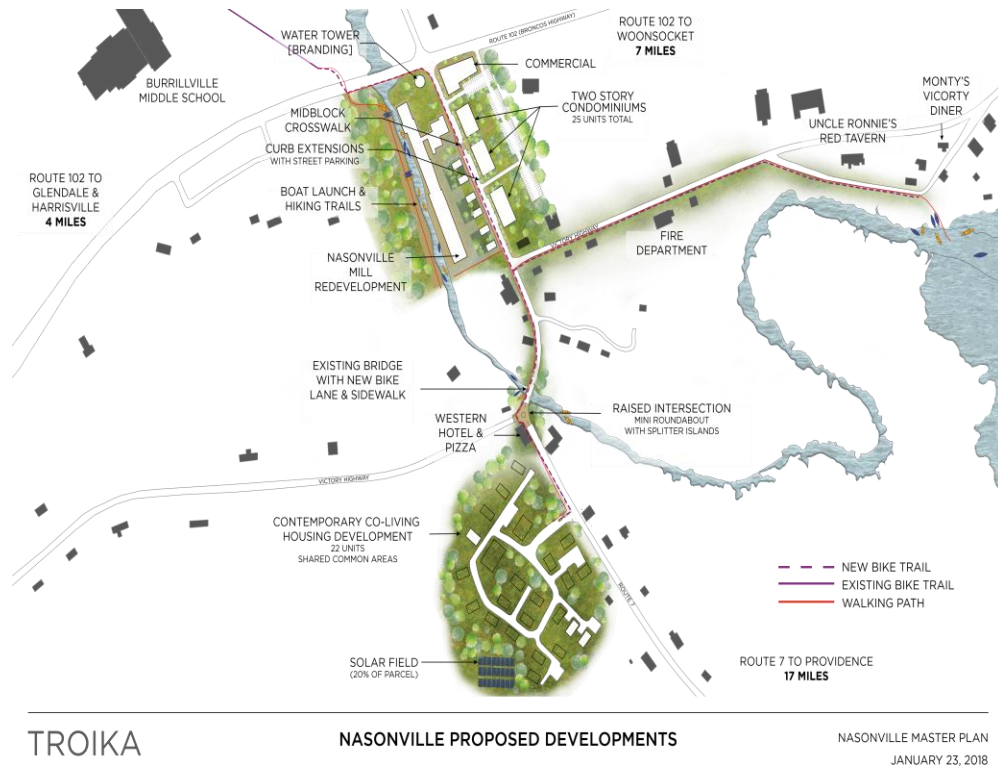


# THE NASONVILLE VISION

## A Redevelopment Plan for the Nason Mill and Village



Burrillville Redevelopment Agency, 2020

Prepared By: New England Economic Development Services, Inc.

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### **Nasonville and the Long Shadow of the COVID-19 Pandemic**

Following the completion and adoption of the Nasonville plan by the Burrillville Redevelopment Agency, the Nation went into lockdown because of the pandemic. Almost a year later and the pandemic is still impacting the economy. The appropriate question is what impact does the pandemic have on the vision and recommendations of the Nasonville plan?

Nobody truly knows what lasting impact the COVID-19 pandemic will have on the economy and our communities. There is considerable public chatter about this question with responses ranging from no impact to fundamentally transformative impacts. This lack of consensus is even emerging in discussions at the Hassenfeld Institute of Public Sector Leadership (Bryant University) called “Rhode Island and the Long Shadow of the Pandemic”. This discussion includes economists and leaders in Rhode Island’s public and private sectors.

The COVID-19 pandemic is impacting most economic sectors with the sectors of hospitality, retail, and professional services being particularly hard hit. In terms of real estate impacts, retail properties, hotels, and commercial office buildings are struggling. In cases such as retail, the economic trajectory was already troubling before the pandemic. The pandemic has greatly accelerated the dislocations in retail real estate sector. Multifamily housing is also struggling although the impacts are more a consequence of delinquent rent payments than imbalances between supply and demand. In the Rhode Island market, commercial office properties were struggling prior to the pandemic due to lethargic rent growth due to low demand. So, what does this all mean for Nasonville?

The consultants argue that the Covid-19 pandemic will have little if any impact on the Nasonville vision and plan. This position is based on the following opinions:

- Rhode Island has a fundamental undersupply of residential properties based on demand, especially as it relates to worker housing and housing designed for those between 80% and 120% of Average Gross Income. This undersupply will not be easily closed in the near term. This observation reinforces the residential component of the Nasonville vision and plan.

The consultants do not believe that there will be a significant, long-term movement of people from Rhode Island’s urban cores to less dense communities. There may be some cases of this occurring, but they will only be anecdotal and not transformative in the residential market. The residential market will continue to be driven by factors such as availability, affordability, and unique market needs based on psychographics.

- The retail sector – bricks and mortar locations - has been experiencing considerable dislocation over the past 5 years due to e-commerce. The pandemic has accelerated this transformation as evidenced by the fact that in 2020, Amazon was purchasing and/or developing approximately 5 million square feet of warehousing and order fulfillment space per week. The troubles facing the retail sector will continue, although they may decelerate somewhat post pandemic. It is important to point out that the health of the retail sector depends on consumer confidence and the ability of the U.S. and Rhode Island economies to

recapture lost jobs. Rhode Island lost 90,000 jobs in the first quarter of the pandemic, and has only been able to reclaim 50,000 of these jobs to date. Rhode Island's job recovery has stalled for now. Also, recent surveys of the Rhode Island small business community have indicated considerable pessimism regarding the future of Rhode Island's post-pandemic economy compared to other communities in northeast.

Retail is envisioned to be a small component of the Nasonville plan. Consequently, the problems confronting the National and Rhode Island retail markets are expected to have negligible impacts on the Nasonville vision. Any retail developed in Nasonville will primarily serve the local market, and the success of the Nasonville redevelopment may create limited opportunities for small-scale retail establishments.

- The office market has been struggling in Rhode Island for close to 2 decades. This fact is a consequence of limited users in the pipeline, which depresses market rent rates and the investment viability of new development. The pandemic has created a new dynamic of remote working. Preliminary evidence indicates growing employer acceptance of remote working. In fact, some companies have notified their employees that they can continue to work remotely after the pandemic. The question is whether this trend is transformative resulting in declining demand and significant oversupply for office space. The jury is out on this question. It is way too early to tell.

The authors believe that remote working is here to stay. Whether this belief drives the need for less office space is still open for discussion. The answer to this question also depends on the ability of Rhode Island to attract new companies. Based on Rhode Island's lethargic population growth trends and significant skill gaps in the labor force, the prognosis is not good. Office use is not viewed as a significant element of the Nasonville vision. What office use is envisioned for Nasonville is related to professional services (e.g. legal and accounting) and medical (e.g. medical and mental health services). Both office uses are based on local markets as opposed to regional markets. These markets will need to be served, regardless of the pandemic.

The rising importance of remote working does raise some interesting questions and needs. First, a robust broadband network is fundamental to economic development and the attractiveness of Nasonville for residential development. The availability of free Wi-Fi access will increasingly become an important location factor for both residential and commercial development. Furthermore, assuming that remote working remains an employer supported option as well as a growing demand for independent contracted employees (i.e. 1099 workers), the availability of co-working facilities in multi-family housing projects and/or dedicated co-work facilities should be promoted. Assuming continued growth in virtual working, residential options (rental and owner-occupied) may see an increasing need for an additional bedroom for remote working offices.

In summary, the consultants do not believe the COVID-19 pandemic will have a material impact on the Nasonville vision and plan. Although the length and depth of the pandemic may change its

## The Nasonville Vision

impacts on the economy and its various sectors, these sectors are more relevant to our urban and near-urban locations.

## The Nasonville Vision A Vision of the Future

*A town and its villages are the legacy we leave to the future. Each generation makes its contribution. The Nasonville Vision aims to define and refine a legacy for the Nason Mill and the village of Nasonville. It is a dream of how the mill can develop as an economic engine and the village a vibrant neighborhood for Burrillville; a dream of what this village should be and could be for the next generation. The Nasonville Vision is a statement of confidence and belief in the rebirth of the Nason Mill and of Nasonville. This is a statement that the village of Nasonville and the Nason Mill can become a better place for all.*

*The Nasonville Vision sets forth the aspirations of our planning efforts. This Vision will be the guiding principles for future development to ensure that the values it embodies are not lost. The Nasonville Vision is in the present tense, as if we were speaking of the mill and the village today. Our vision is very different from the area we see today; this vision should be read as describing the Nason Mill and the village of Nasonville we wish to see in Burrillville in the next 20 years.*

### ***We envision, a mixed use village where people choose to live . . . ,***

Nasonville is a self-sustaining village. It has a variety of retail to which the residents can walk or ride their bike. Small housing for 55 and over individuals has been developed. These single-family homes, built in a small lot walkable neighborhood, are surrounded by open space and connected by walks and bike paths. The Nason Mill has been renovated into office, retail and residential uses. The former parking lot and storage area has been developed with townhomes that support retail with a variety of open space and park land. The new buildings are clad in brick, stone, metal, wood or similar materials and maintain a human scale.

The village is interspersed with sidewalks and bike paths that connect you to the parks and plazas and take you to recreational areas adjacent to the Branch River and to the flower bridge at the Western Hotel.

### ***with new economic opportunities, . . .***

The Nason Mill, once a vital manufacturing property, is a center of innovation where a diversity of activities flourishes and provide employment opportunities. Here is found a center for creative thought and innovative services and a concentration of incubator industries. The area houses restaurants that overlook the Branch River, retail that offers a diverse range of goods and services.

### ***with a mix of housing products which target a range of incomes.***

A wide choice of housing types and prices is available for a diversity of lifestyles and incomes. Small house developments for persons over 55 years old have been integrated into the village. Residential development exists in a manner where the needs of the residents for support goods and services, including social services, can be met.

Opportunities for socializing, recreation, quiet and solitude are all close at hand, as are facilities and events which enrich the mind and spirit.

***that is environmentally sustainable, . . .***

The Nason Mill, once driven by waterpower, is again the center of a sustainable neighborhood. Starting with the repositioning of the mill complex as an energy efficient work and housing complex, Nasonville implemented low impact development practices for streets and parking. Solar infrastructure has been incorporated into development and the village has established an energy producing district and is now a net zero neighborhood.

***part of a vibrant metropolitan region, and close to the metropolitan center.***

Nasonville is on the fringes, but in the middle of two metropolitan areas – Providence and Worcester. The residents enjoy country living with access to a plethora of outdoor activity but are close enough to the metro cities to enjoy a thriving arts and theater community, great restaurants, minor league baseball, soccer and hockey. The proximity of the metro cities ensures access to quality education and health services and ease of mobility with quick and easy access to Boston and Downtown Providence and Worcester, connections to international airports in Warwick and Boston and to high speed rail in Providence.

This Vision for the Nason Mill and the village of Nasonville can be achieved by taking the following steps:

- ✓ *Adopt the Nason Mill Redevelopment Plan.* It is always best if the private market acts; however, the redevelopment of the mill may not happen if there is no government involvement.
- ✓ *Adopt the Nasonville Overlay Zone as part of the Burrillville Zoning Ordinance.* This overlay ordinance must be designed to achieve the vision laid out in the plan. The ordinance needs to detail the purpose of this district; the permitted uses; the approval process; design standards for buildings, landscaping and so on. As the Vision lays out the possibility for a denser community, there needs to be provisions in this overlay for a variety of housing types from small homes, to townhouses, and multifamily development. There needs to be design standards for the retail development so that strip commercial does not happen. The ordinance should also include requirements for pedestrian amenities and outdoor activities.
- ✓ *Improve/develop public infrastructure.* Steps must be taken to achieve the development of a new bridge at the Douglas Pike/Old Victory Highway crossing of the Branch River to new water service to the mill and the Village and expansion of sewer service throughout the Village.
- ✓ *Develop amenities to improve to make the Village an attractive place to live and work.* When a new bridge is being developed, take steps to maintain the old bridge as a flower bridge or similar use that will become an attraction in the center of the Village. Work with the state to grow and expand trails on the former railroad rights of way to expand recreational opportunities while connecting Nasonville, visually and tangibly, to the rest of the state.

## NASON MILL REDEVELOPMENT DISTRICT PLAN

### INTRODUCTION

On July 26, 2001, the Burrillville Town Council adopted an ordinance establishing the Burrillville Redevelopment Agency (“Agency”). The purpose for establishing the Agency was to plan for and manage the revitalization and redevelopment of various areas in the town which were experiencing physical and economic decline.

In 2002, the Agency adopted a process for identifying and evaluating various areas for redevelopment. The Nason Mill was selected as one of the areas for redevelopment. On November 13, 2002, the Burrillville Town Council adopted an ordinance amending the Burrillville Comprehensive Plan officially designating the Nason Mill, as well as several other areas as “areas of substandard and blighting conditions” (Appendix A).

