

BOH

Review of 46 Springdale Proposal

Two major concerns:

1. Domestic water supply to
40+ units
2. Septic System to serve
90+ bedrooms

Domestic Water

- To be supplied by Dover Colonial Water
- Three Shallow (30 to 40 feet) gravel wells
- Water quality supervised by DEP with report copy to Dover BOH
- No Control by Dover BOH
- Water rates supervised by DPU

Domestic Water

According to DEP and CWC Analyses:

Presently,

Functional output = 60% of CWC Capacity

Reminder:

1. DEP will intervene when output reaches 75% of capacity or more
2. BOH has no reliable historical statistics of groundwater, springs, ponds, streams

Septic System

Planned Characteristics:

- Located in center of property

- To serve at least 90 bedrooms

- Daily septic capacity appr. 9,000gal/day

BOH to determine initially:

- Percolation rates

- Levels to groundwater

Septic System

BOH Concern:

- Located in Zone II - Nitrogen-sensitive
(DEP topography and human activity)
- Location in Zone II plus flow rate
> 2000 gallons per day require a

GROUNDWATER MOUNTING STUDY

GROUNDWATER MOUNTING STUDY

DEFINITION - Computer modeling study indicating the likelihood of sewage breakout due to an unexpected rise in the water level below the leaching area

RESULTS - will indicate the possible need for a
Enhanced Sewage Disposal System

CHARACTERISTICS of ESDP

Nitrogen-fixating process

Septic System

Enhanced Sewage Disposal System

- EXAMPLE - **Bioclere** at the Meadows
- REQUIREMENTS
 - DEP-issued Groundwater **Discharge Permit**
 - Monthly Discharge **Monitoring Report**
to BOH and DEP

Conclusions

- With presently available limited information, BOH cannot predict feasibility and characteristics of an adequate septic system or to make specific recommendations for its development.
- A complete hydrological study of Dover water resources and supply is recommended by BOH
- **The ecological impact of this development may be significant.**



Special Town Meeting
Monday, September 15, 2014
7:00 PM Lindquist Commons



Background

- On **April 4, 2014**, the Town was notified that the 27.2 acre parcel at 46 Springdale Avenue was under a Purchase & Sale Agreement with Northland Residential Corp for the development of a 40B project consisting of 40+ townhouse units;
- Since 24 of the 27.2 acres are classified as Ch.61A agricultural land the Town had 120 days to notify the owner whether or not it would exercise its right of first refusal to acquire the property;
- On **July 21, 2014**, after completing extensive due diligence, the Board of Selectman voted to exercise this right **contingent upon Town Meeting and Town Election approval.**



Purpose of this Meeting:

- ✓ To decide whether or not we wish to acquire the property at 46 Springdale for \$5.55 million; and
- ✓ If we do, to authorize \$25,000 to fund an ad hoc committee to study the best future use of the property

Vote YES	Vote NO
✓ Requires a 2/3 vote at this meeting & a majority vote on Election Day	✓ Less than 2/3 vote at Town Meeting or less than majority vote on Election Day
✓ Avoid a 40-unit townhouse development	✓ Commence the development 40 –unit townhouse
✓ Recommendations for future use presented to Town at no later than at May 2016 Town Meeting	✓ Town loses the ability to decide the future use of the land

40-B Dover Census



Address	Total Built	Units	Dover Preference	Residents 5 - 18	Total Residents	Misc
Center St	20	5	3	1	12	To date 6 built 4 under construction
Springdale Ave	24	6	4	5	42	To date 23 built 1 under construction
Tisdale	56	17	10	41	138	5 affordable now market price but still count towards affordable; of original 12 local preferences 2 now are market
County St	4	1	**	0	0	** - local preference unclear at this time
Total	104	29		47	192	



40-B Qualifications

- Maximum incomes allowed for qualification:
 - ✓ 1 person household: \$47,450
 - ✓ 2 person household: \$54,200
 - ✓ 3 person household: \$61,000
 - ✓ 4 person household: \$67,750
- ✓ Household asset limits:
 - ✓ Non-age restricted not to exceed \$75,000
 - ✓ Age restricted * not to exceed \$75,000 in value, purchaser may own dwelling in which no more than \$200,000 of equity is allowed

* - liquid retirement assets are included



How will we pay for this?

- On an interim basis while the Town determines the best use of the land we will issue a Bond Anticipation Note (BAN) for 12 months;
- BANs can be rolled over after the initial term for 1 month, 3 months, six months or twelve months for up to five years with Board of Selectman approval;
- The BANs are interest only;
- The BANs will be split in two: a taxable portion and a tax exempt portion;
- The taxable portion will provide the town with the option to rent the existing home;



How will we pay for this?

- The interest rate on the taxable BAN is estimated to be .60%, while the tax exempt rate is estimated to be .25%;
- The blended cost for the BAN will be \$19,000 for the year or \$7.30 per median household;
- The BAN will be rolled over after the initial 12 months at market rates at that time;
- If those rates are higher by 1% the increased cost would be \$74,000 or \$28.44 per household



Can we afford to do this?

