TREMONT NAIL FACTORY
VISION PLAN

FINAL REPORT

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WAREHAM Massachusetts

MassDevelopment

Horsley Witten Group

UNION STUDIO
ARCHITECTURE & COMMUNITY DESIGN

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INTRODUCTION

The Town of Wareham is pleased to present the Tremont Nail Factory Vision Plan. Funded by MassDevelopment and drafted by the consultant team led by Union Studio, this plan was created following a three-month period of continual public input and commentary regarding the site's potential, including two well-attended public meetings, a web portal set up to receive commentary, comments on social media, and in general a public awakening that good things could and would happen at this property.

All of this input was carefully considered as the plan before you was created by, and filtered through, our Project Team. It was clear during the second public meeting that there was significant consensus among our redevelopment experts and partners, the Town government, the Tremont Nail Advisory Group, and most importantly you, the citizens, as to the recommendations that should be made.

The Tremont Nail Factory Vision Plan is founded in a realistic examination of the site in its current state, and much work remains to be done to implement its recommendations, which will not happen overnight. Accordingly, the Town requests that anyone interested in the site remain engaged in the redevelopment process going forward, as your continued involvement is a necessary precursor to seeing the site become a hub of activity and a proud, revitalized reminder of our Town's history.

Peter W. Teitelbaum, Esq.
Chairman, Wareham Board of Selectmen

The project kicked off in December of 2016 with a pre-design phase, during which the team familiarized itself with the site and reviewed background documentation. In February, the team hosted a series of meetings with local stakeholders to get their thoughts about the current challenges and opportunities for the Tremont Nail Factory site based on their personal experiences and areas of expertise.

Pre-Design	Dec '16 - Jan '17
Initial Stakeholder Input	February 2017
First Public Presentation	March 9, 2017
Feasibility Analysis/Prelim Concepts	March-April 2017
Draft Vision Plan/Recommendations	April-May 2017
Second Public Presentation	May 31, 2017
Final Vision Plan/Recommendations	August 2017

After gathering all of this preliminary information, the project team presented their findings and some first impressions to the public during a presentation that was held on March 9th at Wareham Town Hall.

Based on the resulting discussion, the design team spent March and April reviewing regulatory issues and completing a market analysis. Preliminary concepts were generated based on this analysis and shared with the Town for input. From these discussions a preferred vision plan and set of recommendations were generated, including both short- and long-term options for the site. These ideas were discussed with the public once again in May to gather any final feedback.

The process has culminated with this Final Report that summarizes the efforts to date and describes the final vision plan and recommendations, including next steps.

PROJECT TEAM VISITING THE SITE IN JANUARY

PROJECT LOCATION

The Tremont Nail Factory is centrally located within the Town of Wareham, midway between the historic core and more auto-centric uses adjacent to Interstate 195. Route 28, the Cranberry Highway, runs just north of the site, and the site is accessible from Route 6 via Main Street.

The "core" of Wareham (shown in yellow) can be defined as running the length of Main Street from Besse Park to the south up to Central Park to the north. Merchant's Way comprises the southern anchor of this stretch. If it were to be revitalized, the Tremont Nail Factory has the potential to help anchor the northern end.

The immediate context includes a mix of uses. A number of retail uses (shown in red) can be found north of the site on Route 28 and Elm Street. There are also a number of civic uses close by (shown in blue), typically in historic structures along Main Street. The balance of the local context is residential (shown in yellow).

Tremont Nail Factory Site

The Tremont Nail Factory site includes roughly 48,000 square feet of space in eight buildings on a 7.2 acre lot. The site was acquired by the Town of Wareham in 2004 with Community Preservation Act funds. A conditions assessment was done for the Town in 2009 by Menders, Torrey & Spencer. This study is available for public download and serves as the basis for the conditions listed in following pages. The site is listed on the National Register of Historic Places and was designated a National Historical Landmark by the American Society of Metals.

HISTORIC STRUCTURES WITH SHARED PALETTE OF MATERIALS, COLORS AND SCALE CREATE A CAMPUS-LIKE FEELING ON SITE

HISTORIC DESIGNATION PLAQUES ON SITE

EXISTING CONDITIONS

Factory Building

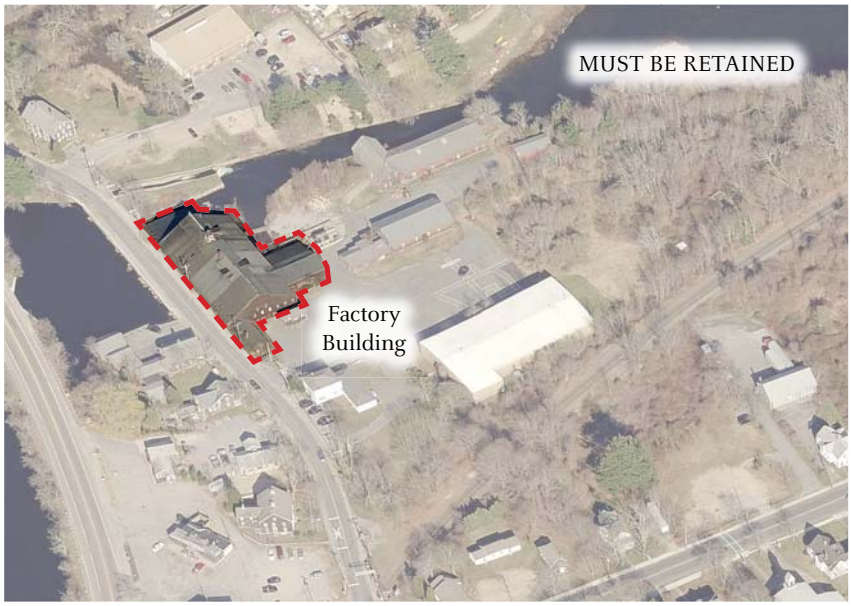
Built: 1848

Area: ~19,225 sf

Development Recommendation: Retain

Conditions Assessment: Fair

Character: The main volume is generally wide open and features heavy timber trusses and many remnants of its historic use. A blacksmith shop and tool shop are still present in portions of the ells.