The Agency has adopted redevelopment plans for the Stillwater Mill in Harrisville, and Downtown Pascoag, areas previously designated as substandard and blighted. The Agency has demonstrated success in advancing the redevelopment and revitalization of these two areas. To build on this success, the Agency engaged the services of New England Economic Development Services, Inc. (“NEEDS”) in 2016 to prepare a redevelopment plan for the Nason Mill. The following are the findings, recommendations and vision for the Nason Mill (“Nason Mill Redevelopment Plan”), which has been officially adopted by the Agency.

### OVERVIEW

Nasonville, one of the six villages located in Burrillville, was founded in 1825. Leonard Nason purchased the land along both sides of the Branch River where he built a dam and a mill to manufacture axes and hoes. By 1850 Leonard Nason and his mill workers were producing 1000 axes and hoes a day. Once Joshua Perkins took ownership of the mill in 1880’s, he began manufacturing cashmeres and woolens. The mill was subsequently sold and used for plastic manufacturing under the name Turex, which was merged into the Pliant Plastics Corporation. Manufacturing ceased in the early 2000’s and the building was subsequently sold to an investor/developer. The mill has remained vacant for over 15 years.



As with many villages in Burrillville and throughout New England, the village of Nasonville grew along with the mill. The Western Hotel was established in 1895 as a major stopping place for travelers going from Providence to Douglas, MA. A railroad station arrived in

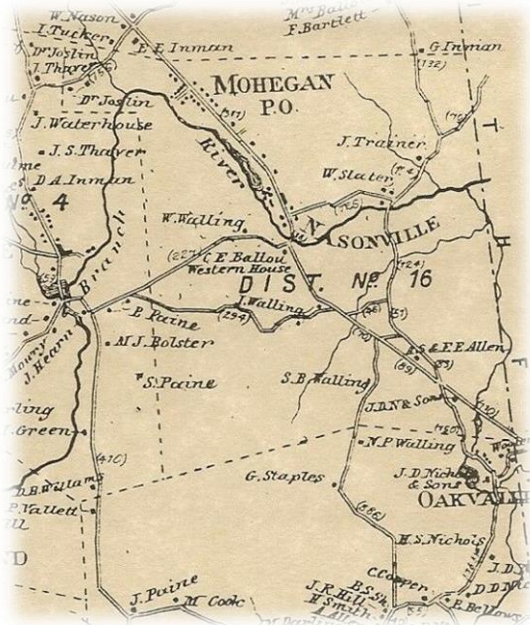


Figure 1 - Map of Nasonville circa 1850

1890 in the Village of Nasonville which was served by the New York and New England line running between Pascoag and Woonsocket. Trolleys arrived 1902.

With the loss of employment opportunity with the stoppage of textile manufacturing and the closure of the mill, Nasonville has become a quiet village with most of its life coming from the traffic that passes through the village on Route 7 stopping for gas at the local station or a meal at the Western Hotel.

As a result of the obsolescence of the mill in an information and technology based global economy, the mill has sat vacant for over fifteen years. Market forces have overlooked the mill as an investment and redevelopment opportunity. Consequently, the mill has experienced ongoing physical decline and the surrounding area has suffered from the mill's blighting influence. But the mill is still a large presence in the village; a presence that if redeveloped would spur growth in the Village.

With the mill sitting vacant, local officials decided to develop a plan to guide its redevelopment. The Agency has successfully guided the redevelopment of the villages of Pascoag and Harrisville, former mill villages in Burrillville. Given that success, the Agency wanted to address the Nason Mill. The goal is to facilitate the redevelopment of the Nason Mill to catalyze the development of the surrounding village.

A team was assembled to prepare a redevelopment plan for Nason Mill. As the public process evolved and market conditions were analyzed, it became evident that the redevelopment of the mill could not stand alone; the mill redevelopment initiative had to be

completed in the context of creating a larger village. Without the redevelopment of the larger village, the mill as stand-alone project lacked the scale to be a viable project.

*Figure 2 - The Nason Mill from Douglas Pike*



*Figure 3 - Nason Mill from Broncos Highway*

Realizing that the revitalization of the mill depended on a vision of a larger vibrant village growing around the mill, the planning process evolved into a Vision plan for Nasonville and a redevelopment plan for the mill. By integrating the plans, we are recognizing that what happened in the past is relevant today: the development of the mill caused a village to grow around it. The mill needs the village as much as

the village needs the mill. Planned together a vibrant village can grow.

### **THE PLAN: FROM BUILDING STRATEGY TO VILLAGE VISION**

As discussed in this redevelopment plan, early community discussions around the future of the Nason Mill identified linkages with efforts to promote Nasonville as a village. In other words, the Nason Mill's future for redevelopment was linked to efforts to promote a connected, vibrant village, and vice versa. This document is primarily a Redevelopment Plan for the Nason Mill (The Project) in conformance with the requirements of RIGL 45-32-8, but it is also a vision document laying out a framework for reenergizing the Village of

Nasonville. As a Redevelopment Plan, this document will present how the Nason Mill, known as 770 Douglas Pike assessor's plat 114 lot 16 can be redeveloped and steps that the Agency can take to facilitate the redevelopment.



As a supplement to the Redevelopment Plan, the Nasonville Village Plan (The Vision) is designed to direct development in the village into the future. The Nasonville Village Plan will suggest the types of development that could take place around the Nason Mill, which will support the mill building's reuse and the emergence of a vibrant village. The development framework recognizes the market and demographic factors that will impact the types of projects that can attract private investment including the businesses and people that would realistically settle in the village. The Village Plan will also outline zoning and regulatory approaches to advance The Vision, as well as public investments in infrastructure and amenities necessary to support private investment.

## PROJECT AND VILLAGE BOUNDARIES

The Redevelopment Project (i.e. Nason Mill) encompasses assessor's plat 114 lot 16. Nasonville Village comprises approximately 250 acres. For the purposes of this plan, the Village Vision encompasses all the land and buildings along Route 7 (Douglas Pike) from the

intersection of Route 7 and Route 102 (Broncos Highway) south to the area intersecting Victory Highway in the proximity of the Western Hotel, as well as the area along Victory Highway from the intersection with Route 7 eastward to Route 102. The study area includes the aforementioned Western Hotel, gas station and convenience store, church, Nasonville Fire District, two restaurants, single family and multi-family residential properties, and areas of undeveloped land. This area delineation represents the study area only and is not intended to represent the historical boundaries of Nasonville Village. Appendix B identifies the properties within the Redevelopment Project and the Village study area along with ownership and assessed value data.

### **INVENTORY OF BUILDING STOCK AND LAND**

A visual assessment of the building stock exteriors within the study area was conducted in the Fall of 2017. This visual assessment included engaging a photographer to document existing building and land conditions.

Nason Mill – The building encompasses approximately 56,224 square feet of building and 70,000 square feet of paved area. The building site encompasses approximately 236,000 square feet and is bounded by Route 102, Route 7 and the Branch River. No structural assessment of the building has been conducted; however, a visual inspection confirms the building’s blighted condition. The site is overrun with vegetation and paved areas require complete redevelopment. A portion of the paved area on the northeasterly side of the property is currently being used for outside storage for construction-related materials. The building reflects deterioration related to lack of occupancy and maintenance. The building does not appear to be in eminent threat of structural failure.

Nasonville Village - The village comprises a diversity of property uses including single-family and multi-family residential properties, businesses and undeveloped land. In general, the building stock ranges from well-maintained to moderately maintained properties. The land area confirms several development opportunities. In addition to the Branch River, properties along Victory Highway about the Upper Slatersville Reservoir indicating passive and active recreational opportunities. With the exception of several newer single-family residential properties, there is no visual evidence of recent investment activities in the village’s-built environment. The purpose for this assessment of the Village’s built and land

environment is not for redevelopment purposes. The purpose is to suggest approaches to intensify development in the village to support the redevelopment of the Nason Mill.

### INVENTORY OF INFRASTRUCTURE

The availability of adequate utility and transportation infrastructure is accepted as a foundational requirement for higher density development. The following are the findings of a preliminary inventory of existing utility and transportation infrastructure supporting the Nason Mill and the Nasonville Village.

Water - The Village and Mill lack adequate utility infrastructure to support the Village Vision and the optimal redevelopment of the Nason Mill. The Village lacks any public water infrastructure. The Nason Mill was supported by an onsite water system and there has been verbal representations made by the mill representatives that the existing system is envisioned to support the reuse of the mill. The capacity and/or likelihood of securing regulatory permits for an onsite water system are beyond the scope of this study. Nevertheless, a public water system is viewed as fundamental to the future development of the Mill and Village.

There is an existing public water system east of the Village study area that is managed by the Whitinsville Water Company. This water system was developed with Federal EPA monies in response to an environmental contamination issue. The owner of the water system has expressed interest in “selling” the system to an existing public water provider. The system currently yields 90 gallons per minute. It is understood that this yield is insufficient to meet the projected demands from the Village Vision.

A meeting was held with the Harrisville Fire District, which also serves as the public water company for a portion of Burrillville. The Fire District is aware of the Nasonville Village initiative and understands that it will be a key stakeholder in realizing the Village Vision.

Sewer – A meeting was held with the Burrillville Sewer Commission on September 10, 2019. The Village of Nasonville has access to sewers via a force main sewer line that terminates on Victory Highway near to the Nason Mill. To facilitate the redevelopment of the Nason Mill

and the village, it will be a requirement to extend the force main sewers throughout the study area. This will require extension of sewer infrastructure across the Branch River via the bridge.

Engineering of an extended sewer system is outside the scope of the redevelopment planning. Consequently, the cost for extending the sewer infrastructure, including any pumping requirements, cannot be ascertained at this time. Preliminary discussions with the Sewer Commission's Superintendent has indicated no known sewer system capacity issues that would prohibit extension of the sewer system to service a redeveloped Nason Mill and village.

*Transportation* – The Village of Nasonville is situated at the intersection of two major State highways, Route 7 (Douglas Pike) and Route 102 (Broncos Highway). Route 7 is a major arterial road from Providence, and Route 102 connects western Rhode Island to Route 146 in North Smithfield, to I-95 in West Greenwich and Route 2 in North Kingston. Also, bisecting the village is Old Victory Highway, which parallels Route 102 connecting the villages of Mapleville, Oakland and Nasonville, all villages in Burrillville. No traffic counts have been completed at the Route 7 – Route 102 intersection since 2000. At that time, traffic on Route 7 was averaging 4,200 vehicles per day while traffic on Route 102 was averaging 12,800 vehicles a day.

The existing bridge at the intersection of Route 7 and Old Victory Highway is dangerous for both cars and pedestrians. This issue surfaced during public input meetings as addressed

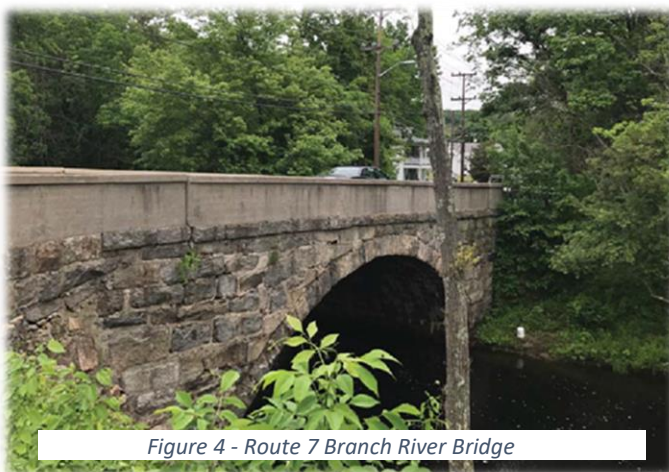


Figure 4 - Route 7 Branch River Bridge

later in this document. The bridge is on the State Transportation Improvement Program list and is scheduled for replacement or comprehensive rehabilitation in 2026. This bridge is also considered an historic bridge, which will have a significant impact on the design, cost and timing of the bridge project. There is a second bridge on Route 7 that goes over

the canal that serviced the Nason Mill. This bridge is scheduled for inspection and repair over the next 24 months.

In terms of public transportation, the Rhode Island Public Transit Authority (RIPTA) has limited service in Burrillville. The nearest stop for RIPTA Bus Route 59X is at the Slatersville Plaza in North Smithfield with Downtown Providence as the destination. RIPTA Bus Route 9X stops in the Village of Mapleville at the intersection of Old Victory Highway and Central Street with Exchange Terrace in Providence as the destination. Departure and arrival times are limited.

The State encourages the use of bicycles as an alternate form of transportation. A Bike Transportation Master Plan is being prepared by the State and is in its draft form at the time of preparing this document. The bike plan has established bike lanes on a number of state roads. Both Route 102 and Old Victory Highway are considered bike routes because of their wide shoulders or limited traffic. The Douglas Turnpike is considered bike friendly north to Victory Highway, and then north of Joslin Road.

### **OPEN SPACE AND RECREATION**

Nasonville has two untapped resources that present great potential: the Branch River and the Slaterville Secondary Track.