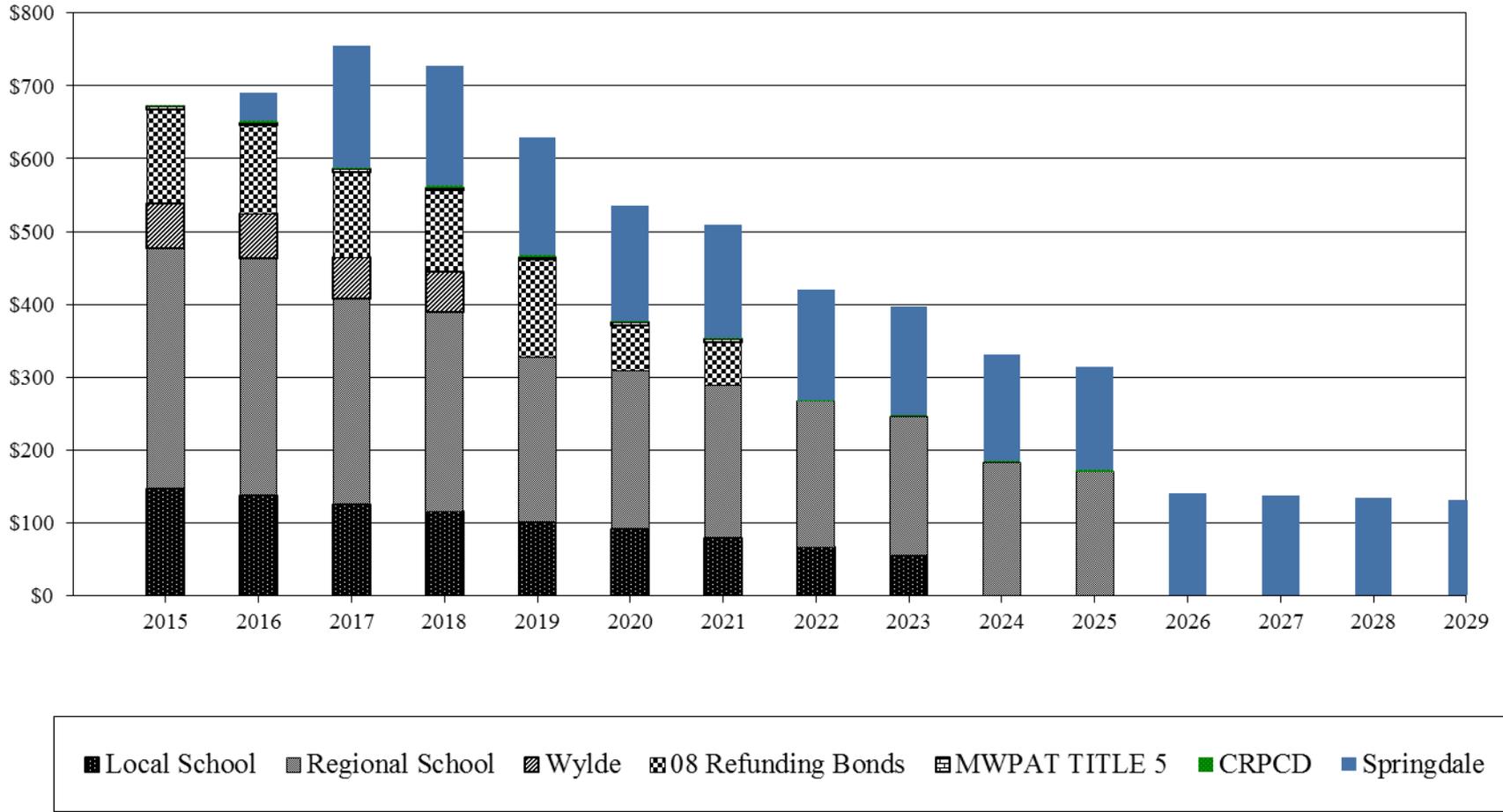
- Debt levels after FY 2014 approximate \$8.5M with debt maturing between 2018 and 2023;
- Payments of P&I range from \$1.4M (FY15) to \$948K (FY20);
- At the end of FY16 an additional \$5.55M in debt would increase P&I by \$435,900 with total debt levels at \$11.8M;
- Based upon current market conditions an increase in debt outstanding should not impact our AAA rating;
- A decrease in bond rating to AA1 would increase the interest rate on borrowing by .25% based upon the current market conditions;



Will our taxes be permanently increase by this debt?

- In recent history, Dover has added debt as a debt-exclusion override;
- Hence once the debt is repaid the cost is no longer reflected in citizens' tax bills because the debt ceiling is decreased;
- **Example:**
Wylde Woods property - \$3,050,000 was borrowed in March, 2001, when the bond is paid off in May, 2018 it will no longer impact the property tax bills. For FY 2015 this debt service is \$160K or \$62 for a median property.

Tax Impact of Debt Service on a \$833,000 Property in FY15





What will the final outcome be?

- The Ad-hoc Committee will be charged with exploring ANY and ALL options;
- The Committee will have representatives/liaisons from all the relevant boards: Planning Board, Open Space, Conservation, BOH, COA, P&R, Long-Range Planning and Warrant Committee;
- Broad representation from Dover Citizens;
- The Committee will expected to bring recommendation no later than the May 2016 Town Meeting:
 - ✓ Recommendations will include short and long-term cost to the town as well as impact on the community



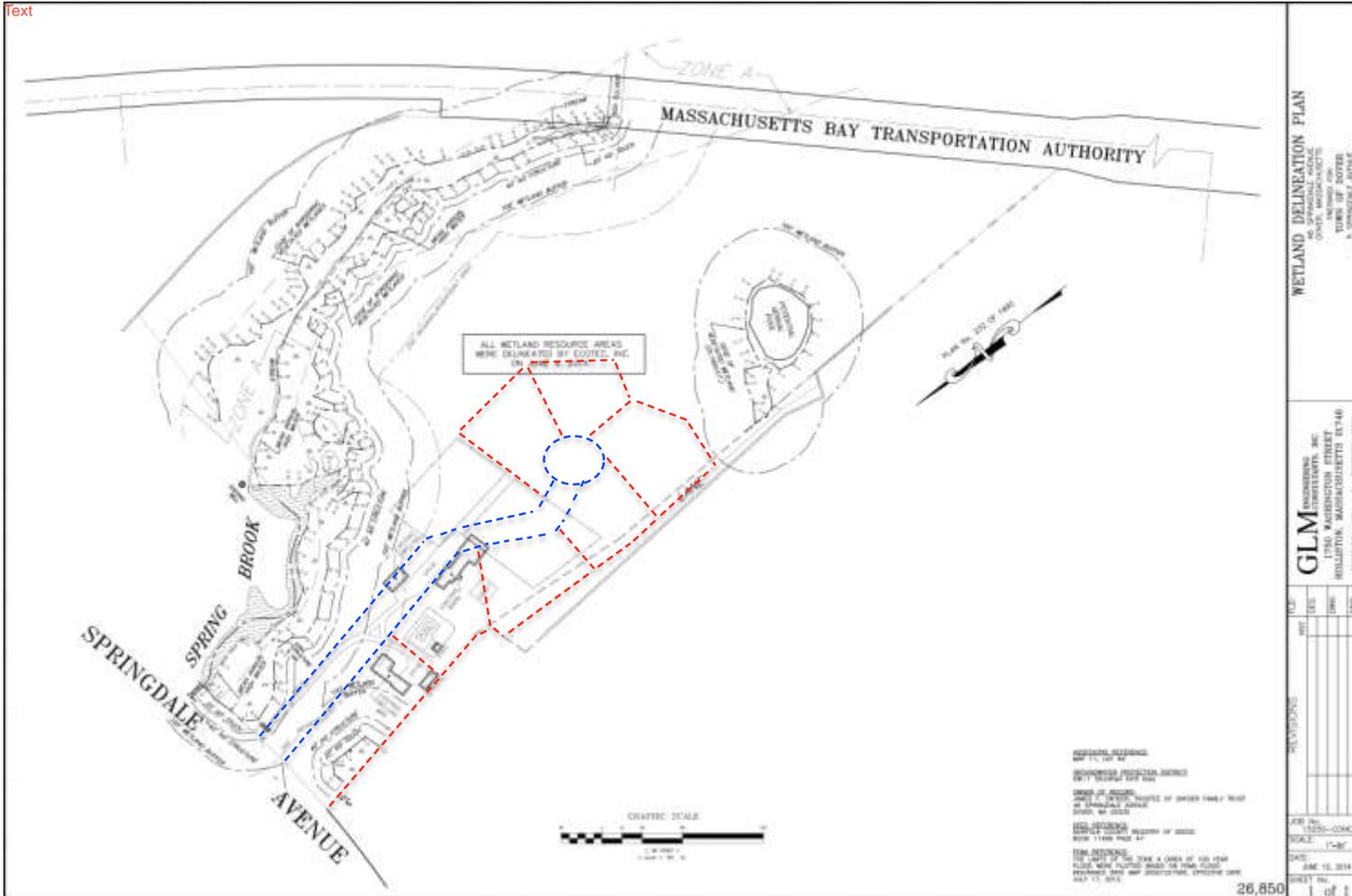
Potential Uses for Land

- Sell existing home and non-61A acreage
- Maintain 24 acres of 61A land as open space for passive recreation
- Senior and/or affordable housing
- Recreational use: playing fields or trails
- Holding for future use
- Solar farm
- Sell all or part of the property for alternative development