EXTERIOR VIEW OF FACTORY BUILDING SHOWING MAIN CENTRAL VOLUME AND ADDITIONS, OR ELLS, ADDED OVER TIME

INTERIOR VIEWS OF MAIN SPACE IN FACTORY BUILDING

Freight Building

Built: 1848

Area: ~6,400 sf

Development Reccomendation: Retain

Conditions Assessment: Fair

Character: The main volume is wide open and features heavy timber trusses, but is more intimate in scale. The building is right on the riverfront and features attractive views over the water and towards the town center.

INTERIOR VIEW OF MAIN SPACE IN FREIGHT BUILDING

EXTERIOR VIEW

VIEW FROM MAIN SPACE TOWARDS MERCHANT'S WAY

EXISTING CONDITIONS

Office Building

Built: 1848

Area: ~3,200 sf

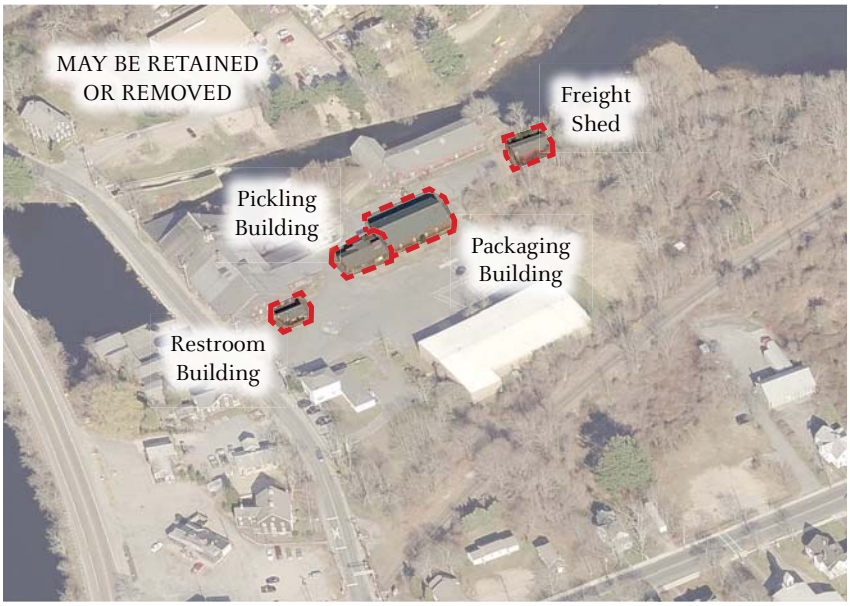
Development Reccomendation: Retain

Conditions Assessment: Fair

Character: The building is the only one that fronts on Elm Street and its scale and character fit well with neighboring structures across the street.

EXTERIOR VIEWS SHOWING RELATION TO ELM STREET AND FACTORY, AND HISTORIC EXTERIOR SIGNAGE

VIEW OF ADJACENT, UNDEVELOPED CORNER OF SITE



Pickling Building, Packaging Building, Restroom Building and Freight Shed

These four structures round out the historic portion of the site and date back to 1896 (Pickling), 1900 (Freight Shed), 1953 (Restroom) and 1957 (Packaging). The conditions assessment suggested these structures may be retained or removed.

Taken separately, none of these buildings is particularly remarkable, but as a collection amongst the original three, they help complete the overall "campus."

EXTERIOR VIEW OF RESTROOM BUILDING

IMAGE FROM MENDERS, TORREY & SPENCER 2009 CONDITIONS ASSESSMENT REPORT

EXTERIOR VIEW OF FREIGHT SHED

EXTERIOR VIEW OF PICKLING BUILDING

EXTERIOR VIEW OF PACKAGING BUILDING

EXISTING CONDITIONS

Office Building

Built: 1976

Area: ~15,000 sf

Development Reccomendation: May Be Retained or Removed

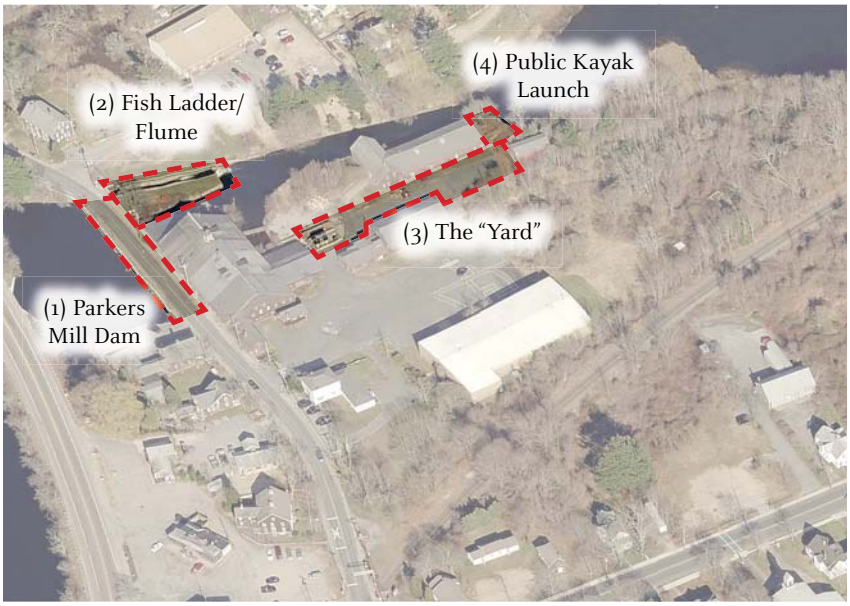
Conditions Assessment: Good

Character: Although still able to serve a useful purpose activating the site in the short term, the structure is out of scale and character with the rest of the site and does not represent the highest and best use.

INTERIOR VIEW OF STEEL BUILDING SHOWING CURRENT USE AS TOWN STORAGE

IMAGE FROM MENDERS, TORREY & SPENCER 2009 CONDITIONS ASSESSMENT REPORT

EXTERIOR VIEW OF STEEL BUILDING SHOWING ITS UTILITARIAN CHARACTER



Site Features

In addition to the buildings on site, there are a number of key site features worth consideration. Parkers Mill Dam (1) runs just north of the property but is currently closed to vehicular use due to its poor condition. Immediately east of the site are a flume and fish ladder (2) that provide a great vantage point looking towards the site and river. The "yard" (3) is an outdoor space nicely contained by the historic structures. The site also currently includes a public kayak launch (4), a great amenity that has limited use at low tide due to the shallow mud banks.