The Branch River, formed in Burrillville by the confluence of the Clear and Chepachet Rivers, flows for approximately 10 miles to the Blackstone River. The river flows northeast through a forested area, parallel to Victory Highway in the Village of Oakland. In the Village of Glendale, the river flows north and passes under Victory Highway and RI Route 102 (Broncos Highway) in the center of Glendale where it is joined by a small tributary. This segment of



*Figure 5 - Branch River northwest of Route 102*

the Branch River then continues northeast through a wooded area and flows through the Village of Nasonville. The river flows back under Broncos Highway parallel to RI Route 7 (Douglas Turnpike) where development is located directly adjacent to the river. The river passes under the Douglas Turnpike and empties into the Upper Slatersville Reservoir in the Village of Nasonville. The river begins again at the Slatersville dam flowing through Slatersville and Forestdale to the Blackstone River. There are six dams along the river's length which provided energy for many of the region's textile mills in the nineteenth century.

There are some trails along the river which pass mostly through private property, but there is great potential to develop recreational activities around the river. The Slatersville Secondary



Figure 6 – Major Rail Lines – circa 1890

railroad track has long been inactive, but remnants of the right of way run from Woonsocket, where it intersects with the Providence & Worcester Main line, to Harrisville, where it connects with the former Pascoag/Providence line, also known as the Providence & Springfield Railroad. The right of way from the North Smithfield town line to Nasonville has disappeared and most likely passed over the Branch River at the same location as the Broncos Highway does today.

Over the past twenty years the state has prepared a series of open space and bike plans showing the potential for these old rights of way to be utilized as hiking trails and potentially bike trails. Most recently in the new statewide bicycle plan - MOVING FORWARD 2018 BICYCLE MOBILITY PLAN for Rhode Island – the former rail lines in Burrillville were again identified as potential bike paths. These old rail lines should be considered for hiking and bicycling trails and this potential reuse of these rights of way should be highlighted in the vision plan for Nasonville.

## PLANNING PROCESS, FINDINGS & CONCLUSIONS

The initial objective of the redevelopment planning process was to create a vision for a redeveloped Nason Mill. As previously referenced and further discussed below, this planning process expanded beyond the initial focus of creating a redevelopment plan for the



mill to include a strategy to spark the revitalization of Nasonville as a vibrant village node in Burrillville, and the region. The planning process entailed three phases, which were as follows.

**Phase 1** – Identify the real estate and psychographic market attributes that impact the redevelopment options for the Nason Mill. Data and information collected in this phase were presented during a public meeting to collect feedback and consensus for subsequent planning efforts.

**Phase 2** – Based on public feedback and consensus, develop and present a conceptual redevelopment vision for further refinement. Public feedback regarding the conceptual redevelopment vision was facilitated for further refinement of the redevelopment vision.

**Phase 3** – The conceptual redevelopment vision was modified from Phase 2 and again presented to the public for feedback. Additional feedback and input were solicited in the areas of transportation, utilities and amenities. The output of Phase 3 was a final redevelopment vision and plan to be presented to the Burrillville Redevelopment Agency and Burrillville Town Council for adoption.

### **PHASE I: THE VILLAGE, THE MARKET, AND WHO ARE WE NOW?**

In developing a plan for the rebirth of the Nason Mill and Nasonville, it's necessary to understand the real estate market forces, and the people who currently call Nasonville and Burrillville home. Specifically, what types of development does the local and regional markets support, and how do the residents live and work. From this knowledge, a vision can evolve that will be supported by the market and the residents. The market data was presented in public workshops held on July 28, 2016 and March 23, 2017.

#### Real Estate Market Factors

Various real estate markets were investigated as possible redevelopment and reuse options for the Nason Mill. These markets included (1) housing, (2) retail, (3) industrial, (4) commercial, and (5) live-work hybrid.

**Housing** – Rhode Island is a small state facing some of the same market dynamics as booming metropolitan markets such as Boston and New York. While single family home sales rose in RI for the sixth consecutive year in 2018, and continue to rise in 2019, there remains a big lack of inventory. Today, the median home value in Rhode Island is \$283,000 (Zillow) and prices are predicted to continue to rise. The median list price per square foot in Rhode Island is \$211. The median price of homes listed in July 2019 is \$324,900 while the median price of homes that sold is \$258,800. The median rent price in Rhode Island is \$2,000 a month.

The Rhode Island housing market is characterized by a lack of affordability and demand outpacing supply. A 2016 HousingWorks study commissioned by Rhode Island Housing found that 3,500 new housing units per year would be needed to meet housing demand through 2025. Further, the study found that 81% of demand was for multifamily housing, and, with growing senior and Millennial populations, maintaining affordability is key.

As of July 2019, homes for sale in Burrillville had a median listing price of \$267,000 and a price per square foot of \$169. There were 120 active homes for sale, which spent an average of 63 days on the market (Realtor.com). For the first six months of 2019, the median single-family home sales price was \$289,000 and the median monthly rent was \$1,850 (Trulia.com).

Specific market forces were discussed relative to the Nason Mill location including slow population growth at the State level; lack of affordable and quality housing options for the Millennial population; and the lack of affordable and unique housing options for the aging Baby Boomer population. It was emphasized that residential development options at the Nason Mill would first and foremost be dependent upon local market psychographics. Specifically, the Nason Mill would have to be successful in meeting the needs of the local market first and should not be dependent on a strategy to attract residents from outside the local market.

**Retail** - A 2017 report by Bloomberg shows Rhode Island experienced a 7.1% decline in retail employment during the past decade. According to the R.I. Department of Labor and Training, retail employment in Rhode Island peaked in 2003 with 53,200 jobs. Retail employment rates, however, began falling before the 2008 recession and were never restored to their peak level. Today retailers are *closing stores* at a record pace. In January 2019 before many of the recent store *closings* had even been announced, *Rhode Island* had lost 400 retail jobs for the month. Consistent with National and regional trends, retail opportunities in the Nasonville area are viewed as limited to transportation-related services such as automobile service stations and convenience stores, and small-scale retail businesses serving the local market.

**Industrial Market** – Statewide vacancy rates in the industrial market were 6% at the time of the planning process. Preliminarily, this indicated a potentially viable market for industrial uses at the Nason Mill. Low industrial vacancy rates may not be a consequence of industrial growth rates as much as they may reflect the repurposing of former industrial properties for residential and commercial purposes. Specifically, several historic mills throughout the state have been redeveloped for residential and mixed-use purposes in response to residential market opportunities and tax incentives. Therefore, industrial vacancy rates are more a reflection of a decline in industrial space than growth rates in the industrial sector.

An important indicator of health in the industrial real estate market is rent rates. Rent rates in the industrial real estate market can range from less than a \$1 per square foot (e.g. older mill structures) up to \$7-\$7.50 per square foot (more modern, single-story structures). Industrial rent rates are not increasing, which would be expected in a market characterized by low vacancy rates. The explanatory factor for this contradiction is the absence of robust growth in the industrial sector. Due to the lack of escalation in industrial rent rates and existing low rent rates, there is minimal investment activity in the construction of new industrial properties for rent, as well as the substantial rehabilitation of older industrial structures such as mill buildings. Specifically, the return on invested capital is significantly below market expectations given alternative investment options and perceived market risks.

**Commercial Market** – In contrast to the industrial real estate market, the commercial real estate market has a vacancy rate over 15%. Higher vacancy rates are both an indicator of sluggish employment growth and a restructuring of the market. Typical office users are demanding smaller space requirements in response to increased efficiencies due to digital technologies, and growth in mobile workers. Growth in the medical sector is one exception to this trend; however, consolidation in this sector is emerging as evidenced by Lifespan’s purchase of surgical centers and the recent closing of Memorial Hospital in Pawtucket. Increased consolidation in the medical sector is expected as efficiencies drive investment decisions and pressures increase to control medical costs. Alternative options for outpatient treatment may continue to grow; however, siting in proximity to population centers and allied medical services may negate the attractiveness of the Nason Mill for medical use.

In response to the growing use of “1099” and virtual workers, larger markets have experienced growth in co-work developments such as WeWork and WorkBar. Although these co-work facilities are typically located in large urban areas, recent projects have emerged in Rhode Island including Innovate Newport and the Cambridge Innovation Center’s new location at the Wexford Building in Providence. These projects have either been heavily subsidized by local and State governments (e.g. Innovate Newport), or have been enabled by State Incentives and large institutional backers (e.g. Wexford). The Nason Mill does not offer the locational attributes necessary to support a large-scale co-work facility.

**Live/Work Maker Space Market** – The market for live/work real estate options is difficult to define in the region. Although there is evidence of some successful projects in Pawtucket, this market has not evolved to a point that allows confidence among investors. The live/work market can be referred to as the maker market, meaning small-scale innovator enterprises including craftsman and artists. The maker market is characterized as being small in the region. This market also prioritizes locations in built, urban environments. The Nason Mill is not viewed as a viable market that will support the development of live/work space.

Background of the redevelopment planning initiative and the market factors were presented and discussed in a Public meeting on July 28<sup>th</sup>, 2016. A discussion was facilitated around the possible uses of a redeveloped Nason Mill. The prospective uses were presented on display-mounted charts and meeting attendees were asked to indicate their support for 2 of the uses by placing colored, adhesive dots next to the uses. The following summarizes the level of public support for each use.

**Commercial (Office and Medical)**

**Votes – None**

Although some attendees felt that a portion of the Nason Mill could be used for commercial purposes, there was a consensus that the market demand was inadequate in the area to support commercial use as a primary activity in the Nason Mill.

**Manufacturing**

**Votes – None**

Attendees concluded that manufacturing demand could be satisfied with existing industrial locations in the area. Attendees indicated a possible use of the mill as an order fulfillment center, or industrial condominium units for small, light manufacturers.

**Residential Mixed With Commercial**

**Votes – Seven**

Attendees acknowledge the popularity of mixed-use developments, especially among the younger population. Concerns were raised about managing the mix of uses, and demands for water and parking.

**Residential**

**Votes – Seven**

Attendees identified the need for quality residential rentals. Proximity to employment centers such as Fidelity Investments campus in Smithfield, Bryant University, and CVS' corporate headquarters were identified as possible sources for demand. Growth of the residential sector was also identified as an important objective in supporting existing businesses in Burrillville, and to attracting more businesses to such locations as Burrillville's Commerce Park. Concerns were raised regarding the visibility and accessibility of the mill to the residential market and defining the specific market the mill would be designed to attract.

**Live/Work Maker Space**

**Votes – Six**

Attendees were supportive of the live/work maker space concept. Combining older and younger workers, creating an exciting social vibe, and proximity to Worcester tech schools were cited as reasons for supporting this development concept. Weak public transportation services, questionable depth in the region’s and State’s maker community were cited as negatives to this development concept.

In summary, the first Public Session appeared to create a consensus around a Nason Mill development vision as a multi-family rental development. The development vision could include secondary uses including commercial space and/or maker space. This development vision was consistent with a proposal from a private developer in 2007 to redevelop the Nason Mill as a residential mixed-use development with ground level supporting commercial

Nason Mill Landings



uses. This redevelopment project was never executed following the 2007/2008 National recession and the State’s cancelling of their historic tax credit program.

Demographics and Psychographics

The redevelopment plan must be responsive to existing market needs, meaning the population the redevelopment plan is designed to support. Although there is frequently a desire to recruit new people and businesses to a redevelopment area, redevelopment projects must first be accepted by the local market. Consequently, the area surrounding the Nason Mill and the village of Nasonville were analyzed based on demographic and psychographic attributes. Demographics pertain to the socioeconomic characteristics of a population expressed statistically, such as age, sex, education level, income level, marital status, occupation etc. Psychographics is the study and classification of people according to their attitudes, aspirations, and other psychological criteria. For the purpose of this plan,

psychographics are assumed as a more important basis for the definition of residential markets, which is the key component to the redevelopment vision for the Nason Mill.

There are 15,995 people living in the town of Burrillville. The following is a demographic profile of this population as compared to the county and the state. It is important to

<b>Population Trends and Projections, 2000 - 2017</b>			
	<u>2000</u>	<u>2010</u>	<u>Projected 2017</u>
<b>02830 Zip Code (greater Nasonville)</b>		5,976	5,875
- Increase/Decrease			-1.69%
<b>Pascoag</b>	4,742	4,577	5,041
- Increase/Decrease		-3.48%	10.14%
<b>Harrisville</b>		1,605	1,396
- Increase/Decrease			-13.02%
<b>Burrillville</b>	15,796	15,955	16,363
- Increase/Decrease		1.01%	2.56%
<b>Providence County</b>	621,602	626,667	633,704
- Increase/Decrease		0.81%	1.12%
<b>Rhode Island</b>	1,048,319	1,052,567	1,056,140
- Increase/Decrease		0.41%	0.34%
<i>Source: TownCharts</i>			

emphasize that specific data is not available for the Village of Nasonville. It is also acknowledged that the census data used is ten years old; the ongoing statistical updates to the census data are of some use. But from census data we draw a picture of residents from statistics of age and income only.

What’s more important is not the static numbers of the census but the socio-economic profile of who lives in Burrillville. By understanding what people earn, the lifestyle they

choose, and how they spend their money helps develop a clearer picture of the residents of Burrillville, and who can be attracted to live in Nasonville.