Alternative Development

Text





Purpose of this Meeting:

- ✓ To decide whether or not we wish to acquire the property at 46 Springdale for \$5.55 million; and
- ✓ If we do, to authorize \$25,000 to fund an ad hoc committee to study the best future use of the property

Vote YES	Vote NO
✓ Requires a 2/3 vote at this meeting & a majority vote on Election Day	✓ Less than 2/3 vote at Town Meeting or less than majority vote on Election Day
✓ Avoid a 40-unit townhouse development	✓ Commence the development 40 –unit townhouse
✓ Recommendations for future use presented to Town at no later than at May 2016 Town Meeting	✓ Town loses the ability to decide the future use of the land



BALLOT QUESTION FOR SNYDER c. 61A ACQUISITION

Shall the Town of Dover be allowed to exempt from the provisions of proposition two and one-half, so-called, the amounts required to pay for the bonds to be issued in order to acquire the real property located at 46 Springdale Avenue in Dover?

YES _____ NO _____



Back up Slides



What is the financial impact on the Town of the 40B?

- Upon **completion** of the complex the additional tax revenue for the town would be approximately 350K;
- Additional costs associated with this development relate to the schools:
 - ✓ An increase of between 20 – 30 students spread between K -12 would have minimal impact on current spending levels at the schools;
 - ✓ However, an increase of this magnitude for Chickering only would require more classrooms and staff;
 - ✓ An increase in the student population requiring special services can range from \$30K per student to \$300K



Permanent Cost of 20-year Bond

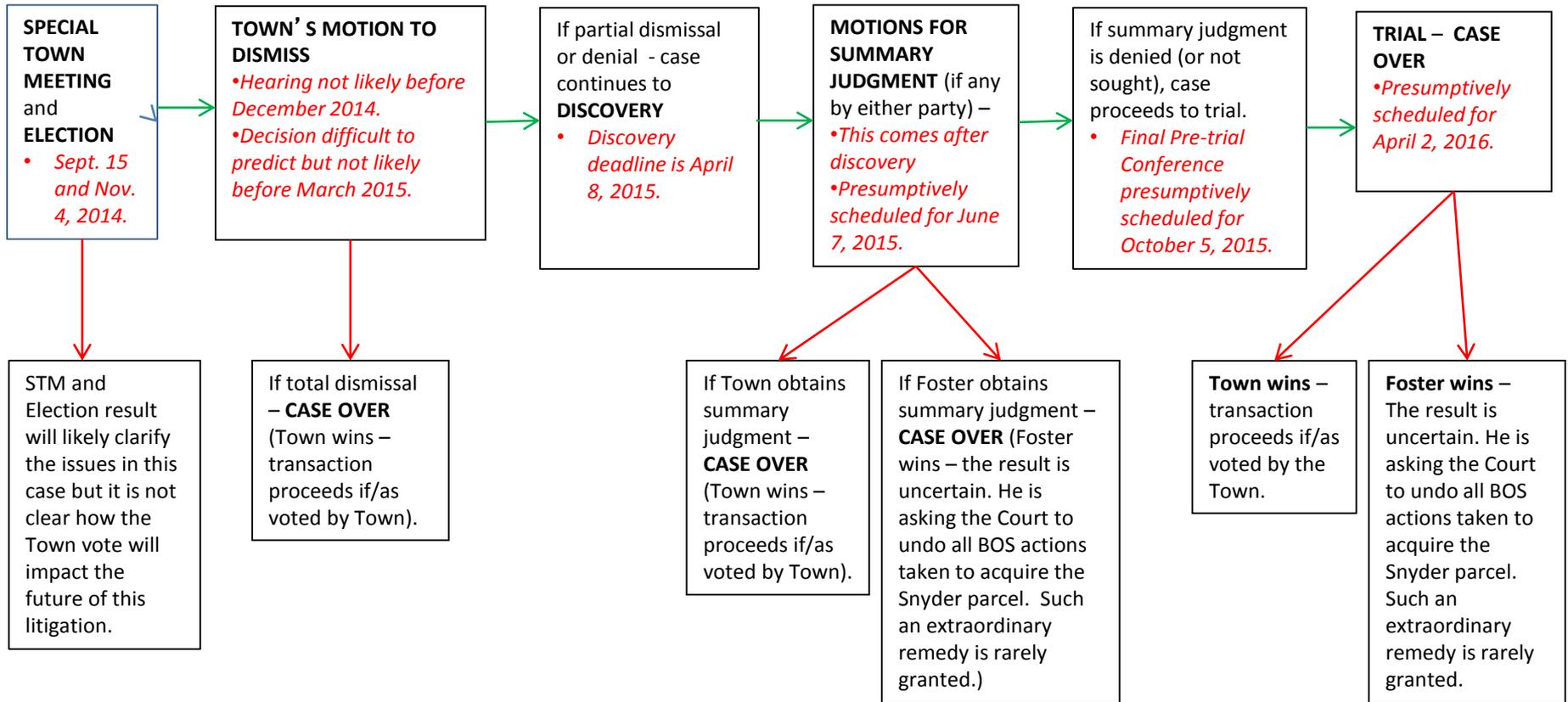
Debt (20 year)	Total P&I	Tax Impact on Median Household	
		Total	Annual Average
\$5,500,000	\$7,243,156	\$2,784	\$133
\$4,000,000	\$5,267,750	\$2,025	\$96



Cost of Due Diligence to date

Activity	Cost
Legal for P&S	\$47,194.50
Legal for Foster law suite	9,064.00
Appraisal	6,500.00
Survey	14,000.00
Environmental	18,736.79
Total	\$95,495.29

ANTICIPATED TIMELINE OF *FOSTER V. TOWN OF DOVER*



September 2014

April 2016

- Given the pending litigation, this timeline does not include information protected by the Attorney-Client privilege, and does not waive any privilege.