PARKERS MILL DAM, CURRENTLY CLOSED TO VEHICULAR USE

FISH LADDER AND FLUME ADJACENT TO SITE

THE "YARD" - SPACE BETWEEN THE HISTORIC STRUCTURES

PUBLIC KAYAK LAUNCH

REGULATORY ISSUES AND SITE CONSTRAINTS

WETLANDS DIAGRAM

RIVERFRONT SETBACKS DIAGRAM

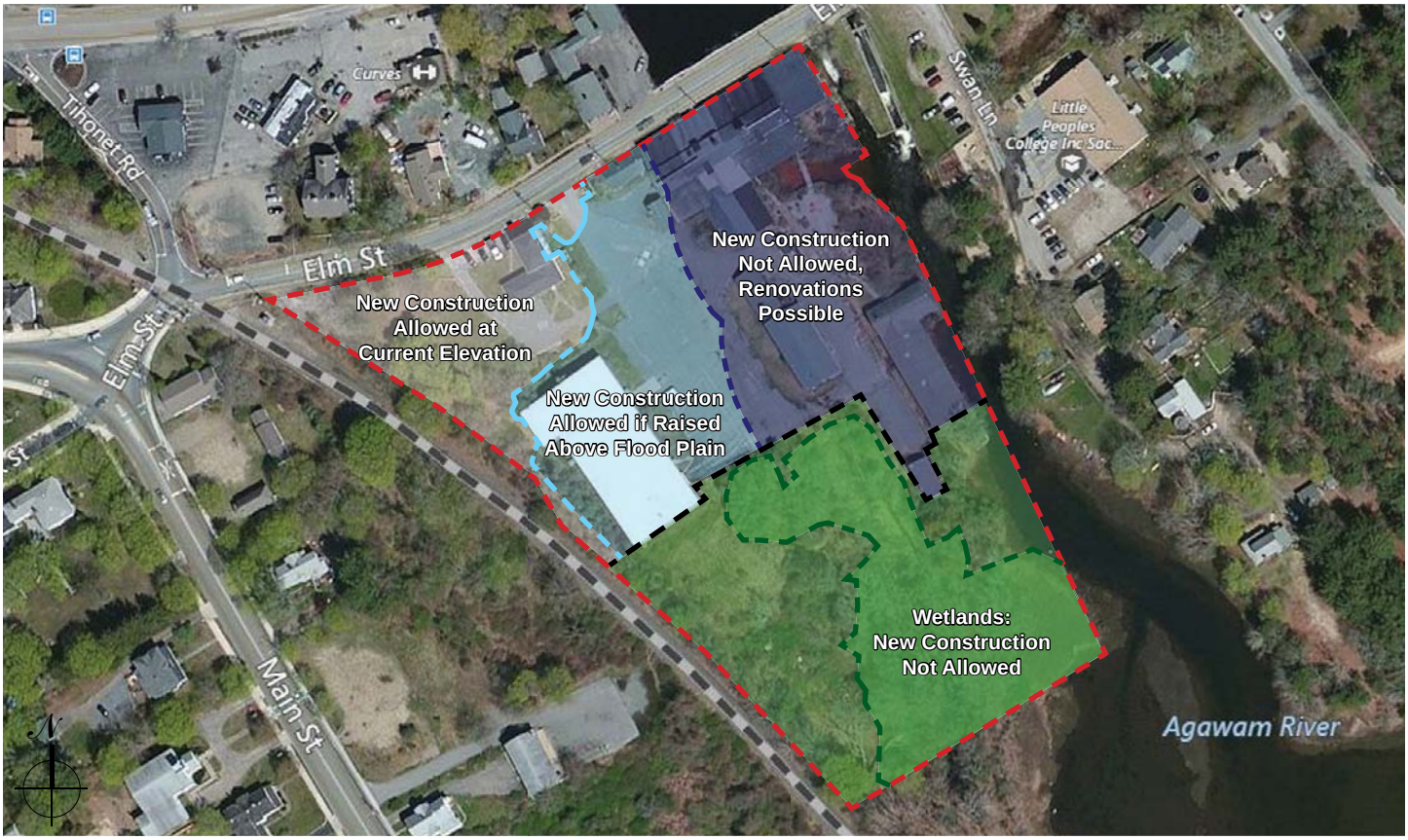
As a result of the Tremont Nail Factory's history and waterfront location, there are a number of local, state and federal regulations that need to be considered when planning for the site's reuse. These issues are complex, but the diagrams shown here summarize some of the primary issues being considered at this stage. For additional information, please refer to the memo and GIS diagrams included in the appendix.

As highlighted on the Wetlands Diagram on the facing page, the southern half of the site includes salt marsh wetlands, a natural habitat to be protected from development. Regulations designate required buffers and review processes for proposed work, with development potential defined in large part by proximity to the wetlands and whether there are existing disturbances within those setbacks. For the Tremont Nail site the general strategy will be to avoid significant work south of the existing limit of disturbance.

The western half of the site falls within 200' of the river's edge, which also comes with its own set of regulations. Typically no new construction is allowed within this setback, but renovations to existing structures, such as the historic buildings at the Tremont Site, are possible.

A large portion of the site also falls within a FEMA flood zone that is generally defined by areas that sit below an elevation of 15' where flooding is expected to occur once every 100 years. New construction is allowed in these areas so long as it sits above this elevation.

Summary: The below diagram shows the resulting development opportunity on site. The northwest corner is out of these regulated zones and is available for new construction, the middle zone is available for new construction if built above the flood elevation, the historic buildings in the northeast corner are eligible for renovation (but not new construction), and the lower third of the site will be preserved as wetlands with the potential for native restoration and/or a passive recreation walk.



DEVELOPMENT OPPORTUNITY DIAGRAM

MARKET FEASIBILITY

In addition to analyzing the physical and regulatory characteristics of the property, the team undertook a parallel study to better understand the financial constraints and opportunities. This process started from a broad understanding of the current real estate development market and moved towards specific regional and local conditions, as well as stakeholder experience and feedback. The market study provided the perspective of an individual or group that would seek to redevelop the site and informed the recommendations in this vision plan.

Macroeconomic Factors

The study first identified major hurdles to financing the project through traditional market sources of capital. For example, getting financing for speculative commercial (industrial, office and/or retail) or hospitality projects is highly dependent on first identifying and securing an end user. Without a committed, credit-worthy tenant in place, redeveloping a site based solely on speculative commercial or hospitality uses is very challenging. Similarly, financing for-sale housing often requires pre-sales and/or early commitments, as well as the ability to substantiate appraised values that allow homebuyers to secure sufficient mortgages. Because of these hurdles, redevelopment based on speculative commercial, speculative hospitality, and for-sale housing seems unlikely.