<b><i>Income, Population Density and Median Age</i></b>		
<b>02830 Zip Code Island Greater Nasonville</b>	<b>Providence County</b>	<b>Rhode</b>
<i>Median Income</i>		
\$76,786	\$50,778	\$57,470
<i>Population Density Per square mile</i>		
311.4	1,560.8	1,029.8
<i>Median Age</i>		
44.1	38	40.6

Source: Tapestry Segmentation ESRI

Socio-economic analysis groups people into lifestyle segments that share similar traits and common experiences - born in the same generation, immigration from another country or affluency, education and so on. These segmentations provide an accurate, detailed description of America’s – and Burrillville’s – neighborhoods. This information gives us a better understanding of the people who live in Burrillville and allow us to develop a vision statement that is achievable.

**Lifestyle Segmentation Profiles**

The following identifies and describes the three largest Segmentations as revealed in a “lifestyle segmentation” profile based on a “ESRI Tapestry Segmentation”. Tapestry reports provide qualitative community profiles as a tool for businesses targeting communities for commercial product marketing. As such, they present generalized profiles and stereotypical labels to describe the dominant backgrounds and tendencies of the geographically defined areas.



**Segmentation Comparison - Adjacent Communities**

	<u>02830</u>	<u>Burrillville</u>	<u>Gloucester</u>	<u>North Smithfield</u>
	<u>Greater Nasonville</u>			
Parks and Rec	60%	52%		33.4%
Savvy Suburbanites	19%	<2%	19.5%	23.5%
Green Acres	15.6%	41%	43.5%	
Home Improvement		5%		
Comfortable Empty Nesters			23.9%	
Exurbanites				16%

The three major Life-Style segmentations found in Burrillville and the key characteristics are:

**Parks and Rec**

- These practical suburbanites have achieved the dream of home ownership. They have purchased homes that are within their means. Their homes are older, and town homes and duplexes are not uncommon. Many of these families are two-income married couples approaching retirement age; they are comfortable in their jobs and their homes, budget wisely, but do not plan on retiring anytime soon or moving. Neighborhoods are well established, as are the amenities and programs that supported their now independent children through school and college. The appeal of these kid-friendly neighborhoods is now attracting a new generation of young couples.
- The neighborhoods are primarily owner occupied, single-family residences built prior to 1970; town homes and duplexes are scattered through the neighborhoods. Both median home value and average rent are close to the national level. Households by type mirror the US distribution; married couples, more without children, dominate. Average household size is slightly lower at 2.51, but this market is also a bit older.
- More than half of the population is college educated. As older residents they draw Social Security and retirement income. The work force is diverse: professionals in health care, retail trade, and education, or skilled workers in manufacturing and construction.
- This is a financially shrewd market; consumers are careful to research their big-ticket purchases. When planning trips, they search for discounted airline fares and hotels and choose to vacation within the US. These practical residents tend to use their cell phones for calls and texting only.

### **Savvy Suburbanites**

- Savvy Suburbanites residents are well educated, well read, and well capitalized. Families include empty nesters and empty nester wannabes, who still have adult children at home. Located in older neighborhoods outside the urban core, their suburban lifestyle includes home remodeling and gardening plus the active pursuit of sports and exercise. They enjoy good food and wine, plus the amenities of the city's cultural events.
- They live in established neighborhoods - most built between 1970 and 1990 - found in the suburban periphery of large metropolitan markets. They consist of married couples with no children or older children; average household size is 2.85. Ninety one percent are homeowners with 66% still having a mortgage. The homes are primarily single-family homes, with a median value of \$362,900. There is a low vacancy rate - 3.8% - in the neighborhood.
- These families tend to have some higher education with 50.6% college graduates; 77.6% with some college education. With these families there is low unemployment at 3.5%; higher labor force participation rate at 67.9% with proportionately more 2-worker households at 62.2%.
- Well-connected consumers, these families appreciate technology and make liberal use of it for everything from shopping and banking to staying current and communicating. They are informed shoppers that do their research prior to purchasing and focus on quality.

### **Green Acres**

- This lifestyle features country living and self-reliance. These people are avid do-it-yourselfers, maintaining and remodeling their homes; they are gardeners, especially growing vegetables. They own all the right tools to carry out their home improvement and gardening. These people enjoy living the outdoor life; they hunt, fish, motorcycle, hike, camp, and even golf. Self-described conservatives, residents of Green Acres remain pessimistic about the near future yet are heavily invested in it.
- Green Acres families are typically older couples, primarily married and most have seen their children move out on their own. They live in rural enclaves in metropolitan areas, primarily but not exclusively, older homes with acreage. New housing growth has

happened over the past 15 years. The housing is primarily single-family, owner-occupied housing, with a median value of \$235,500.

- More than 60% of the Green Acres families are college educated. Unemployment is low at 3.8%; labor force participation rate is high at 66.8%. Income is derived not only from wages and salaries but from self-employment (more than 13% of households), investments (27% of households), and increasingly, from retirement.
- They are cautious consumers with a focus on quality and durability. Comfortable with technology, more as a tool than a trend: banking or paying bills online is convenient; but the Internet is not viewed as entertainment. Economic outlook is professed as pessimistic, but consumers are comfortable with debt, primarily as home and auto loans, and investments.

From this information we learned about the people of Burrillville; we learned the dominant backgrounds and tendencies of the residents. This information told us not only the age, income and housing type of the village residents, but the spending habits and preference of the people. Through this research we learned that Burrillville tend to be older than the average Rhode Islander, more affluent, prefer living in rural areas and spending time in nature. This data also allowed us to form ideas about the ways to redevelop the mill and the village.

### **Phase 1: Findings and Consensus**

Based on the information and findings presented in the first public meeting, and data presented and discussed in the second public meeting, the following are the conclusions and consensus reached at the conclusion of Phase I of the planning process.

- Conclusion/Consensus #1 – There was a reaffirmation of the conclusion from the first public meeting that the preferred use for the Nason Mill was a mixed-use residential development. This conclusion is consistent with the initial development concept prepared in 2007.

## The Nasonville Vision

- Conclusion/Consensus #2 – The redevelopment of Nason Mill demands a larger vision for the village of Nasonville. Specifically, a redeveloped village is necessary to establish the critical mass and sense of place to enhance the marketability of the Nason Mill for residential tenants.
- Conclusion/Consensus #3 – Millennial population cohort is not a viable market for a redeveloped Nason Mill because of the absence of urban amenities in the village.
- Conclusion/Consensus #4 – The availability of larger, undeveloped tracts of land in the village offers a unique opportunity to attract additional residential and mixed-use development.
- Conclusion/Consensus #5 – Area demographics and psychographics indicate an opportunity to develop a village concept targeted to Generation X and Baby Boomers. Such a development concept would be unique in the regional market. This development concept would not be deed restricted but rather would be based on smaller self-standing residential units served by a walkable village, access to surrounding natural areas, and supportive village food and professional services.
- Conclusion/Consensus #6 - The existing bridge on Route 7 creates a significant impediment to connecting the village on both sides of the river, and enabling a walkable community.
- Conclusion/Consensus #7 – Enhanced signage and aesthetics need to be integrated into the Route 7 and Broncos Highway intersection to increase the visibility and identity of Nasonville.
- Conclusion/Consensus #8 - Access and visibility to the Branch River and Upper Slatersville Reservoir needs to be included in the village vision.

- Conclusion/Consensus #9 – The success of a redeveloped Nason Mill and village requires addressing water and sewer infrastructure needs.

## PHASE II – VISIONING PROCESS FOR NASON MILL AND NASONVILLE

Based on the findings of Phase I of the redevelopment planning process, the Burrillville Town Council appropriated additional funds to underwrite the costs for expanding the study area to include a village-wide vision. Using the data and conclusions reached in Phase I, a conceptual village vision was developed (see Figure 7). The conceptual village vision included 3 development nodes.

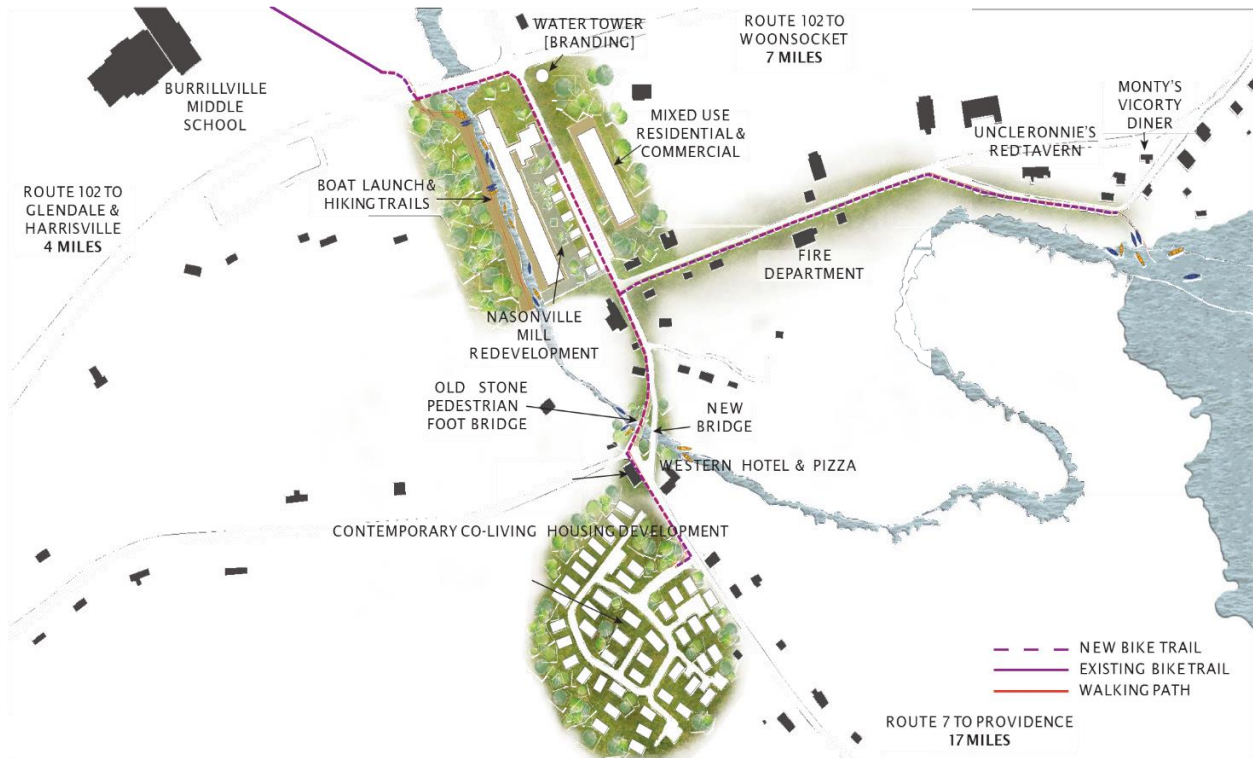


Figure 7 - Conceptual Village Vision

### Development Node 1 – Nason Mill

This development node entails the redevelopment of the Nason Mill as a mixed-use, residential and commercial development. Residential apartments are the primary property use with some ground level commercial uses. Commercial uses are envisioned as having a symbiotic relationship with residential uses and include small-scale retailers, medical and

food services. The vision for this development node is the same vision as previously submitted by the property owner to the Town, which was approved by the Burrillville Planning Board.

**Development Node 2 – Plat 114 Lot 012**

This node encompasses 11.48 acres and has frontage on Broncos Highway and Route 7. This site is owned by a single property owner, Nason Square, LLC. At the time of this report, this property is on the market. Because of the site’s visibility, the development of this node was envisioned to be mixed with commercial use on the property side facing Broncos Highway, and residential on the property side facing Route 7.

**Development Node 3 – Plat 131 Lot 007**

This node encompasses 40.29 acres and has frontage on Route 7 and Victory Highway and is located behind the Western Hotel. This site is owned by a single property owner, Joseph



Figure 8 - Concept of Village Development

and Maryann Mantia. At the time of this report, this property was on the market. The development of this site is envisioned to be residential. Specifically, based on the findings of the psychographic and demographic information, the development vision is a dense, village-type concept designed specifically for the 55+ age cohort (see Figure 8). The envisioned design attributes of this node include

dense, self-standing smaller residential properties with shared parking and passive-active recreation amenities.

The village development vision emphasized the importance of enabling pedestrian circulation between the 3 nodes. Building a walkable village was emphasized as a key locational attribute demanded by the envisioned residential uses, particularly the 55+ target market. The development vision was presented in a public workshop on November 2, 2017. There were several themes expressed by the public.

### **Theme 1 – Traffic Impacts**

The public expressed concern regarding the number of residential units being proposed on Plat 131 Lot 007. Issues regarding the speed of traffic and safety concerns at the Route 7 and Victory Highway intersection was a focus of comments. The public also referenced the noise emanating from heavy trucks coming from Route 7 to Broncos Highway, particularly water tankers servicing the water reservoir on Broncos Highway, which is part of Ocean State Power infrastructure.