Role of the Ad-hoc Committee

- The Ad-hoc Committee will be charged with exploring ANY and ALL options;
- The Committee will have representatives/liaisons from all the relevant boards: Planning Board, Open Space, Conservation, BOH, COA, P&R, Long-Range Planning and Warrant Committee;
- Broad representation from Dover Citizens;
- The Committee will be expected to bring recommendations no later than the May 2016 Town Meeting:
 - ✓ Recommendations will include short and long-term cost to the town as well as impact on the community



Why do we need \$ for this project?

- Requests an appropriation of \$25,000 to be used by the Ad-hoc Committee;
- Funds will be used to hire consultants with expertise in areas that are deemed necessary to complete evaluations;
- If the funds are not used they will be returned to the Town;
- Funds are needed as municipal accounting is cash based;

Back up *Slides*



Cost of Due Diligence to date

Activity	Cost
Legal for P&S	\$47,194.50
Legal for Foster law suite	9,064.00
Appraisal	6,500.00
Survey	14,000.00
Environmental	18,736.79
Total	\$95,495.29

DOVER CONSERVATION COMMISSION

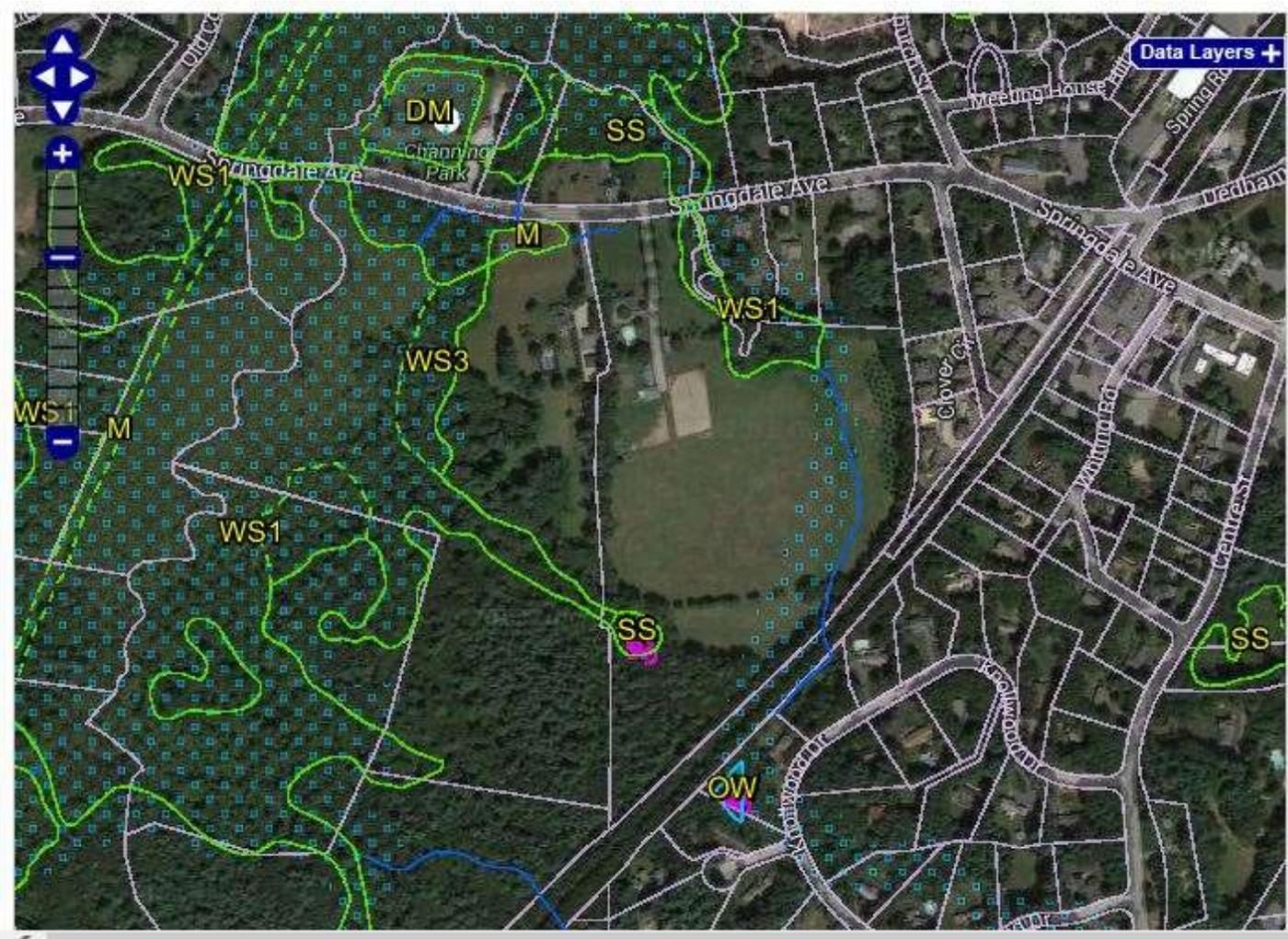
46 Springdale Avenue

With Special Thanks to Paul J. McManus, LSP, PWS

EcoTec, Inc., Environmental Consulting Services

*Ecological Inventory Report: Snyder Property, 46 Springdale
Avenue, Dover, Massachusetts , June 18, 2014*

for the generous use of his materials and photographs



-  Surface Water Supply Protection
-  Title 5 Setback Areas
-  100 Year Flood Zone A
-  100 Year Flood Velocity Zone
-  NHESP Estimated Habitats of
-  Areas of Critical Environment
-  Outstanding Resource Water
-  MassGIS Assessors Parcels
-  MassGIS Assessors Parcels
-  Town and State Boundaries
-  NHESP Certified Vernal Pool
-  NHESP Potential Vernal Pool
- MassDEP Wetlands**
-  Shoreline
-  Hydrologic Connection



06/04/2014

Paul McManus

Window into the Past

- Dover has many houses; many woods
- Dover no longer has the plenitude of fields and open space that once characterized this town

Special Considerations

- There are extensive wetlands on the property
- These wetlands and Spring Brook add to the richness of diversity and life-sustaining capacity of this property and provide surface water treatment and infiltration to groundwater upstream of public and private supply wells



06/04/2014

Paul McManus



06/04/2014

Paul McManus



06/04/2014

Paul McManus



06/04/2014

Paul McManus

Wildlife Corridor

- Conservation Commissioners see 46 Springdale as a *critical link in a significant wildlife corridor*
- This corridor extends from the south end of town through Wylde Woods and DLCT land onto the acreage of 46 Springdale – on across Springdale through the town wells to the sparsely populated northern section of town where many lands are already protected

IN CONTRAST.....

Development creates a
fragmented landscape

More about Wildlife Corridors

- In a *continuous corridor*, wildlife can travel from one type of habitat to another
- Many species of birds and mammals require varied habitat to fulfill their full breeding cycle
- They simply cannot be successful in reproducing without access to varied types of habitat

OTHER FEATURES...

There is a potential vernal pool
at the back of the property



06/04/2014

Paul McManus

...AND...