Multi-family development, particularly rental apartment projects, have an easier time securing financing, especially if demand and rental rates can be proven. Given low interest rates, low supply, and consumer demand, rental apartments are less likely to require external dependencies like public incentives and subsidies. With these macroeconomic issues identified, the team explored the regional and local factors that might impact the site.

Regional Factors

The housing needs for Wareham have been well documented in previous housing studies, like the 2013 Town of Wareham Housing Production Plan by Karen Sunnarborg Consulting (link can be found in Appendix: Additional Resources). According to the study, the existing housing stock in Wareham is relatively old with 30% of the supply built before 1930 and 60% built before 1980. A current snapshot of available apartments reveals that occupancy levels are strong, often within aging apartments at a mid-level rental rate.

Housing studies have also shown that senior housing, in various forms, is being developed to meet demographic needs. Unfortunately, the development of senior housing often relies on an operating scale and density that the Tremont Nail Factory site cannot support. In addition, there is already a well-developed senior housing plan in place for one of the adjacent sites.

Several new multi-family apartment projects have recently been developed in Plymouth County, the South Coast, and on the Cape, indicating a potential market-driven need and opportunity. Many of the new developments are large enough to share the costs of new amenities (pools, clubhouses, etc.) across many tenants and are located near transit, commercial centers, or the waterfront. Although the Tremont Nail Factory is relatively close to transit, commercial centers, and the waterfront, the connections to those features are not obvious. The area of developable land is also too small for the number of units that would support the kind of amenities people renting in new buildings often expect.

The housing data indicates a lack of new, modern multifamily rental apartments in Wareham, but that this lack of supply is influenced by rental rates that may be lower than in surrounding communities. As such, the economics to build new multi-family units will be challenging for a market-driven, for-profit developer. The economic feasibility of new construction considers the total cost to develop a property against the

potential cash flow stream that is expected when the property is operating and apartment dwellers are paying a monthly rent. For the Tremont Nail Factory site, the cost of the land may be lower than other sites, but the cost to improve the site, provide new/upgraded utilities, improve the parking and green spaces, and add security and lighting to create an inviting place will increase the cost of development. Market-based rent levels may not be adequate to offset such costs. But with high demand and a lack of supply – many variables may be adjusted to push toward an attractive and feasible development plan. For example, by enhancing the connections to transit, the Main Street corridor, and the riverfront, and turning the historic buildings into an arts and culture amenity, the Tremont Nail Factory site could create similar conditions

Other regional factors that shaped the recommendations in this Vision Plan included a review of the existing retailers on Main Street, Wareham. The street currently holds a mix of uses, including multiple bank branches, specialty shops, and small dining locations. Generally, retailers on Main Street are stable, but are impacted by seasonal fluctuations of visitors and by a critical mass of retailers outside of the Main Street corridor, like Wareham Crossing and Rosebrook Place. According to multiple small business owners, the retail and restaurants benefit from town events and gatherings that bring people to Main Street and increased traffic will continue to sustain and grow a diverse retail base along Merchant's Way.

Stakeholders

To better understand the market and financial constraints and opportunities at the local level, the project team sought input from stakeholders in both private conversations and public forums. Local experiences and challenges helped inform the market study and have been instrumental in understanding what local stakeholders wanted to see happen on the site.

Local development professionals confirmed the data that showed that existing apartment rental properties along Main Street are mostly occupied, but that rent levels do not justify new investment or capital improvements.

Feedback also reinforced that in Wareham and in adjacent municipalities, there has been modest growth and demand for office spaces – often related to healthcare/medical fields. Young professionals, particularly in the healthcare/medical field, are anticipated to drive demand for a diversity of housing offerings – including modern apartments. As housing in and around Boston becomes more and more expensive, young and mid-career professionals may be seeking more affordable and attractive alternatives. One of the stated desires from stakeholders, the ability to attract and retain young professionals, seems to match the general market forces.

Some stakeholders expressed a desire to add market rate or workforce-level housing in town, as opposed to more income-restricted affordable units. Others argued that the demand for seasonal recreational uses, such as kayak rental, is strong and could support complementary uses.

Both market data and stakeholder input expressed the desire for arts and cultural uses, as well as the need to promote Wareham to compete with other regional destinations. The consensus view was that arts and cultural uses could bolster the market for existing and new retail, as well as help attract residents who would want to live in the area.

STAKEHOLDER INPUT

Over the course of the project, the team sought stakeholder input in order to better understand the project's history, opportunities and constraints as well as to share concepts being considered to garner feedback.

Pre-Design Input from Town Officials

At the start of the project, the design team got input from several town officials, including Director of Planning Kenneth Buckland, Town Administrator Derek Sullivan and Chairman of the Board of Selectmen Peter Teitelbaum as well as David Riquinha, the Director of Inspection Services, and David Pichette, the Conservation Administrator for the Town of Wareham. These initial meetings shed light on the history of the site, clarified some of the regulatory challenges faced and what the Town was hoping for in terms of process and outcomes.

Meetings with Local Business Owners, Residents and Commission Members

A series of stakeholder input meetings were held with a collection of local representatives, including Roy Edwards and Michael Dozier (Nemasket Kayak Center), Marie Oliva (Cape Cod Canal Chamber of Commerce), Traci Medeiros (Gallery Consignment Shoppe), Johanna Rowley (local architect and professor), Angela Dunham (Historical Commission, Historical Society), Anthi Frangiadis (local architect and former Planning Board member) and Linda Burke (VP of Marketing & Communication for A.D. Makepeace). These sessions yielded lots of good information and the following key takeaways:

- The site is historically significant for the Town and region, and is listed on the National Register of Historic Places
- Its proximity to the river will require the consideration of several regulations
- Current challenges include limited access to the site (due to closure of Parkers Mill Dam), relatively high costs to stabilize and improve the existing structures, and the need to address several layers of regulations
- The unique setting, rich history and key location within Wareham create a huge opportunity
- Proposed uses could include a range of cultural (museum, event space, classrooms), retail (paddle sports, restaurants, galleries) and residential (market rate rentals, workforce housing, senior housing) uses with a mix of all of the above the likely key to success