### **Theme 2 - Route 7 Branch River Bridge**

The public expressed concerns about the capacity of the Route 7 Branch River Bridge to safely accommodate increased traffic from development in Nasonville. There was also concern about the ability to accommodate pedestrian traffic on the bridge. The public was made aware that the bridge was on the Rhode Island Traffic Improvement Plan list, scheduled for a major upgrade or replacement in 2025.

### **Theme 3 - Public Utilities**

The public recognized the importance of public utilities to the feasibility of realizing the village vision. The public indicated that infrastructure was not only important to the development of the 3 nodes, but was also important to other businesses in the village including Uncle Ronnie's Red Tavern.

### **Theme 4 – Public Recreation**

The public emphasized the natural beauty of the village including the Branch River and the Upper Slatersville Reservoir. It was emphasized that future development in the village should include public access to these natural resources.

### **Theme 5 – Area Flooding**

Concerns were raised regarding flooding issues from the historic mill canal that parallels the Branch River. The public argued that the flooding was the result of the infill of the canal from vegetation and erosion. The public also stated that the maintenance of the canal is the responsibility of the owner of the mill property.

### **PHASE III – VISION REFINEMENT**

Both the Route 7 – Victory Highway intersection and the Route 7 Branch River Bridge are critical infrastructure elements to the Nasonville vision. Consequently, the Town Council appropriated additional funds to initiate preliminary design of the bridge and intersection. A meeting was held between Town officials, consultants and the Rhode Island Department of Transportation (RIDOT) to discuss the Town’s interest in commencing the preliminary bridge redesign process and to secure a commitment from RIDOT to cooperate in this process. RIDOT agreed to cooperate and indicated that the Town’s efforts would help support and direct RIDOT’s design efforts once they commence the bridge design process.

A public meeting was held with the consulting engineers during which design issues were addressed regarding the bridge, pedestrian access, and the Route 7 Victory Highway intersection. The amended village vision plan was also presented reflecting reduced development density on Plat 131 Lot 007. The public again expressed concern about traffic speed and safety at the Route 7 and Victory Highway intersection, bridge, and Broncos Highway and Route 7 light. There was also public discussion regarding public infrastructure and efforts to meet with the Harrisville Fire District and Burrillville Sewer Commission. Options for water systems were discussed including possible expansion of the public water system in the Tarklin Pond area (owned by Whitinsville Water Company), and locating a new water system within the village.

Preliminary intersection and bridge alignment concepts were completed and submitted to the Redevelopment Agency for review (see Appendix C). The preliminary design concepts included wetland, topography and lot delineations. The intersection and bridge design concepts were based on two scenarios. Scenario 1 assumes that RIDOT concludes through design scoping that the bridge would be rehabilitated. Scenario 2 assumes that RIDOT



concludes that the bridge needs to be replaced. For both scenarios, two designs were prepared. The first design reflects pedestrian access options and a realignment of the Route 7 and Victory Highway intersection. The second design assumes that the Route 7 and Victory Highway intersection is replaced with a mini rotary. The Redevelopment Agency concluded that for both the bridge rehabilitation and bridge replacement scenarios, an intersection rotary is preferred. On October 7, 2019, the Town and its consultants met with RIDOT to present the intersection and bridge design concepts. RIDOT requested that if the Town prefers the rotary option, the Town present a resolution from the Town Council affirming this preference. The RIDOT also indicated cooperation and support if the Town opted to fund and proceed with the bridge and intersection design, engineering and permitting stages.

### **SUMMARY OF FINDINGS AND CONCLUSIONS**

The vision for Nasonville and Nason Mill is a vibrant, walkable village with a mixture of multifamily, single family and mixed-use developments. The catalyst to this vision are three nodal areas comprising redevelopment of the Nason Mill, Plat 114 Lot 016, as a multi-family mixed-use project, development of Plat 131 Lot 007 as a unique single-family residential project targeted to 55+ population, and mixed-use development of Plat 114 Lot 012 capitalizing on the site's traffic volume and visibility on Broncos Highway. Development of these nodes will support existing village businesses and drive additional infill development throughout the village. This village vision is consistent with regional real estate trends and area demographics and psychographics.

To support the emergence of a walkable village, strategic investments in pedestrian-oriented infrastructure would be made. These investments include sidewalks and/or walkways connecting the various nodes including access across the Branch River. In addition, pedestrian access to the village's natural resources would be enhanced including the Branch River and Upper Slatersville Reservoir. Also, consistent with the Town's recreation component to its Comprehensive Plan, walking trails would be installed along the abandoned railways that bisect the village.

Finally, the village vision would include investments in roadway and utility infrastructure. The Route 7 Branch River Bridge would be widened or replaced to provide safer vehicular movement and allow for pedestrian crossing. Sewer infrastructure would be extended from its current terminus in front of the Nason Mill to across the Branch River, as well as down Victory Highway. Another key component to the village's utility infrastructure is the establishment of a public water system. Public water infrastructure would either be via an extension of the Harrisville Fire District's water system in the Village of Oakland, expansion and extension of the Whitinsville Water Company water system, or creation of a new water system to serve Nasonville.

The Nasonville vision is a key component to efforts to effectuate the redevelopment of the Nason Mill. The Nason Mill would be designated as a Redevelopment District; however, redevelopment of the mill would be integrated into village-wide redevelopment strategies.

### **IMPLEMENTATION STRATEGY**

The following implementation strategy is designed to achieve the Village Vision by further defining the scope, costs, underwriting, and implementation of public investments. The redevelopment plan and its strategies do not contemplate public acquisition of any private properties but rather is designed to recognize the importance of strategic public investments to establish an attractive market for private investment. It is understood that the time period for the transformation of Nasonville consistent with the Village Vision is 10 to 20 years. Because of the length of the implementation period, private market conditions and governmental dynamics can change. Therefore, modifications to this implementation strategy may be required to capitalize on emerging opportunities and/or respond to unforeseen challenges.

#### ***Strategy 1 – Branch River Bridge***

The Town has already taken the initiative to engage engineering services to conduct a preliminary design for both bridge rehabilitation and replacement concepts (Appendix C). Preliminary design also includes the Route 7 and Victory Highway intersection. Meetings have been held with the Rhode Island Department of Transportation to ensure coordination. At the time of this writing, a meeting is being planned with the Burrillville

Town Council to present bridge and intersection design concepts and to secure Town Council positions regarding same.

The Branch River Bridge replacement or rehabilitation is a critical element to the Nasonville vision. The RIDOT has confirmed that the bridge project would not be out to bid until 2026. If the Town wants to further accelerate the State's infrastructure investment it may want to consider underwriting the costs to scope, permit and design the bridge project. It is assumed that the bridge project will require historic review and approval by the State Historic Preservation Officer. This process can be lengthy and can significantly delay the project. It is estimated that the total cost to design and permit the bridge and intersection improvements is \$325,000.

### **Strategy 2 – Nasonville Water Improvements**

As with the bridge and intersection improvements, providing public water infrastructure in the Village is critical to the vision. Anecdotal information from the owner of the Nason Mill indicates that the water needs for the mill project can be addressed by an existing water well at the mill site. Nevertheless, public water infrastructure will be necessary to support the envisioned development of the other two village nodes. Public water infrastructure is also a preferred alternative to the purported use of the existing water well on the mill site.

A preliminary analysis should be conducted to assess the public water options for Nasonville including expansion and extension of the Whitinsville Water Company system, extension of the Harrisville Fire District water system from its current location in the Village of Oakland, and establishment of a standalone water system in Nasonville. This analysis would preliminarily estimate infrastructure costs for each of the 3 options along with projected water demands in Nasonville. The preliminary analysis would recommend subsequent tasks based on the recommended water option.

### **Strategy 3 - Nasonville Sewer Improvements**

The Burrillville Sewer Commission has indicated no known capacity constraints to extend sewer infrastructure throughout the Village. The ability to extend sewers across the Branch River will need to be coordinated with the bridge design. A preliminary analysis should be

conducted of sewer infrastructure improvements in the Village including any pumping requirements. The analysis should include a preliminary estimate of costs and revenues to be generated by sewer connections. The analysis would provide the baseline information necessary to assess funding options.

**Strategy 4 – Pedestrian Circulation and Amenities**

A passive and active recreation plan should be prepared for the Village including areas for public access to the Branch River and Upper Slatersville Reservoir. The plan should also identify areas for hiking trails to leverage the former railbeds. The passive and active recreation plan would become an element to the public land use entitlement process for anticipated private land developments.

**Strategy 5 – Zoning and Subdivision Regulations**

The Town's existing Planned Village overlay zone is generally consistent with the Nasonville vision. Modifications to the overlay zone should be made that views the overlay zone's general intent to be village specific, and not site specific. Fore example, the development of all projects should not be mandated to include a commercial component. The modified overlay zone should encourage mixed residential and commercial development in the village, understanding some properties may be exclusively residential or commercial. (see Appendix D)

**Strategy 6 – Tax Increment Financing District**

The recently amending Tax-Increment Financing (TIF) statute provides added flexibility in the establishment and management of TIF Districts, and how TIF proceeds can be used to enhance private investments. It is recommended that the Town establish a TIF District for Nasonville. Establishment of TIF Districts do not require State legislative or regulatory approval.

**Strategy 7 – Plat 131 Lot 007 Development**

Plat 131 Lot 007 is currently under a purchase agreement with a solar developer. This property is one of 3 key development nodes in the Village. Pursuant to the Town's solar ordinance, use of the property for solar is limited to 20% of the property. The Town should

engage in active conversations with this possible owner to ensure the marketing and development of the balance of this site is consistent with the Village vision.

**Strategy 8 – Plat 114 Lot 012 Development**

Plat 114 Lot 012 is currently on the market. The owner of the property has indicated an interest in securing a convenience store and gas station buyer. The site is situated in a groundwater aquifer and recharge area, which prohibits underground fuel storage tanks, although above ground would be allowed. The Town should engage the property owner in ongoing conversations so that he is fully aware of the Village vision and sees the Town as an ally, not an opponent.

**Strategy 9 – Nason Mill**

The owner of the Nason Mill has recently secured an extension to the Planning Board’s previous approval of the mill’s redevelopment plan. The BRA should establish close communication with the property owner with the objectives of better understanding the project’s market and development constraints, and devise strategies to support the owner and enhance the project’s attractiveness to prospective investors.

**Strategy 10 – Route 7 and Broncos Highway Intersection**

The Town should develop a landscape and signage plan at the Route 7 and Broncos Highway intersection that enhances the visibility and identity of Nasonville. Given the longer lead time for many of the recommended Village improvements, construction of the landscape and signage improvements would be a near-term task that could send signals to the community that redevelopment efforts are underway.

As stated in the Nasonville plan, the intention is to designate the Nason Mill as a redevelopment district, pursuant to Rhode Island statutes. This designation could provide the Town with added leverage and resources to support the redevelopment of the mill. The balance of the Nasonville Village would be developed consistent with the Nasonville vision and plan, but not as a redevelopment district.

## The Nasonville Vision

There have been recent discussions between the Town and owner of the mill building about renewed interest in redeveloping the building consistent with plans previously presented and approved by the Town. This same interest has been communicated to the Town on other occasions over the past decade. If these discussions materialize, the Town may opt to forgo the designation of the Nason Mill property as a redevelopment district. The Nasonville Village vision should still be incorporated into the Town's comprehensive plan including modifications to the Town's zoning and subdivision regulations.

There is no risk in designating the Nason Mill property as a redevelopment district and in fact could provide an opportunity to support the mill's redevelopment. Furthermore, by designating the Nason Mill as a redevelopment district, the Town would have added leverage to oppose a redevelopment / reuse project that is not consistent with the village vision, which could emerge in the future.

**Appendix A:**  
Burrillville Comprehensive Plan  
August 6<sup>th</sup>, 2018

Excerpts

Chapter XI: Land Use

XI.3 Land Use Issues – Pages 229 through 231

XI.4 Goals, Policies, and Implementation – Pages 237 through 239

NOTE:

A revised Comprehensive Plan was issued August 6<sup>th</sup>, 2018 from which these excerpts were extracted. The Introduction to this revised Plan notes that it supersedes all previously adopted plans. As you can see from the extracted language that the actions of the Town Council on November 22, 2002 in designating Nason Mill as a redevelopment area in the then Comprehensive Plan are of continued importance as they are restated in this revised Comprehensive Plan.

Chapter XI: Land Use

intensity around those water bodies located outside the village centers.

**XI.3 Land Use Issues**

The following issues have been identified as important to the Town's planning process over the next five years, and beyond.