Beautiful Upland Woods



06/04/2014

Paul McManus

Important to remember:

- “The most notable ecological feature of the site is the presence of the large open field, which provides a wildlife habitat type that is ecologically unique and important both locally and regionally.”

-- Paul McManus, Ecotec, Inc.

Suitable for development

- In spite of the many remarkable ecological features described herein, there is considerable acreage at 46 Springdale, away from wetlands and the potential vernal pool, that could be developed
- This issue is what brings us to you...
- What do you want to do to protect this property?



06/04/2014

Paul McManus

In Summary.....

- Historical heritage
- Critical positioning in relation to surrounding, strategically-conserved lands
- Wildlife protection
- Wetland resources
- Drinking water protection

These are just a few of the many reasons for supporting Dover's interest in protecting this pivotal property

The Open Space Value to Dover of 46 Springdale Avenue (Springdale Farm)

Dover Open Space Committee

September 15th, 2014

You should vote 'yes' (twice) to acquire 46 Springdale Avenue

Controlling Springdale Farm allows the Town to better protect Springdale's numerous conservation values well as to prevent the adverse impacts of 40 units of housing

- Protect its many environmental values, including:
 - **Wildlife:** spring, vernal pool, field habitat, corridor
 - **Water quality and quantity:** Spring Brook
 - **Wetlands:** frontage all in buffer zone or stream riparian
- Preserve, and possibly improve, passive recreation, like:
 - **Trails and network links to DLCT/Wylde Woods**
 - **Classic rolling field vista – 'Dover as it was'**

Control provides for the protection of important environmental values

- Diverse and sometimes rare wildlife rely on uncommon features on the property
 - Spring Brook creates non-freezing wetland area
 - Vernal pool that appears to contain water year-round
 - Field habitat, increasingly rare in Dover & MA
- Development could adversely impact on water quality & quantity on site and downstream (Church/Haven St)
 - 40+ more units drawing from Colonial Water wells on Knollwood may lower Spring Brook and its wetlands
 - Groundwater quality/quantity for our wells

Summary: You should vote 'yes' (twice) to acquire 46 Springdale Avenue

Controlling Springdale Farm allows the Townspeople to better protect Springdale's numerous conservation values and to prevent the adverse impacts of 40 units of housing

- Protect water quality and quantity
- Provide wildlife corridors and uncommon habitat
- Preserve, and even enhance, trail networks and access
- Sustain the rural character of Dover

Retain ***local*** control over this delicate landscape's future

46 Springdale Ave.

Planning Board Recommendation & Report on Potential Development Options

**Dover Town Meeting
September 15, 2014**

Dover Planning Board

- Zoning bylaws – how land may be divided
- Subdivision process – usually construction of new road, includes traffic safety
- Scenic Road bylaw – preserve scenic vistas, stone walls, & trees on designated Scenic Roads
- (Also Sign bylaw, cell towers, site plan review for business district, Dover Master Plan)

(Mass General Law, Chapter) 40B

- MGL Ch. 40B: Encourage affordable housing by allowing “flexible zoning” when at least 25% of housing units are affordable
- Does not have to comply with the Town’s local bylaws & regulations (including zoning), which are more rigorous than the State’s
- Results in smaller building lots, higher density, closer to wetlands than Dover bylaws & regs would normally allow

Planning Board recommends acquisition

1. Control over the disposition of the parcel by the citizens of Dover

- Town would have discretion over future development and/or conservation plans, and
- Local Boards & Committees would have increased control over any potential development

2. Potential development would occur though local zoning practices & ordinances, vs 40B

- Scenic Road bylaw - preservation of natural resources, vistas, stone walls, trees, etc
- Dover zoning bylaw & regulations - larger lot size, lower density than 40B
- ConCom & BoH, whose regulations and standards are more rigorous than state/40B

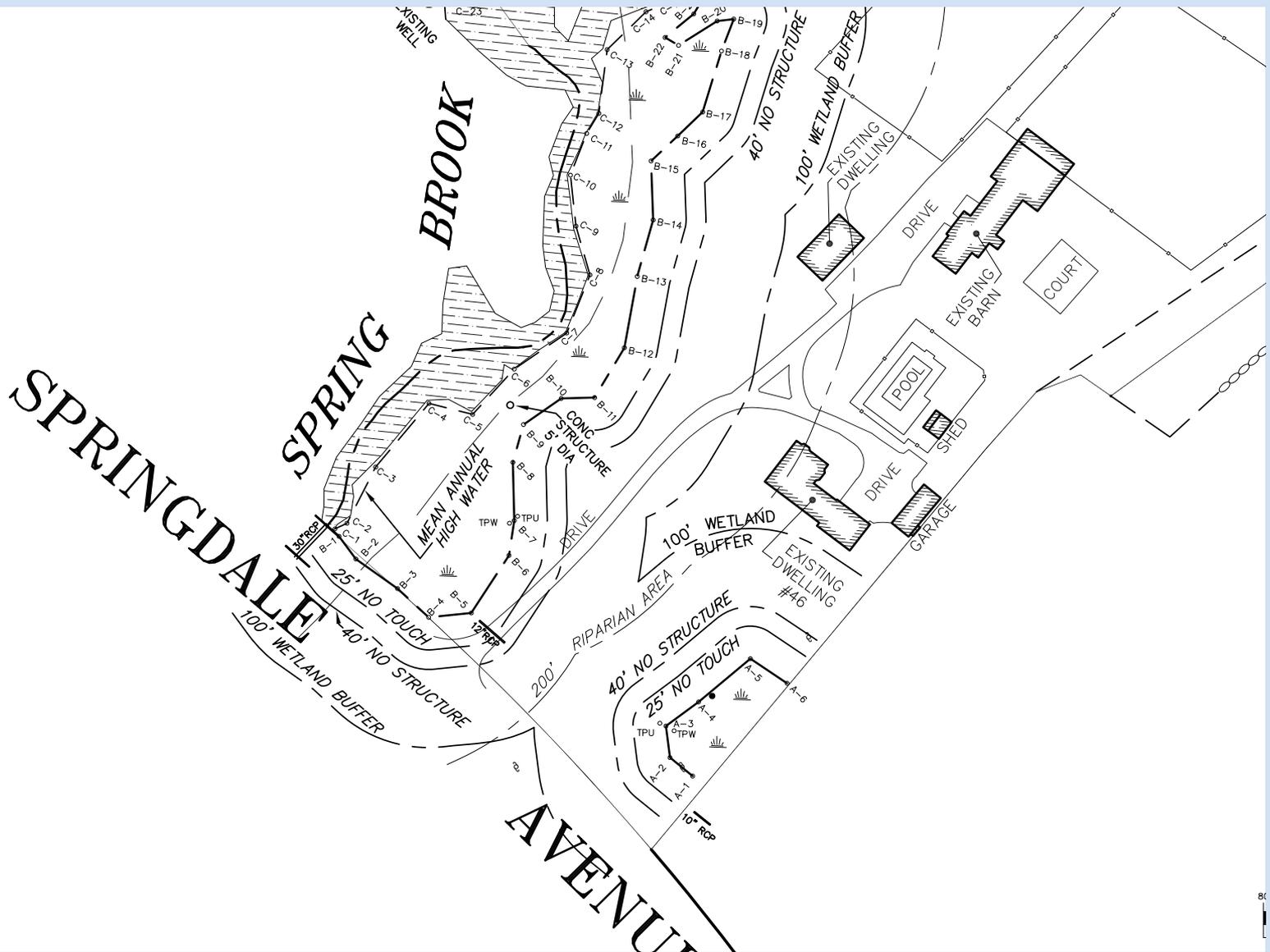
3. Traffic safety (less traffic)