Public Presentations

Public presentations were held on March 9, 2017 and on May 31, 2017. The first session introduced the project team, shared the intended process, reviewed the existing conditions on site, summarized the above stakeholder input, and presented some preliminary thoughts before opening up the floor for discussion. In general, attendees were receptive to the ideas being discussed and offered several other considerations such as the possibility of reusing the existing Steel Building for artist studios and the suggestion to retain the existing blacksmith and tool shops for demonstrations. The second presentation recapped the information from the first session, reviewed the findings of the regulatory and market feasibility studies, shared the preliminary concepts discussed by the project team and highlighted a draft of the short- and long-term masterplan vision. Again the group was generally supportive, although several good questions were raised that stressed the need for the vision to provide a flexible framework to allow it to adapt to future market demands.

coUrbanize Website

In addition to the public presentations, an online forum was created on the coUrbanize platform that served as a central repository for project information and provided another venue for public comments and discussion. Through this forum, a number of uses have been proposed generally supporting the notion of a mixed use project. Several residents also reinforced the need to find a financially viable means of preserving this incredible historic asset.

At the end of the first public presentation, the above diagram was shared to foster discussion and feedback. While the diagram does not propose specific uses, the broad concepts below were well received and served as the basis for the conceptual design work that followed.

- The Factory, Freight and Office Buildings -- the oldest structures on site -- should be restored more or less in their current configurations so that they can be utilized as museums, educational uses, or special event spaces (particularly the main volumes of the Factory and Freight Buildings). These are highlighted in purple.
- The Pickling and Packaging Buildings, as well as the adjacent ells of the Factory and Freight Buildings, should be repurposed as a retail core for the site, including uses like small cafes, restaurants, paddlesports sales/rentals and art galleries as a year-round draw for the site. These are highlighted in red.
- The space between the existing buildings, referred to here as the "Yard" should be thought of as a seasonal outdoor event space, for farmers' markets, fairs and festivals. This space is highlighted in yellow.
- The remaining land along the waters' edge should be thought of as a sequence of public spaces connected to one another by the "Yard," pedestrian bridges and trails, including the option for a trail connection along the river all the way to Merchant's Way. These are highlighted in green.
- While the current parking in the "Yard" would be largely decommissioned, the current site access and large parking lot at the center of the site should be retained. This space is highlighted in grey.
- The highest portion of the site that currently includes the Steel Building and the land behind it should ultimately be redeveloped as housing to leverage the site's value while bringing a balance of uses to the site. This area is highlighted in orange.

PRELIMINARY CONCEPTS

Even within the strategic framework, there are several possible development scenarios that could accommodate the physical, market and regulatory constraints of the site. The following preliminary concepts were developed to test a range of options for redevelopment, all utilizing the same basic elements: communal event spaces for the large historic volumes, a retail core around the "Yard" and either the reuse of the Steel Building or its removal to open up this portion of the site for new residential development.

Concept "A" looks at repurposing the historic structures on site and retaining the Steel Building. While a specific use for this building isn't identified, it is possible to imagine it being used for artist studios, storage, indoor events, or a combination of these things with minimal up-front costs to facilitate such activities. These uses could help to create a community, establish a more consistent presence, and increase traffic and visitation to the site. The repositioning of the Steel building, in the short term, as rental space for artists, makers and creators can be looked upon as an early step in the process to establish activity on site and as a tangible and relatively low risk step towards the long-term vision. A high-level analysis shows that the space could accommodate a range of 20-40 open studio spaces with common facilities.

While startup costs may be minimized for certain uses, it is worth noting that there are still costs managing and prepping the structure for use, it does detract visually from the character of the "campus" and it is not suited for residential uses, without which site activation outside of business hours would be difficult to achieve.

Concept "B" takes the same approach as it relates to the historic structures on site, but replaces the Steel Building with a single large multifamily building in more or less the same location. Assuming this new structure is three stories and the units are of fairly conventional sizes, this building could include anywhere from 36-54 units. The lower end of that range would be conventional market rate units with the upper end being smaller units along the lines of conventional senior units. Parking is largely accommodated in the existing parking areas, although some expansion of parking capacity is possible between the existing Office Building and the new structure.

The advantage of this approach is that it adds residential units and limits site disturbance largely to already developed areas. The challenge is that it does so in a building form that is out of scale and character with the local context. Given the state of the property, and based upon an evaluation of market data, the economic viability of a multi-family project at this scale, including the necessary site and utility upgrades could require an investment of well over $5M. Such a significant investment would likely require considerable subsidy to make feasible.

Concept "C" takes a different approach to the potential residential portion of the site. In lieu of a single, large multifamily building, it instead looks at the potential for the inclusion of a collection of smaller detached and semi-detached single-family cottages along the western edge of the site. These units could be organized around shared green spaces and sidewalks in order to limit the amount of new infrastructure required. This lower density approach would yield fewer units, likely in the 10-15 unit range.

The advantage of this approach is that it would provide residential uses with a cottage community character sympathetic to the overall "campus" feel of the existing structures. The downside is that this approach would yield fewer units and the units would be similar in scale and type to the units already available in the rest of Wareham.

In addition, financing the development of for-sale housing product in such a location is often challenged by the need for pre-sales and/or early commitments, as well as by the ability to substantiate appraised values that allow home buyers to secure sufficient mortgages. Due to these factors, such a development approach may be challenged until other parts of the site are improved.

Concept "D" was the third variation of residential development studied during the preliminary concept phase. In this case, a middle density type is shown: smaller 12-unit multifamily buildings. The available land and parking suggests three such structures are feasible, delivering a total of 36 new units.

This approach allows for a higher number of units in a format that fits the scale and character of both the site and local context. These buildings could be developed incrementally, reducing the risk on the part of the developer by allowing them to be added over time to meet market demand. While this approach does require building on the currently undeveloped northwest corner, this new building would help infill the gap that currently occurs along Elm Street, promoting a more pedestrian-friendly feel and making a stronger connection to the site from Main Street - one of the goals identified by local stakeholders. As a fairly simple construction type, these structures could be developed with younger professionals/workforce housing in mind. These housing types would meet the current housing demand in the region and fit well with the other proposed uses on site.