**Substandard Areas** - It is found that there exists blighted and substandard areas at and near the following sites: **Harrisville Village:** the former Granite Mill Site, bound by River Street, Chapel Street and Callahan School Street; Chapel Street, from Union Street to Harrisville Main Street; **Oakland Village:** the former Remington Lumber Mill Site, bound by Victory Highway, East River Street and Oak Street; the former Cove Manufacturing Mill site located at the end of Mill Street; **Pascoag Village District A:** beginning at intersection of South Main Street and Reservoir Road to High Street, including the block of Pascoag Main Street including Bridge Way, Sayles Avenue and Pascoag Main Street; **Pascoag Village District B:** western side of North Main

Street, both sides of Grove Street and a portion of Centennial Street. **Specific Mill Sites:** Metech Mill site on Mapleville Main Street in Mapleville, and the former Pliant Corporation Mill on Douglas Pike in Nasonville.

These areas exhibit one or more of the following deficiencies: inappropriate platting and street configuration, functional obsolescence, and deterioration of site improvements, all of which are impairing each of the villages' revitalization and growth. Said deficiencies are perpetuating deterioration to the point where natural market forces alone fail to function as a redevelopment mechanism. In addition, low morale and complex ownership issues are prevalent and contributing to village decline yielding community liabilities in some cases, specifically within abandoned mill sites, requiring redevelopment in the interest of the health, safety, morale, and general welfare of the Town of Burrillville and its residents.

***Spotlight on Nasonville***

The backbone of Burrillville's land use strategy is to encourage new development and redevelopment within the Town's existing village centers, while discouraging development in more rural parts of town. The village of Nasonville, located near the intersection of Route 7 and Route 102, is one of the last remaining villages in Burrillville that has yet to see redevelopment. Redevelopment projects at Stillwater Mill and elsewhere in downtown Harrisville have been very successful, and Harrisville is now largely built out. Similar work in downtown Pascoag is under development, and this area will also be largely built out in the near future.



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Nasonville is traditionally anchored by the mill complex at 770 Douglas Pike, on the southwest corner of Routes 7 and 102. Other notable features include the Western Hotel, Uncle Ronnie’s Red Tavern, Wright’s Farm & Restaurant, the Nasonville Volunteer Fire Department, and the nearby Burrillville Middle School. The area around this mill complex, formerly occupied by Turex, has been identified by the BRA as a redevelopment area, and the area is also mapped as a VPD Overlay Zone on the Town’s zoning map. Before the 2008 recession and the elimination of the State’s historic preservation tax credit, the mill and its surroundings were slated for a mix of residential and commercial redevelopment. While these plans were stalled, the State’s improving economy and the introduction of new financing incentives at Commerce RI, make redevelopment feasible again. The Town and the BRA will be working to actively market the mill for redevelopment, and searching for subsidies and incentives that can help fill any financing gaps. At the same time, the BRA will be exploring the best options for other properties surrounding this mill complex, in order to promote development that serves as a better gateway to Nasonville.

While the redevelopment of the mill may be the centerpiece of a revitalized Nasonville, there are many other issues to address and opportunities to explore that will impact the success of Nasonville’s redevelopment:

**Water & Sewer:** Currently, there is no public water or sewer in this area, and this will have to be addressed before any significant redevelopment takes place. This could include the extension of existing water and sewer lines, installation of smaller package plants to service individual developments, or a combination of the two. The Nasonville Water Department is generally too small to accommodate much new development, and connections to the Harrisville system may not be feasible. Existing sewer lines are located very nearby, but need to cross the Branch River in order to serve the whole village. Fortunately, the aquifer in this area appears to be robust.

**Circulation:** Nasonville is divided by the Branch River and an associated canal. Currently, there are only two bridges that cross the Branch River in Nasonville: One on Route 7 and the other on Route 102. The bridge on Route 7 is quite narrow, with a very small shoulder. It is also located at an awkward intersection with Victory Highway. Consequently, it is very unsafe for people to walk or bike across this bridge, isolating parts of the village from each other, even though they are quite close. The repair or replacement of this bridge is part of the State’s Transportation Improvement Program, and the Town will explore options with RIDOT for widening and redesigning the bridge to more safely accommodate pedestrians and bicyclists. If this is not

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possible, the Town will also be exploring options for building a foot bridge over the river that would be open strictly to pedestrians and bicyclists. Either way, this connection needs to be made. Another consideration for circulation infrastructure in Nasonville is its existing dams, many of which are in poor condition. The Town will continue to work with RIDEM to make sure dams are in good repair or are removed, as appropriate. New, sturdier dam infrastructure may also be integrated into the pedestrian and bicycle circulation infrastructure of the village.

**New Housing Types:** Conversion of mill buildings into apartment or condominium homes is something that Burrillville now has plenty of experience with, and existing zoning has been designed to accommodate and encourage such housing. However, other areas of Nasonville may be appropriate for housing types that are not neatly accommodated by current zoning. For example, as discussed in the Housing Chapter, there is a continued demand for housing for active older residents who would like to downsize from their single-family homes while continuing to live in Burrillville, preferably in an area where some basic services and activities are within walking distance. There are few options for such housing today. One housing type that might fill this demand is cottages. Cottage communities are generally composed of small, single-family or attached homes located around a common courtyard. They are often restricted in size and number of bedrooms, and are a more affordable, lower-maintenance alternative to family-size single-family homes. The town may explore altering the zoning for Nasonville to ensure flexibility in the types of housing that may be accommodated there.

**Commercial and Industrial Development:** Nasonville offers a number of strategically located vacant parcels of land for both commercial and industrial development. The BRA has been charged with creating a redevelopment plan for Nasonville that will provide opportunities to create new and exciting commercial, residential, and mixed-use developments in this area. As the gateway to Nasonville from Route 102, the strategic redevelopment of the former Turex mill and the flanking parcel near Western Hill Auto are vital to the success of the Nasonville Redevelopment Plan. The redevelopment district is generally located south of Route 102. As this area is redeveloped, it is contemplated that parcels north of Route 102 along Douglas Pike will also become developed. In the long term, the Town will need to use the reevaluation of the Route 102 corridor to determine whether or not zoning changes are necessary in this area to meet the Town’s goals.

**Public Sewer and Water Expansion** – intends to explore the targeted expansion of public sewer and water to the following areas:  
Beyond the major work expected in Nasonville (described above), the Town

Chapter XI: Land Use

Land Use Goals	Policies	Implementation Actions	Time Frame	Responsible Party
	<p>XI.1.b Continue to set land use and zoning requirements based on the suitability of land for various types of development.</p>	<p>XI.1.b.1 Develop and implement a Planned Unit Development section in the Zoning Ordinance which permits a parcel of land, except in the F5 district, to be planned and developed as one unit, and contains a mix of residential and commercial uses and common open space. Developer may vary building location and density within a larger tract of land, in order to protect the most sensitive and valuable portions of the tract.</p> <p>XI.1.b.2 Limit the use of land along water bodies to water dependent uses, or to mixed-use development in which a water dependent use is combined with other uses. Continue, where possible, to utilize the Aquifer Overlay and other land use tools to ensure drinking water sources remain clean and safe.</p>	<p>Ongoing</p>	<p>TC, PB, TP</p>
<p>XI.2 To preserve, improve, and direct new growth to the Town's village centers, and minimize new development in rural areas.</p>	<p>XI.2.a Promote the maintenance of R-12 and R-20 zones within the villages of Harrisville, Glendale, Oakland, Mapleville, Pascoag and Nasonville.</p>		<p>Ongoing</p>	<p>TP, PB, BO</p>

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Land Use Goals	Policies	Implementation Actions	Time Frame	Responsible Party
	<p>XI.2.b Relate the use of land to the level of public facilities and services available, or planned to be available.</p>	<p>XI.2.b.1 Develop a plan that prioritizes areas where development is desired and appropriate, and where public water and sewer is needed to support such development. Work with the Sewer Authority and Fire Districts to develop an expansion plan that targets these areas while limiting expansion to less optimal areas.</p>	Intermediate	PB, TP, BRA, WDs, Sewer Commission
		<p>XI.2.b.2 The Burrillville Redevelopment Agency will establish a Redevelopment District within Nasonville, coordinating with the Town, RIDOT, and other partners to create a flexible, mixed-use, walkable, compact traditional village.</p>	Priority	BRA, TC, PB
	<p>XI.2.c Preserve historic buildings, districts, and archaeological sites.</p>	<p>XI.2.c.1 Explore and determine the viability of establishing zoning protection for state and national register historic properties and districts as an integral part of preserving Burrillville's cultural landscape. Work with the Burrillville Historical Society to identify the most critical properties and features.</p>	Intermediate	BHS, PB
	<p>XI.2.d Preserve and enhance the economic development opportunities, including cultural, recreational and educational, within the village centers and other commercial and industrial areas of town.</p>	<p>XI.2.d.1 Research federal and state business district revitalization programs and report on the costs and benefits of local participation.</p> <p>XI.2.d.2 Establish and support an organization of business people in the Town of Burrillville to improve the overall business climate.</p>	Long Term	BRA, TP, PB
			Intermediate	TP, BRA, PB, TC

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Land Use Goals	Policies	Implementation Actions	Time Frame	Responsible Party
<p>XI.3 To establish a balance between residential, commercial, industrial, recreational, public facility, agricultural and conserve land uses that service the needs of the community.</p>	<p>XI.3.a Strive to achieve equity between the costs and benefits of new development.                      XI.3.b Promote neighborhood development by locating recreation and education facilities in close proximity to where people live, with provision for safe pedestrian movement between facilities where possible.                      XI.3.c Maximize the investment and utilization of existing infrastructure by maintaining commercial and industrial zoning where this infrastructure exists or is planned to exist.</p>	<p>XI.2.d.3 Explore and report on the costs and benefits of efforts used by other communities to provide public and/or private incentives to encourage investment in town and village centers. Determine the viability of these efforts in Burrillville's village centers, including preservation and reuse of historic buildings.</p>	<p>Long Term</p>	<p>TP, BRA</p>
		<p>XI.2.d.4 The Town should study the need for and feasibility of future commercial and industrial zoning expansion.</p>	<p>Intermediate</p>	<p>TP, BRA, PB</p>
			<p>Ongoing</p>	<p>PB, TP, TC</p>
			<p>Ongoing</p>	<p>PB, TP, PWD, RD</p>
		<p>XI.3.c.1 Explore and report on the pros and cons of establishing development controls and performance standards for industrial and commercial development that mitigate conflicts with other land uses and activities.</p>	<p>Intermediate</p>	<p>TP, PB, BRA</p>

**Appendix B:**  
Redevelopment Project and Village Study Area Properties

Address	Parcel #	Living Area Square Feet	Land Area in Acres	Present Property Use	Assessed Value
<b>Redevelopment Project</b>					
770 Douglas Pike	114/016	56,224	5.42	Industrial	\$ 488,800.00
<b>Total Redevelopment Project</b>		<b>56,224</b>	<b>5.42</b>		<b>\$ 488,800.00</b>
<b>Village Study Area</b>					
684-698 Douglas Pike	114/017	5,095	0.81	Residential	\$ 239,900.00
664 Douglas Pike	114/019	2,240	1.96	Residential	\$ 237,600.00
2520 Victory Hwy.	114/021	1,184	0.44	Residential	\$ 148,600.00
2502 Victory Hwy.	114/020	1,120	0.29	Residential	\$ 137,000.00
2494-2498 Victory Hwy.	114/022	5,332	3.7	Residential	\$ 262,000.00
0 Walling Rd.	131/007		40.29	Land	\$ 377,700.00
610 Douglas Pike	131/042	6,804	0.4	Commercial	\$ 363,100.00
605 Douglas Pike	131/041	1,860	1.96	Commercial	\$ 457,400.00
575 Douglas Pike	131/040	1,476	0.68	Residential	\$ 190,300.00
565-567 Douglas Pike	131/038	1,794	1.35	Residential	\$ 234,000.00
545 Douglas Pike	131/037	1,114	0.17	Residential	\$ 220,800.00
0 Douglas Pike	131/036		22.02	Land	\$ 138,700.00
525 Douglas Pike	131/035	1,404	0.57	Residential	\$ 218,500.00
505 Douglas Pike	131/034	1,008	0.51	Residential	\$ 175,800.00
550 Douglas Pike	131/043	2,070	0.51	Residential	\$ 328,700.00
520 Douglas Pike	131/044	1,616	0.82	Residential	\$ 295,300.00
27-31 Walling Rd.	131/045	4,226	2.9	Residential	\$ 299,200.00
0 Douglas Pike	114/023		0.54	Land	\$ 16,900.00
0 Lorry Ave.	114/024		8.45	Land	\$ 27,000.00
25 Lorry Ave.	114/026	2,080	0.42	Residential	\$ 260,800.00
29 Lorry Ave.	114/025	2,100	1.02	Residential	\$ 220,200.00
0 Victory Hwy.	115/003		56.14	Land	\$ 71,900.00
669-673 Douglas Pike	114/027	4,266	8.47	Residential	\$ 427,600.00
697 Douglas Pike	114/028	1,760	0.28	Residential	\$ 238,300.00
0 Victory Hwy.	114/029		0.09	Land/Gov.	\$ 63,700.00