4. Consistent with Dover's Master Plan objective of "preservation of rural character"

Frontage/Access

- There is abutting land owned by Dover Conservation Land Trust and U.S. Army Corps of Engineers that form a corridor to Springdale and Farm Streets.
- However, due to extensive wetlands and a stream, there is no practical access through this land.
- Planning Board has concluded that Dover must acquire entire parcel, because the 61A parcel alone is not developable or accessible without the front portion of the lot that is not within 61A.

Frontage/Access From Springdale



How Many (Building) Lots?

- Assumptions:
 - Single owner of entire parcel
 - Current zoning: R-1 District = Minimum of 1 acre and 150 feet of frontage per lot.
- 46 Springdale: 27 acres and 349 feet of frontage.
- Caveat: Zoning compliance is not sufficient. Compliance with Board of Health and Conservation Commission rules is also required in order to build.

2 Methods of Dividing Land

- 1. Approval Not Required (ANR)**
- 2. Conventional Subdivision**

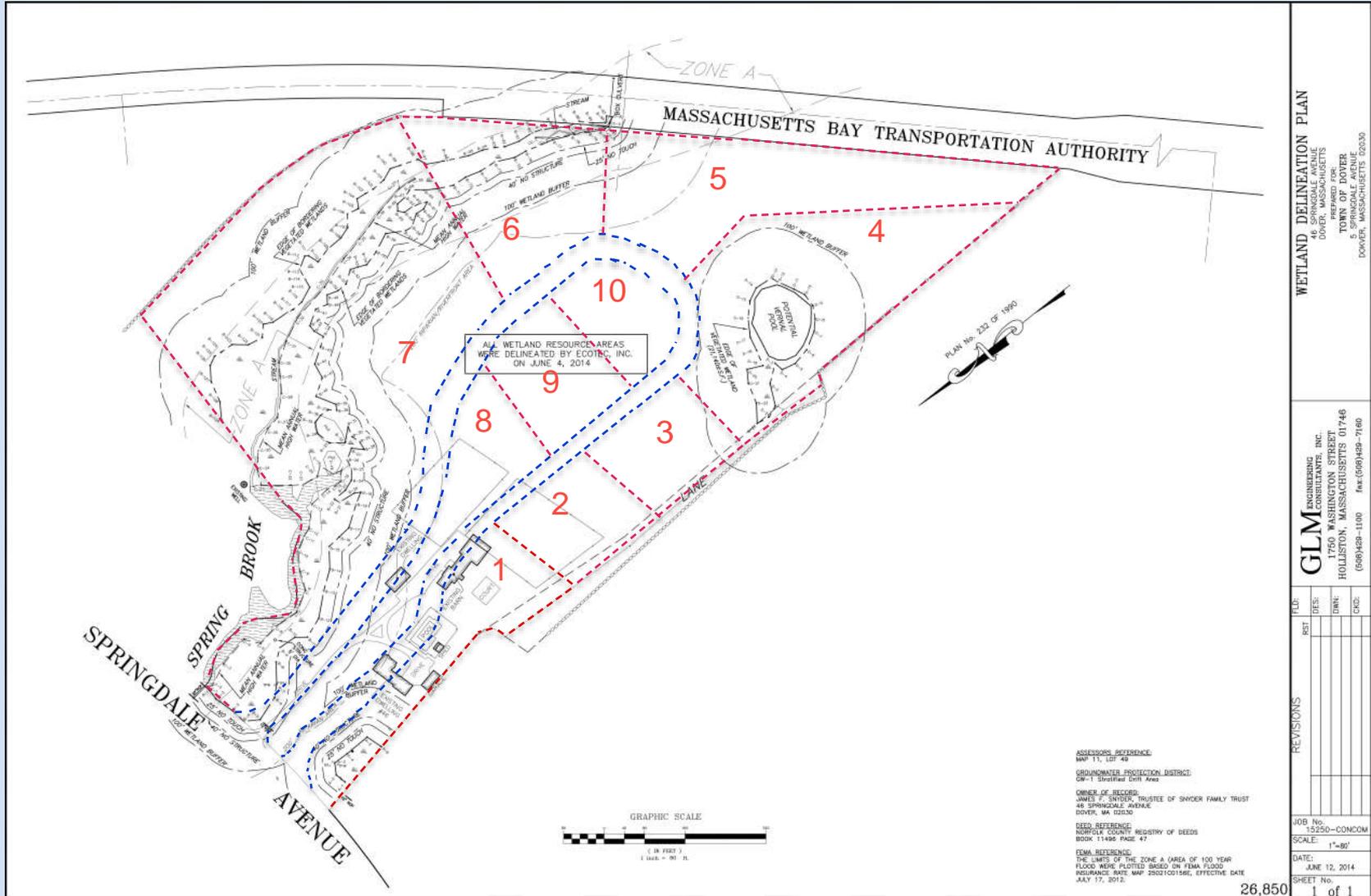
1. ANR Process

- Provides simplified process for dividing land when lots have frontage on an *existing road*.
- Usually done in a single Planning Board meeting with no public hearing.
- This process would result in 2 lots (349' frontage divided by 150 = 2 lots with surplus 49 feet distributed between lots).
- Maximum one house per lot.

2. Conventional Subdivision

- *New road* is constructed to create additional frontage.
- The process requires notice to abutters, public hearings, and lots of detailed engineering that must be peer reviewed by Town Engineer.
- It can take several months and up to a year in some cases.
- Dead ends are not allowed, therefore a through road or loop road (which both enters and exits onto an existing street) must be demonstrated.
- Planning Board concludes that a multi-lot subdivision with a loop road is feasible (2 scenarios).