MASTERPLAN VISION - SHORT TERM

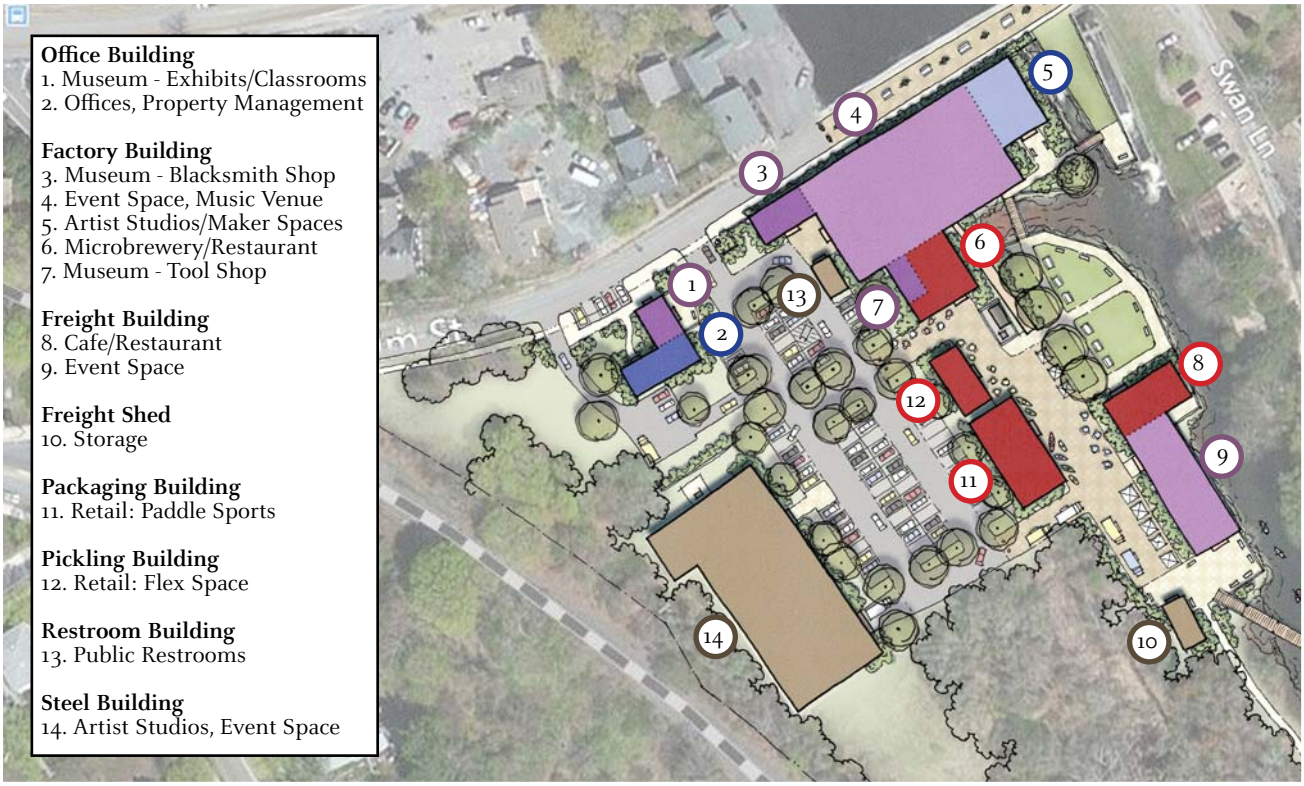
The following pages illustrate the short-term and long-term masterplan vision, which was developed from the concept plans with stakeholder input.

The general approach shown includes the reuse of all of the historic structures on site, and in the short term would also promote exploring interim uses for the existing Steel Building until the market supports new development in its place. The main benefit of reusing the existing facility is to test the market for uses like artist studios while also generating interest, use, activity and funds on site as a means of catalyzing additional development. Proposed uses for the remainder of the site are detailed in the diagram below, with the general strategy in keeping with the ideas outlined throughout the process.

This plan also shows the reconfiguration of the spaces between the buildings and along the waterfront in order to create a connected sequence of publicly accessible areas intended to support both formal and informal uses. With limited site cleanup several of these areas could start supporting public access in the immediate future.

Until needed repairs can be made to Parkers Mill Dam, this area should continue to be repurposed as a pedestrian zone.

PROPOSED USES DIAGRAM



Cranberry
Seating and Planters until Bridge is Repaired
Proposed Access to East Ell
Primary Site Access in Current Location
Proposed Lookout and Pedestrian Bridge
Museum/Welcome Center Parking
Proposed Lawn/Picnic Area/ Outdoor Classroom
The "Yard" - Outdoor Event Space Shown with Cafe Tables, Retail Layout Space, Food Trucks and Market Stands
Proposed Patio
Formalized Parking Area with Landscaped Islands and Striping
Proposed Dock with Pavilion
Proposed Path to Merchant's Way

