LB	CB	I-1	I-2	I-3	OSC	PSD
c. Place for exhibition, lettering or sale of gravestones or monuments.	N	N	N	N	N	N	N	N	N	Y	N	N	N	N
d. Heavy industry.	N	N	N	N	N	N	N	N	N	Y	N	N	N	N
e. Storage of flammable gas, liquids, or explosives (non-accessory)	N	N	N	N	N	N	N	N	N	N	N	N	N	N
f. Any trade, industry, or other use that is noxious, offensive or hazardous by reason of vibration or noise or the emission of odors, dust, gas, fumes, smoke, cinders, flashing or excessively bright light, refuse matter or any other cause.	N	N	N	N	N	N	N	N	N	N	N	N	N	N



**SECTION 5.02 TABLE OF ACCESSORY USE REGULATIONS with Proposed Pleasant Street District (PSD)**

ACCESSORY USE ONLY	S-10 S-6	CR	SC	T	R.75	R1.2	NB	LB	CB	I-1	I-2	I-3	OSC	PSD
a. Accessory apartment*	N	N	N	N	N	N	N	N	N	N	N	N	N	N
b. Within a dwelling unit that is owner-occupied, renting of not more than two rooms as a lodging without separate cooking facilities and for not more than two lodgers.	SP	SP	SP	SP	SP	SP	SP	SP	SP	N	SP	SP	N	SP
c. Private greenhouse, toolshed, swimming pool and kennel not used as a part of a business, and not offensive to the neighborhood by reason of noise, odor or other cause. Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	
d. Accessory parking and garage as permitted in Article VI.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y
e. Home Occupation	SP	SP	SP	SP	SP	SP	SP	SP	SP	SP	SP	SP	N	SP
f. Home Office Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	
g. Parking for occupant's business truck, exceeding 3/4 ton capacity.	SP	SP	SP	SP	SP	SP	SP	SP	SP	Y	Y	Y	Y	N SP
h. Three and four family dwelling units and apartment houses, administrative offices, clubrooms, and common laundry room reserved for occupant's use.	N	N	N	N	Y	Y	N	N	N	N	N	N	N	N
i. Business accessory uses, usual, not to include outside service window or outdoor storage of merchandise.	N	N	N	N	N	N	Y	Y	Y	Y	Y	Y	N	Y

ACCESSORY USE ONLY	S-10 S-6	CR	SC	T	R.75	R1.2	NB	LB	CB	I-1	I-2	I-3	OSC	PSD
j. Outside Service Window as a Business accessory uses, usual, except for outdoor storage of merchandise.	N	N	N	N	N	N	SP	SP	SP	SP	SP	SP	N	SP
k. Outdoor display and storage of new merchandise subject to screening provisions.	N	N	N	N	N	N	SP	SP	SP	SP	SP	SP	N	SP
l. Residence for caretaker or janitor.	N	N	N	N	Y	Y	N	N	Y	Y	Y	Y	N	Y
m. New and used vehicles for sale or lease and display and storage of operable vehicles only	N	N	N	N	N	N	N	SP	SP	SP	SP	SP	N	N
n. Business and professional offices, schools, operated for gain, commercial recreation if completely enclosed, private clubs and personal services such as barber, etc., retail stores and eating places with or without liquor and banks, insofar as they do not exceed 5% of the gross floor area of the apartment development on the lot.	N	N	N	N	N	SP	N	SP	SP	N	N	SP	N	SP
o. Licensed Day Care	SP	SP	SP	SP	SP	SP	Y	Y	Y	Y	Y	Y	N	Y
p. Family Day Care	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y
q. To allow residents to garage in a permanent enclosed structure on their property Antique Motor Cars as recognized by the Commonwealth of Massachusetts Registry of Motor Vehicles.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y

ACCESSORY USE ONLY	S-10	S-6	CR	SC	T	R.75	R1.2	NB	LB	CB	I-1	I-2	I-3	OSC	PSD
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r. Activities accessory to a principle use permitted as a right that are necessary in connection with scientific research of scientific development or related production.	N	N	N	N	N	N	N	SP	SP	SP	SP	SP	SP	N	SP
s. Games of chance or similar entertainment or amusement, operated either live or through audio or video broadcast or close circuit transmission, except at an establishment that possesses an All Alcoholic or Wine and Malt License	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N

*\*Notwithstanding the provisions of Section 9.20(e), this amendment shall not apply to any completed applications filed prior to March 31, 1994 and which comply with the provisions of Section 5.10.*