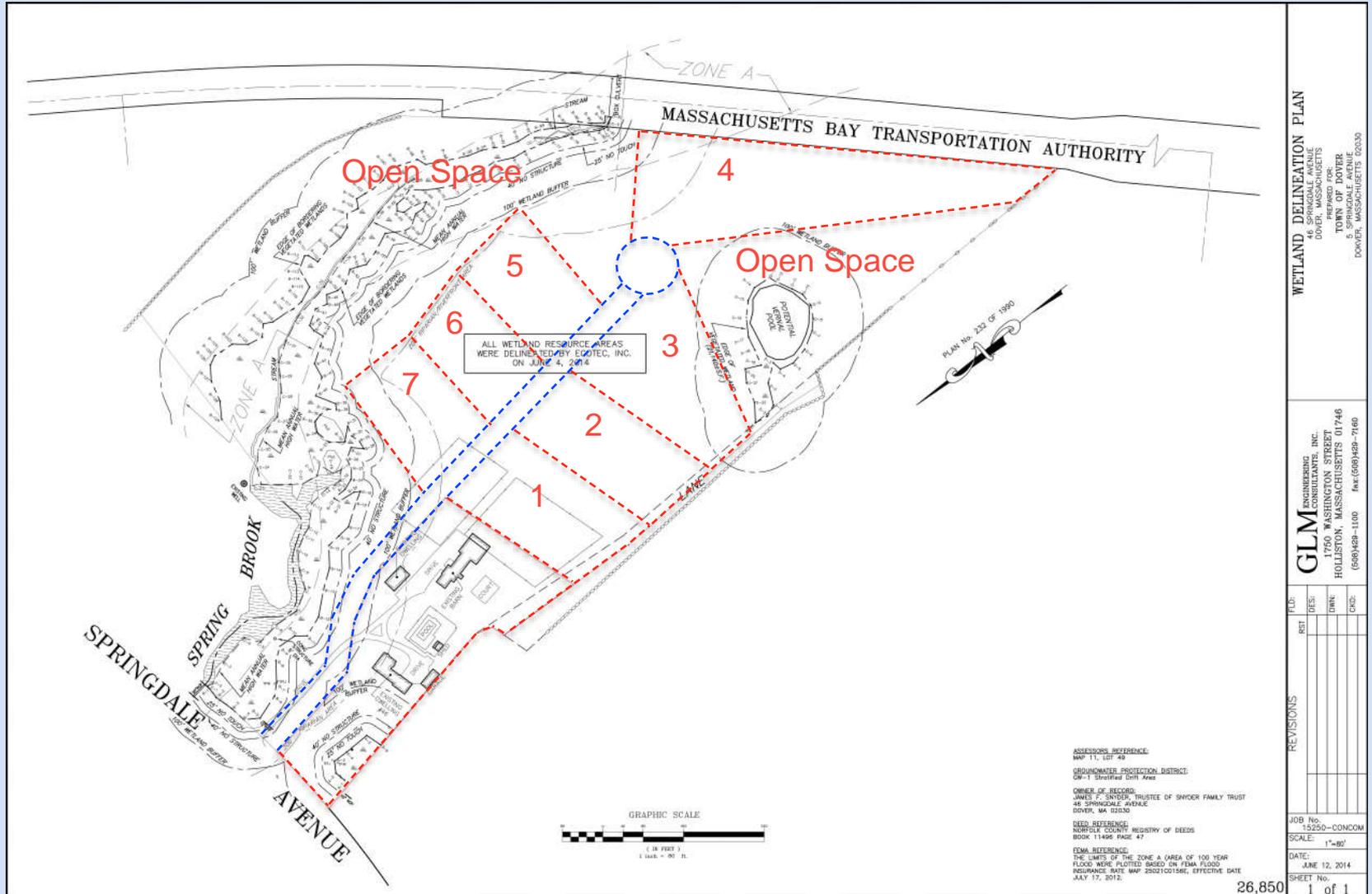
10-lot Subdivision



Alternative Subdivision

- Planning Board has ability to waive dead end prohibition IF a loop road is proven to be viable AND a dead end road is more beneficial to the Town.
- Criteria for waiver would include:
 - preservation of views from the road
 - reduction in number of lots
 - conservation restrictions
 - increased buffer areas,
 - easements for pedestrian access or trail access
 - or other benefits to the Town.
- A development more sensitive to resources and Town needs could potentially be negotiated.

Alternative Subdivision



WETLAND DELINEATION PLAN

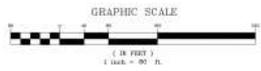
46 SPRINGDALE AVENUE
DOVER, MASSACHUSETTS
01929
TOWN OF DOVER
5 SPRINGDALE AVENUE
DOVER, MASSACHUSETTS 02030

GLM
ENGINEERING
& CONSULTANTS, INC.
175 WASHINGTON STREET
HOLLISTON, MASSACHUSETTS 01746
(508)468-1100 Fax:(508)468-7600

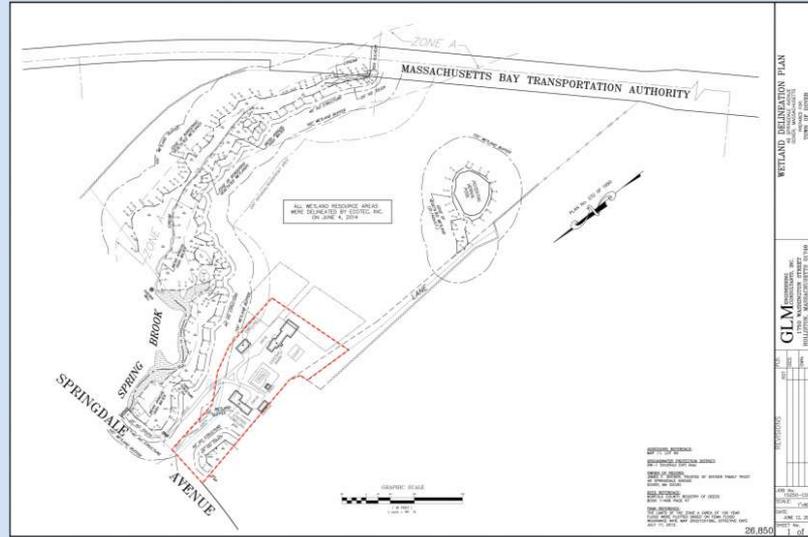
REV.	DATE	BY	CHK.	DESC.