2543 Victory Hwy.	114/030	1,163	0.25	Residential	\$ 51,300.00
2559-2561 Victory Hwy.	114/031	1,892	0.27	Residential	\$ 213,700.00
2577 Victory Hwy.	114/032	4,206	0.88	Gov.	\$ 525,400.00
2607 Victory Hwy.	114/033	1,365	0.2	Residential	\$ 190,500.00
0 Victory Hwy.	114/034		3.9	Land	\$ 6,900.00
705 Douglas Pike	114/049	6,721	0.3	Residential	\$ 291,500.00
2536 Victory Hwy.	114/048	1,633	0.14	Residential	\$ 211,600.00
2542-2546 Victory Hwy.	114/047	3,651	0.33	Residential	\$ 264,600.00
0 Victory Hwy.	114/012		11.48	Land	\$ 490,700.00
0 Victory Hwy.	114/061		0.07	Land	\$ 63,300.00
2612 Victory Hwy.	114/045	4,100	1.97	Industrial	\$ 344,400.00
2650 Victory Hwy.	114/060	6,400	4.28	Industrial	\$ 426,200.00
2670 Victory Hwy.	114/059	10,560	3.14	Industrial	\$ 580,500.00
0 Victory Hwy.	114/058		3.04	Land	\$ 149,200.00
0 Victory Hwy.	114/057		2.99	Land	\$ 149,000.00
0 Victory Hwy.	114/044		2.91	Land	\$ 148,700.00
2792 Victory Hwy.	114/043	1,441	0.9	Residential	\$ 260,700.00
2822 Victory Hwy.	115/001	3,768	1.23	Residential	\$ 234,000.00
2677 Bronco Hwy.	114/009	2,400	4.25	Industrial	\$ 306,200.00
2727 Bronco Hwy.	098/031	2,046	0.44	Residential	\$ 268,200.00
2611 Bronco Hwy.	114/010	8,100	3.69	Commercial	\$ 515,200.00
0 Bronco Hwy/	114/011		1.55	Land	\$ 35,800.00
2455 Bronco Hwy.	114/013	4,416	1.44	Industrial	\$ 270,500.00
0 Victory Hwy.	114/050		0.05	Land/State	\$ 200.00
2692 Victory Hwy.	114/051	5,096	1.03	Commercial	\$ 347,800.00
64 Nasonville Rd.	114/052	3,685	0.66	Residential	\$ 211,700.00
78-80 Nasonville Rd.	114/053	2,478	0.22	Residential	\$ 223,800.00
2731 Victory Hwy.	114/054	1,154	0.25	Commercial	\$ 189,100.00
99 Nasonville Rd.	114/037	2,149	1.18	Residential	\$ 521,900.00
101 Nasonville Rd.	114/038	2,880	0.79	Industrial	\$ 219,600.00
2755 Victory Hwy.	114/039	2,720	1.09	Industrial	\$ 199,900.00
2765-2767 Victory Hwy.	114/040	1,627	0.93	Residential	\$ 198,600.00
2777 Victory Hwy.	114/041	2,156	0.57	Residential	\$ 249,400.00
2791 Victory Hwy.	114/042	2,366	0.68	Residential	\$ 248,600.00
2805 Victory Hwy.	115/005	3,920	1.5	Residential	\$ 200,700.00


## The Nasonville Vision

2833 Victory Hwy.	115/004	4,384	1.75	Industrial	\$ 284,800.00
882 Victory Hwy.	115/002		12.74	Religious	\$ 259,100.00
63 Ledoux Dr.	115/008	5,635	2.05	Industrial	\$ 313,200.00
2803 Victory Hwy.	115/006	1,490	0.57	Residential	\$ 177,400.00
2801 Victory Hwy.	115/009	1,378	1.73	Residential	\$ 328,900.00
2855 Victory Hwy.	098/028	1,114	0.61	Residential	\$ 291,800.00
2871 Victory Hwy.	098/027	1,056	0.45	Residential	\$ 259,600.00
5 Old Nasonville Rd.	098/026	2,074	0.34	Residential	\$ 346,800.00
17 Old Nasonville Rd.	098/025	1,344	0.32	Residential	\$ 292,700.00
27 Old Nasonville Rd.	098/024	1,042	0.37	Residential	\$ 293,800.00
7 Slater Dr.	098/023	1,408	0.47	Residential	\$ 373,200.00
8 Slater Dr.	098/014	1,480	0.31	Residential	\$ 277,600.00
73 Old Nasonville Rd.	098/013	1,550	1.38	Residential	\$ 257,200.00
95 Old Nasonville Rd.	098/007	1,118	0.55	Residential	\$ 284,700.00
0 Old Nasonville Rd.	098/006		1.88	Land	\$ 52,400.00
0 John St.	098/008		0.46	Land	\$ -
24 John St.	098/009	1,000	0.89	Residential	\$ 202,300.00
0 John St.	098/010		0.2	Land	\$ 34,200.00
25 John St.	098/012	1,288	0.46	Residential	\$ 226,800.00
70 Slater Dr.	098/011	1,408	0.41	Residential	\$ 326,700.00
40 Slater Dr.	098/017	1,062	0.41	Residential	\$ 179,600.00
28 Slater Dr.	098/016	1,716	0.26	Residential	\$ 290,700.00
24 Slater Dr.	098/015	1,664	0.38	Residential	\$ 227,600.00
25 Slater Dr.	098/022	1,974	0.5	Residential	\$ 472,800.00
35 Slater Dr.	098/021	1,969	0.47	Residential	\$ 415,800.00
45 Slater Dr.	098/020	1,164	0.35	Residential	\$ 379,300.00
58 Slater Dr.	098/019	1,414	0.32	Residential	\$ 300,600.00
67 Slater Dr.	098/018	1,144	0.33	Residential	\$ 285,600.00
<b>Total Village Area</b>		<b>183,518</b>	<b>244</b>		<b>\$ 21,995,600.00</b>

<b>GRAND TOTAL</b>	<b>239,742</b>	<b>250</b>	<b>\$ 22,484,400.00</b>
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### Appendix C: Concept for the new Route 7 Bridge

 <b>CITY OF NASONVILLE</b> COMMUNITY DEVELOPMENT 100 N. MAIN ST. NASONVILLE, TN 37057 615.253.1234	<b>PROJECT NAME</b> NEW BRIDGE OVER ROUTE 7	<b>PROJECT NUMBER</b> 2024-001	<b>DATE</b> 10/26/2024	<b>DRAWN BY</b> J. SMITH	<b>CHECKED BY</b> M. JONES	<b>SCALE</b> AS SHOWN	<b>SHEET NO.</b> C1



## Appendix D: Zoning Amendments

Amend the Village Planned Development Land Development Project Overlay Zone map by ADDING to growth area 4 – Nasonville growth area the following lots:

Tax Map 114 Lots 012, 016 and 022

Amend Chapter 30 – Zoning, Article VI. – Special Use Regulations Section 30-209 of the Code of Ordinances as follows: (RED is either areas of the ordinance that need clarification or are proposed for deletion while BLUE is new language being added to the ordinance.)

Sec. 30-209. - Village planned development land development project.

- (a) *Definition and purpose.* A village planned development (VPD) is a land development project developed by a single owner or a group of owners that is fully planned and developed as a comprehensive site. Village planned developments allow the developer greater flexibility in terms of the arrangement of buildings on the land while providing the town with a method of directing higher density growth towards existing village areas and providing a continuation of pedestrian circulation within those areas. Growth area number 4 as shown on the accompanying VPD overlay zone map ~~is viewed as an exception to the above~~ should be developed on a lot-by-lot basis consistent with the Nasonville Redevelopment Plan, because there is currently no formerly recognized village in this area. However, per the Route 102 development management district overlay zone, a new village is recommended for this area.
- (b) *Intent.* The intent of this article is to encourage development that promotes a harmonious variety of uses within a concentrated area thereby providing developers with development options not ordinarily allowed through conventional zoning. The mix and orientation of the allowed uses in the VPD shall be compatible within the proposed development and compliment adjacent village area neighborhoods. Each VPD shall promote shared services and facilities, the use of public sewer - although individual sewerage disposal systems or other treatment systems may be allowed- public or private water systems, (except in growth area number 4 which will require ISDS and private wells - **NOTE – Sewer and water can potentially be expanded to serve growth area 4; a decision must be made if this expansion will be a requirement for development**), and the creation of safe, pedestrian-friendly environments to accommodate residential living, shopping and/or working.
- (c) *Objectives.* The objectives of village planned development are:
- (1) To allow for compatible mixed uses on a site, which are ordinarily not permitted together through conventional zoning.
  - (2) To coordinate architectural styles, building forms, and structural/visual relationships in an innovative, aesthetic, and functionally efficient manner.

- (3) To provide flexibility of zoning in exchange for creative design and added amenities.
  - (4) To encourage land development and redevelopment (such as mixed-use developments) within or adjacent to the town village centers that preserves their natural and/or historical features.
  - (5) To encourage the redevelopment and rehabilitation of deteriorated and/or underutilized historic or nonconforming structures and areas.
  - (6) To promote pedestrian friendly environments which provide both a safe walking atmosphere and a logical connection of destinations within and adjacent to existing village centers.
  - (7) To enhance the quality of life for the inhabitants, users, and/or workers who will be utilizing or otherwise benefiting from the provided amenities.
  - (8) To focus growth within or adjacent to the villages of Pascoag and Harrisville, or in the case of growth area number 4, establish a new village in Nasonville.
  - (9) To provide areas that allow increased density thereby reducing land cost(s) per building site to encourage affordable housing availability.
- (d) *Types of village planned developments.* The following types of village planned developments may be approved by the planning board only when geographically sited according to the village planned development overlay zone ("VDP overlay zone") map.

- (1) *Village residential land development project:* Predominantly residential VPD that also includes public recreational uses (i.e., playgrounds and town commons) and open space. Examples of predominantly residential VPD's include:
  - a. Age-restricted housing (e.g. retirement communities) with a clubhouse or other recreation facility or other appropriate service, and useable open space.

The purpose of subsection (d)(1)a. above is to create housing with limited impacts on town services. All village residential land development projects shall utilize varied, architectural housing styles that reflect those within Burrillville's two National Historic Districts of Harrisville and Oakland, (e.g. capes, bungalows (cottages), colonials, mill house duplex(s) etc.) and not exceed two units per building. The Stillwater Mill Complex is exempt from this provision.

- (2) *Village mixed-use land development project:* A mixed-use VPD that includes residential, commercial, retail, recreational, open space preservation, and/or municipal uses, the purpose of which is to promote redevelopment ~~in growth areas 1, 2 and 3.~~
  - a. Like subsection (d)(1) above, these projects shall utilize varied, architectural housing styles that reflect those within Burrillville's two National Historic Districts of Harrisville and Oakland, (e.g., capes, bungalows (cottages), colonials, mill house duplex(s) etc.).
  - b. Commercial and retail gross floor areas within mixed-use buildings must not exceed 4,000 square feet. The Stillwater Mill Complex ~~and the Nasonville Growth Area~~ ~~are is~~ exempt from this provision as well as section 30-204 in its entirety.
- (3) *Village industrial land development project:* Predominantly light-industrial VPD that also includes commercial, recreational, governmental, and/or open space preservation uses, the purpose of which is to take advantage of highway access. Industrial VPD's are to be encouraged within growth area number 4. Examples industrial VPD's include:

- a. A corporate park that mixes offices with recreation, restaurants, daycare facilities, and other uses that may be considered accessory to the main employment use.
  - b. A corporate and light industrial park that mixes offices with light manufacturing and/or research and development, and other uses that may be considered accessory to the main employment use.
  - c. In any industrial VPD, the retail (including restaurant) use shall be accessory to the main employment use, and thus no single retail or restaurant use shall exceed 6,000 square feet of G.F.A., nor shall the total of all retail and restaurant use exceed 30 percent of the G.F.A. of the entire industrial VPD.
- (e) *Review requirements.*
- (1) VPD(s) shall be considered major land development projects and subject to review and approval by the planning board according to the standards of the Town of Burrillville Subdivision and Land Development Regulations as adopted June 13, 2001, and as subsequently amended.
  - (2) In addition to the review requirements set forth in the subdivision and land development regulations, the applicant shall be required to include a statement of appropriateness demonstrating that the proposed development is in conformance with the VPD section objectives and purposes and consistent with the Burrillville Comprehensive Plan.
  - (3) The planning board may apply such special conditions, restrictions or stipulations to any VPD and make findings of fact, as it may deem necessary to maintain consistency with the comprehensive plan, zoning chapter, and subdivision and land development regulations to maintain harmony with neighboring uses.
  - (4) Standards for building coverage, building height, access to state and town highways and roads, lots containing wetlands, impervious surfaces, loading, signage, site planning design, streets, sidewalks and bicycle paths, blocks, utilities, erosion and sediment control, landscaping, drainage systems, etc., for VPD(s) shall generally be those as stated in the subdivision and land development regulations.
  - (5) All parking standards shall be determined by use, and in accordance with ITE Trip Generation Guidelines, as amended, and as approved by the town planner and town engineer and exempt from section 30-156 in its entirety.
  - (6) Final plan approvals granted by the planning board and recorded in the Land Evidence Records of the Town of Burrillville shall contain the following statement: "These premises are subject to restrictions and conditions that are contained in instruments recorded contemporaneously with this plan and are incorporated herein by reference."
- (f) *General requirements.*
- (1) Village planned developments shall have a minimum of 50 feet frontage on a town-accepted street.
  - (2) Village residential and village mixed-use land development projects are strongly encouraged ~~within growth areas 1, 2, and 3~~ and shall be linked to existing village areas through the installation of curbing and sidewalks, walking paths, and useable, public open space. The purpose of this requirement is to promote pedestrian friendly environments and a logical connection of destinations within and adjacent to existing village centers. In order to effectuate this requirement and promote a continuation of traditional block and grid street patterns common to the older villages of Pascoag or Harrisville, cul-de-sacs are not allowed.