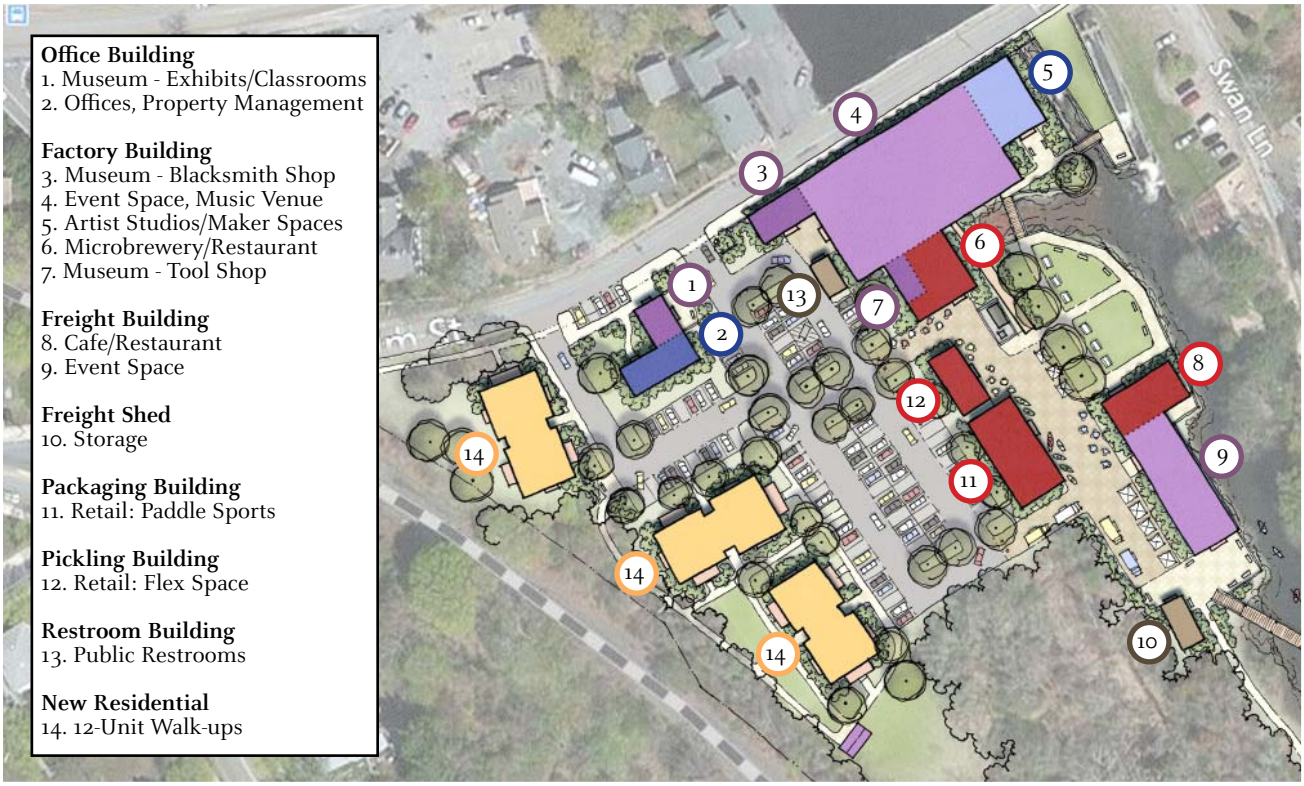
MASTERPLAN VISION - LONG TERM

The long-term masterplan vision calls for the eventual replacement of the Steel Building with a series of smaller 12-unit multifamily buildings. In the long run, adding residential uses to the site helps create an active and secure environment in which residents support on-site uses while providing "eyes on the street" around the clock. In addition, an analysis of market conditions and recent housing studies suggest housing of this sort is also one of the more financially feasible uses for the foreseeable future. The aim is for the Town to leverage the redevelopment value of the residential portion of the site to help offset costs related to improving the rest of it.

In conjunction with the new residential buildings, the long-term plan could include additional site improvements like green spaces, trails and parking as needed to meet parking demands.

It would also be beneficial in the long run to repair the Parkers Mill Dam and reopen this section of Elm Street to vehicular traffic. While the short-term use of the dam as a pedestrian zone creates additional amenity space with nice views both up and down the river, the long-term viability of the site would be greatly improved by the ability to facilitate connections to potential users on Cranberry Highway, and as the site improvements are completed there is less demand for this ancillary pedestrian area.

PROPOSED USES DIAGRAM

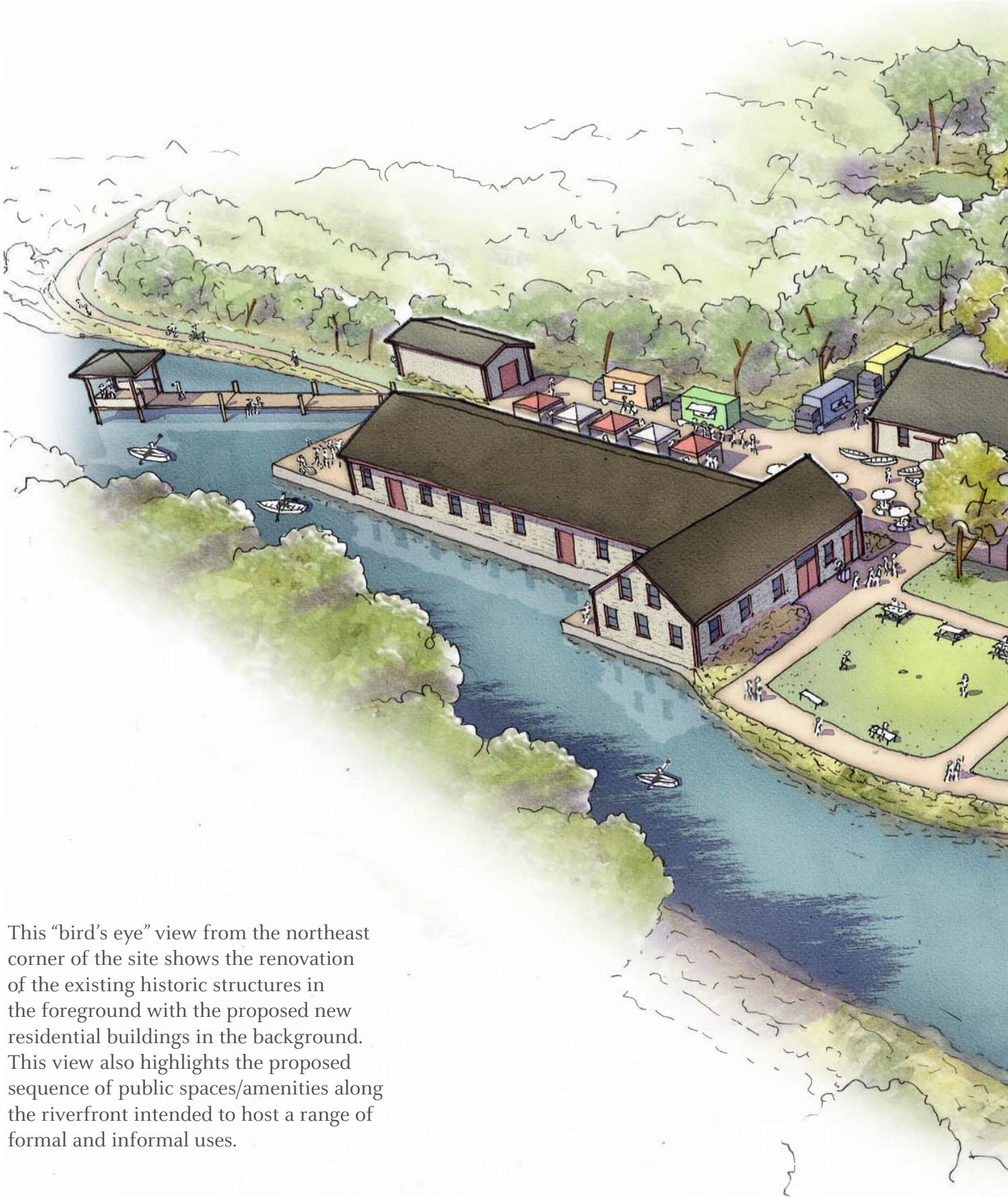


Cranberry
Bridge Repaired and Reopened to Vehicular Travel
Elm St
Swan Ln
Building Oriented with Sympathetic Massing Towards Elm Street
Reconfigured Parking Area
Residential Green Space
Residential Amenity/Pavilion
Potential Wetland Trails

PERSPECTIVE VIEWS

This "bird's eye" view from the northwest corner of the site shows the possibility of new residential buildings along the site's western boundary. The structures are of a scale and character in keeping with the local context (such as the Fearing Tavern in the foreground). The new building on Elm Street, along with a renovated Office Building, helps connect the project with the larger Wareham community.