JOB No. 15200-CONCOM
SCALE: 1"=80'
DATE: JUNE 12, 2014
SHEET No. 1 of 1

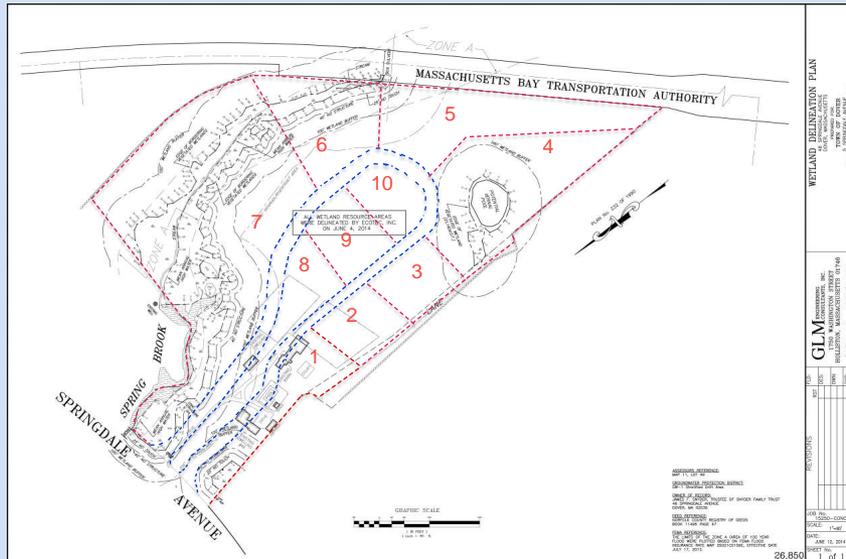
ASSESSORS REFERENCE:
MAP 11, LOT 48
GROUNDWATER PROTECTION DISTRICT:
SP-1 Spring Brook Area
OWNER OF RECORD:
JAMES F. SNYDER, TRUSTEE OF SNYDER FAMILY TRUST
48 SPRINGDALE AVENUE
DOVER, MA 02030
DEED REFERENCE:
NORFOLK COUNTY REGISTRY OF DEEDS
BOOK 11496 PAGE 47
FEMA REFERENCE:
THE LIMITS OF THE ZONE A AREA OF 100 YEAR
FLOOD WERE PLOTTED BASED ON FEMA FLOOD
INSURANCE RATE MAP 25021C0156I, EFFECTIVE DATE
JULY 17, 2012.



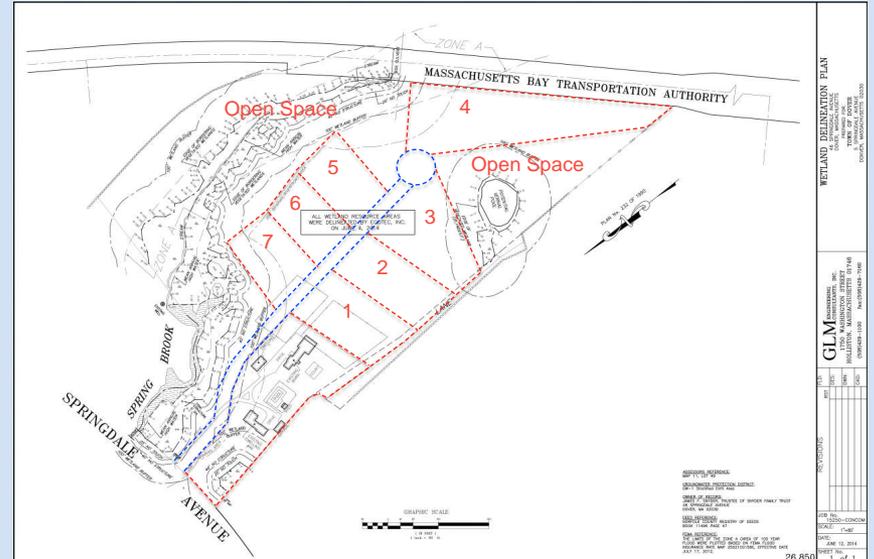
ANR



10-lot Subdivision



Alternative Subdivision



Acquisition by Dover of the 46 Springdale Property

Warrant Article Recommendations
for Special Town Meeting

Dover Warrant Committee

Special Town Meeting

September 15, 2014

Should the Town Acquire the 46 Springdale Property?

- The Warrant Committee has performed extensive due diligence relating to the possible acquisition of the 46 Springdale property. It has reviewed and analyzed the reports and other information relating to 46 Springdale and has had conversations with the Town's Administrator, Treasurer and financial advisors.
- The Warrant Committee has endeavored to explore the *pros and cons* of all aspects of such an acquisition.
- However, particular focus has been on the likely ***financial impacts*** to the Town (detailed in later slides), both, if the property is **not** acquired by the town and if it **is**. It is this analysis on which the Warrant Committee recommendations are, primarily, based.

Should the Town Acquire the 46 Springdale Property?

Warrant Committee Considerations

- The Warrant Article (#1) provides for the Special Town Meeting vote on the acquisition. The financing of the acquisition by the Town will be presented as a ballot item on November 4. The ballot item will **determine whether or not to approve a debt exclusion**.
- The ultimate usage or disposition, either whole or partial, of the property if the Town acquires it has not yet been determined.
- It is expected that the ultimate financing of the property by the Town will reflect its use or disposition. For now, the WC has assumed a *conservative case* in which the property is not re-sold.
- This should not be construed as a recommendation by the WC as to the use or ultimate disposition of the property.

(WC presentation changed from the 9/3/14 WC presentation to streamline and eliminate duplication with respect to other presentations)

Article 1: Purchase of 46 Springdale Property

- The WC analysis assumes
 - Town acquires the property
 - Town finances the entire \$5.5 million purchase through the use of BANs for two years
 - After two years, the BANs borrowing rolls into issuance of a 20-year General Obligation Bond

Article 1: Purchase of 46 Springdale Property

- THE WARRANT COMMITTEE RECOMMENDS THAT ARTICLE 1, AUTHORIZATION FOR THE PURCHASE OF THE 46 SPRINGDALE PROPERTY BY THE TOWN, BE APPROVED.

Article 1: Purchase of 46 Springdale Property

- Summary of Recommendation Rationale:
 - Financial aspects
 - *Likely* limited downside to the Town, financially
 - Property acquisition will not negatively impact the Town's ability to responsibly finance potential future capital needs and repairs to maintain infrastructure at the Schools and other Town properties
 - Non-financial aspects
 - Preserves flexibility over use of highly-visible property near Town center
 - Gives Town more time to consider and plan the use of the property at, likely, a moderate cost

Acquisition by Dover of the 46 Springdale Property

Warrant Article 2
Recommendation for Special Town Meeting

Dover Warrant Committee

Special Town Meeting

September 15, 2014

Article 2: Funding of Ad-Hoc Committee to study the Future Uses of the 46 Springdale Property

- The WC analysis assumes
 - Town acquires the property

Article 2: Funding of Ad-Hoc Committee to study the Future Uses of the 46 Springdale Property

- THE WARRANT COMMITTEE RECOMMENDS THAT ARTICLE 2, THE FUNDING IN THE AMOUNT OF \$25,000 FOR AN AD-HOC COMMITTEE TO STUDY POTENTIAL USES OF THE 46 SPRINGDALE PROPERTY, BE APPROVED

Article 2:Funding of Ad-Hoc Committee to study the Future Uses of the 46 Springdale Property

- **Summary of Recommendation Rationale:**
 - Financial aspects
 - Funds will be useful in providing the Ad-Hoc Committee with resources to help recommend use or uses of the property to the Town
 - The amount requested seems to be an appropriate amount given the aspects of the transaction