- (3) Visual connections must be established between the proposed housing units and existing structures found within Burrillville's two National Historic Districts. Such is accomplished through architectural design and the use of historic building materials that are compatible within the National Historic Districts such as: wood or brick, building style and features such as: period lighting and other outdoor fixtures, and native landscaping.
  - (4) Village residential land development projects shall be allowed in the VPD overlay zone as set forth on the Burrillville Zoning Map as amended in conjunction with this chapter, even if also located in the aquifer overlay district.
  - (5) Provided proposals comply with the objectives, review requirements and general requirements sections contained herein, the total lot density of any village planned development shall be calculated according to the existing R-12 zone district (i.e., using a minimum area size per dwelling unit of 12,000 square feet). In growth area 4 lot density shall be calculated at 50% of the R-12 zone. I do not understand this requirement. That would cut density in half or in otherwords effectively make it 24,000 sqft per unit. I think you want to say density is doubled (more units) not halved (less units).
  - (6) The planning board shall determine all other flexible dimensional requirements for village planned developments including lot dimensions, internal frontage requirements (if applicable), building setbacks, and buffer zone requirements where different units exist in an effort to maintain historic village design. The basic minimum standards for such flexible dimensional requirements shall be that of the R-12 zone. Pursuant to G.L. 1956, § 45-24-47(b), as amended, the planning board may authorize zoning incentives of up to 50 percent of the R-12 zone dimensional requirements, (excluding minimum lot size) provided that all objectives review requirements and general requirements are met. In growth area 4 the planning board may authorize zoning incentives of up to 75% of the R-12 zone dimensional requirements, provided that all objectives review requirements and general requirements are met.
  - (7) Twenty percent (20%) of all proposed units must be affordable to those residents within the income range of 30 to 80 percent of area median income as determined by HUD. All units shall be maintained and operated according to either the HUD or Rhode Island Housing and Mortgage Finance Corporation federal subsidy program requirements for as long as the proposed use is residential (i.e., all units must be subsidized housing units according to G.L. 1956, § 45-53, section 2, definition 2.23, subsidized housing or affordable, as subsequently amended). Additional covenants and restrictions may be prescribed as necessary by the planning board to ensure affordability. **NOTE – This provision does not conform to the requirements of RIGL. § 45-24-46.1. Inclusionary zoning. If affordability is required, the law requires at least a 10% increase in density.**
  - (8) A letter of eligibility in support of the affordable units from either HUD or RIHMFC must be submitted along with any VPD proposal prior to final approval of any village plan proposal.
  - (9) Affordability restricted units shall be built and occupied prior to, or simultaneously with the construction of any other units in the approved application.
  - (10) Provisions shall be made for the guaranteed maintenance and ownership of private infrastructure, through such legal documentation, as required by the planning board and approved by the town solicitor.
- (g) *Design and improvement standards.*
- (1) Streets and drainage improvements in VPD's may be either: privately or publicly owned. At the time of final approval, the planning board shall approve the form and content of a

document or documents, establishing the method of ownership and providing for the maintenance of the streets and drainage improvements, to be recorded contemporaneously with the final plat.

- (2) Streets and appropriate drainage facilities within a VPD shall be designed, constructed and inspected in compliance with the Town of Burrillville Land Development and Subdivisions Regulations. The planning board shall have the authority to require additional improvements in order to protect the public health, safety, and welfare, if warranted by the characteristics of the land, or if public improvements are to be used by the general public. Any such improvements required shall be shown on a plan certified by a professional engineer, and such plan shall be included in the submission requirements for final plan approval and recorded with the endorsed final plat. No final approved plat shall be endorsed for any property in a village planned development until such required improvements are either completed or bonded.
  - (3) Streets, drainage, and other improvements within a VPD shall be bonded pursuant to the Town of Burrillville Land Development and Subdivision Regulations.
- (h) *Aquifer zones and uses.* Village planned developments, as described in herein, shall be permitted in aquifer overlay district, however, only within the village planned development overlay zone, if the requirements of this section are met, and that all uses which are prohibited under section 30-202(f) (other than individual wastewater treatment plants for onsite wastewater disposal), shall remain prohibited.

**Appendix E:  
Nason Mill Redevelopment Plan  
Contents (RIGL 45-32-8).**

The purpose of this appendix is to ensure that the requirements of Rhode Island law, as they relate to redevelopment plans, are met. *The Nasonville Vision* is a plan intended to direct the growth and development of the village of Nasonville and the redevelopment of the Nason Mill. *The Nasonville Vision* has more detail on some of the required content sections. It is assumed that when the ordinance adopting the redevelopment plan for the Nason Mill is drafted, that *The Nasonville Vision*, in its entirety, will be adopted as part of the redevelopment plan and therefore more detail is not required in the content sections that follow.

In accordance with the provisions of state law, a redevelopment plan must include, without limitation, the following:

**Project area description of the boundaries and location of the project area.**

The project area consists of one lot on which the Nason Mill and ancillary buildings are located. The Nason Mill is located on the southwest corner of the Broncos Highway (RI Route 102) and Douglas Turnpike (RI Route 7). The project area consists of Burrillville tax assessor's Plat 114 Lot 16, 700 Douglas Pike. The property contains 5.42 acres and is bound on the north by the Broncos Highway, on the east by Douglas Pike, on the south by land now or former owned by Richard and Carol Paul, and on the west mostly by the Branch River (a small portion of the northwest corner of the lot is on the west side of the Branch River).

**Description of the existing blighted and substandard conditions in the project area.**

The Nason Mill has been vacant for 15 years. In this time the mill has deteriorated to the point that major repair is necessary to return the property to productive use. The site has been used for storage as have some of the outbuildings. The properties derelict condition is a negative on the area

**Proposed land uses in the project area.**

The Nason Mill is proposed to be redeveloped into a mixed-use property with the mix of uses being determined by market demand. It is anticipated that the mill will contain housing, live/workspace and office/retail space. The lot will be developed with several new high density residential and/or retail buildings and necessary support parking and greenspace. It is anticipated that public access to the Branch River will be developed with either a river walk or dock space and if feasible a canoe/kayak launch with dedicated parking for the users.

**Standards of population densities, land coverage, and building intensities.**

It is proposed that a majority of the residential development will be for empty nesters looking for living arrangements from small loft to larger flats and townhouses. As such it is anticipated that the typical residential unit, whether a loft in the Nason Mill or a new unit developed in a new building on the property will range in size from 500 square feet to 2,000 square feet. The density will be more clearly defined in a new zoning overlay district to be developed and adopted. If the infrastructure with proper capacity can be supplied, residential density could be as high as 75 to 100 units an acre.

**Proposed changes in streets and utilities.**

No changes are proposed in the existing street pattern. Private access roads internal to the site will be developed based on the development approach. In order to make the redevelopment of the site feasible, the town through grant, bond or a public/private partnership, will consider assisting in the development of the necessary water and sewer service for the site.

**Zoning modifications.**

A Nasonville Zoning Overlay district is proposed. This district would permit a variety of residential densities and land uses to assist in the development of a market viable development. The regulations would entail a land development process for public review and comment and would allow unified development review so that a developer would have only one board with which to deal with. This new overlay district would be design not just for the Nason Mill but for the village of Nasonville.

**Conformity to master plan.**

The plan for the redevelopment of the Nason Mill conforms to the goals, policies and implementation actions of Chapter IX. Land Use, Town of Burrillville Comprehensive Plan. Specifically, this plan is in conformance with the following:

***Land Use Goal IX.1.***

*To provide a land use pattern which is capable of meeting present and future community needs in an efficient, environmentally sound, economic, equitable and aesthetically pleasing manner.*

*Land Use Policy IX.1.a.* Develop residential, commercial, industrial and mixed-use areas which are compactly grouped, attractive and compatible with the ability of land and water resources to support the development.

*Land Use Policy IX.1.b.* Relate the use of land to its natural characteristics and varying suitability for development.

**Land Use Implementation Action IX.1.b.1.** Promote clustering of residential and commercial development where possible, particularly in the R-12, R-20, R-40 and F2 districts.

**Land Use Implementation Action IX.1.b.2.** Develop and implement a Planned Unit Development section in the Zoning Ordinance which permits a parcel of land, except in the F5 district, to be planned and developed as one unit, and contains a mix of residential and commercial uses and common open space. Developer may vary building location and density within a larger tract of land.

**Land Use Implementation Action IX.1.b.3.** Work toward eliminating nonconforming uses through enforcement of current zoning laws, recognizing the need for changes in regulations where warranted.

**Land Use Implementation Action IX.1.b.4.** Limit the use of land along water bodies to water dependent uses, or to mixed-use development in which a water dependent use is combined with other uses.

***Land Use Goal IX.2.***

*To maintain and improve the small village character of the Town.*

*Land Use Policy IX.2.a.* Encourage continuation of the village development pattern through zoning.



**Land Use Implementation Action IX.2.a.1.** Promote the maintenance and expansion of R-12 and R-20 zones within the villages of Harrisville, Glendale, Oakland, Mapleville, Pascoag and Nasonville.

*Land Use Policy IX.2.b.* Relate the use of land to the level of public facilities and services available or planned to be available.

**Land Use Implementation Action IX.2.b.1.** Promote the establishment of higher residential densities and smaller lot frontages in the village center areas, where public water and sewer service is present or planned.

**Land Use Implementation Action IX.2.b.3.** Establish a Redevelopment Agency for the purpose of establishing Redevelopment Districts within specifically distressed village areas. Coordinate this action with action IX.1.b.2 Encourage multi-use/mixed use land use patterns within the villages, creating compact traditional village land use patterns.

However, the Future Land Use Map of Chapter IX. of the Comprehensive Plan will need to be amended to more clearly indicate the desired redevelopment. It is proposed that the map be amended by drawing a circle around Nasonville and label the circle in the index as “Village Redevelopment Overlay” with the explanation that this overlay is intended to allow the redevelopment of the area by allowing mixed use, high density residential and small lot residential to reflect the historic character of the villages of Burrillville.

### **Properties to be acquired in the project area; buildings or structures to be demolished.**

The Nason Mill and its lot are proposed for potential acquisition. It is hoped that working through a public private partnership the BRA may be able to work with the property owner to achieve the reuse of the structure.

Once redevelopment of the Nason Mill is underway it is possible that additional properties may be identified for acquisition. If properties are proposed to be acquired, the redevelopment plan will be amended.

There are no buildings or structures proposed for demolition at this time. Once redevelopment has commenced and a through structural and reuse assessment of the mill, all of its additions and attachments, and any outbuildings has been completed, it is possible that there may be some minor demolition.

### **Proposed conditions, covenants, and other restrictions.**

Proposed conditions, covenants and restrictions will involve adherence to all local ordinances where applicable, particularly the Burrillville Zoning Ordinance and Subdivision Regulations as the same may be amended from time to time. This would include any future amendments to the Zoning Ordinance that may facilitate the redevelopment goals outlined in this plan, such as the changes in zoning recommended in this plan.

In the alternative, the BRA reserves the right to set forth a Comprehensive Declaration of Covenants and Restrictions establishing permitted and prohibited uses within the proposed Nason Mill Redevelopment District, as well as landscape and design guidelines. The BRA may also impose covenants, conditions and restrictions regarding common green spaces and other common areas such as walkways and parking areas within the district and access to the Branch River.

### **Relocation resulting from the proposed redevelopment.**

No relocation will be necessary for the redevelopment of the Nason Mill as the site is vacant.

**Estimated cost of carrying out the redevelopment plan, and a description of financing.**

It is the intent of the BRA to redevelop the Nason Mill through a public/private partnership. Prior to moving this partnership forward, a realistic estimate of the cost and the source of funding will be developed.

**Statement of Purpose and Benefit**

The proposed plan elements, strategies and recommendations that make up this redevelopment plan are intended to facilitate and expedite the economic revitalization of the Nason Mill, surrounding village and Burrillville as a whole. The plan is also intended to preserve and enhance the historic and traditional building fabric, enhance the pedestrian environment and streetscape, and set the basis for ongoing implementation, public/private partnerships and collaboration, and promotion to new businesses and customers. The purpose of these actions is the elimination and prevention of blighted and substandard areas, and their replacement through redevelopment by a stable, safe and healthful village center.

**Appendix F:**  
Nasonville Intersection Improvements Memorandum