PERSPECTIVE VIEWS



This "bird's eye" view from the northeast corner of the site shows the renovation of the existing historic structures in the foreground with the proposed new residential buildings in the background. This view also highlights the proposed sequence of public spaces/amenities along the riverfront intended to host a range of formal and informal uses.

CONCLUSION AND NEXT STEPS

The Tremont Nail Factory is an amazing historic asset on a unique site that represents a great opportunity for the Town of Wareham. The masterplan vision and recommendations outlined in this report were the result of several rounds of public input and have taken into consideration regulatory challenges and market feasibility. While specific uses have been proposed, the reality is the redevelopment of the Tremont Nail Factory site will evolve over several years and flexibility will be required along the way. In the end, the real objective was to outline a vision that includes some core principles intended to suggest what the highest and best use of the site could be. For example, it was determined that both a short- and long-term version of the plan was needed to address the fact that the reuse of the Steel Building may make the most sense in the short term, while its ultimate replacement with housing represents the best case scenario in the long run.

In terms of next steps, in the short term the site should be stabilized and cleaned up to allow public access for various outdoor events like the recent Antique Car Show. While the Nemasket Kayak Center plans to operate out of the Freight Building this season, improvements should be made to the Packaging Building to allow them to shift their operations there, freeing up the Freight Building to be improved and offered for special events. Partners, both non-profit and for profit, should be sought to help use, manage and renovate the existing structures. The Town should also look for appropriate grants to help with improvements like adding a public boat dock. Short-term tenants should be sought for the Steel Building in order to bring some activity and revenue to the site.

The repositioning of the Steel building, in the short term, as rental space for artists, makers and creators can be looked upon as an early step in the process of establishing activity on site and as a tangible and relatively low risk step towards the long-term vision. A high-level analysis shows that the space could accommodate a range of 20-40 open studio spaces with shared, common facilities, and that - given sufficient demand - may generate a positive economic return that could help fund other site improvements.

The interim use of the Steel Building could help to establish a site community, a more consistent presence, and to increase traffic and visitation to the site. Across the country, such uses have acted as a catalyst to reinvigorate neighborhoods and districts. Support services and complementary activities often organically build upon early energy to create a place where people want to be, and where services are needed. Eventually, many centers that start as relatively low cost creative spaces evolve into districts where small retail services, and eventually housing, is desired and supported by the market.

In support of the short-term Steel Building reuse, establishment of a dedicated organizational framework is recommended to manage scheduling, leasing and events. Regional resources, such as the Massachusetts Cultural Council may be helpful in this effort through their Spacefinder program or through their Guide to Develop Artist Space. Other models across the country can also be leveraged to seek best practices. Examples include AS220 in Providence, RI, Mainframe Studios in Des Moines, or artserve in Fort Lauderdale, FL.

In the mid term, development could begin to build on site activation and community development with more formal improvements to the outdoor spaces, parking area, and Elm Street to further promote the use of and connections to the site. Renovations to the existing buildings should proceed to make them ready for the various uses proposed. When the market can support it, the first multifamily building can be built in the vacant northwest corner of the site, allowing continued use of the Steel Building.

In the long run, the program could evolve to the point that the market economics would support the Steel Building's removal and/or relocation to open up the rest of the western edge of the site for residential development. In support of the highest and best long-term use of the site, the Parkers Mill Dam should be repaired to allow vehicular traffic through Elm Street. If possible, the addition of a trail along the rivers' edge from the site to Merchant's Way would create yet another amenity for the town and set the stage for these two Wareham anchors to support one another.

APPENDIX: ADDITIONAL RESOURCES

Please utilize the below links for further information relative to a couple of resources/online forums referenced in this report:

coUrbanize - Tremont Nail Factory
https://courbanize.com/projects/tremont-nail/information

2013 Town of Wareham Housing Production Plan by Karen Sunnarborg Consulting
http://www.wareham.ma.us/sites/warehamma/files/uploads/wareham_housing_production_plan7.pdf

2009 Conditions Assessment & Feasibility Study by Menders, Torrey & Spencer, Inc
http://warehammaarchive.vt-s.net/Public_Documents/WarehamMA_BComm/Tremont%20Nail%20Factory%20Feasibility%20Study%202009.pdf

2004 Meeting Housing Needs in Wareham Report by SRPEDD
http://www.wareham.ma.us/sites/warehamma/files/uploads/housing_plan.pdf

PROPOSED PROJECT

As part of the redevelopment of the buildings and there uses, the project will include upgrades to the site elements and the creation of public spaces with vibrant landscape / streetscape elements incorporated into the design, giving a plaza or outdoor market feel. The existing street and parking areas can be redesigned with auto and pedestrian uses in mind by creating a safe walkable environment, creating a "sense of place" and connection from Main Street, to the surrounding shops on Cranberry Highway and the views of the riverfront/wetland areas.

The site has several jurisdictional natural resource areas and associated buffers. To accommodate the use and comply with regulations the design will rely heavily on Green Infrastructure (GI) elements to provide a more natural look and feel. Low maintenance, adaptable native plant species and drought tolerant grasses would be used for landscaping elements. Tree pits could be used within parking areas to break up the impervious surfaces. Design elements can include porous paving/pavers, tree pits, stormwater fed planters, decorative walls, stairs or decks to the river, railings, interpretive and/or historic signage, decorative and site specific dark sky lighting, and other site furnishings that will be selected to contribute to the unique character of the buildings, street and riverfront area. Design of water features, sculptures, fire pits, and other such elements are well suited for this site and would dramatically improve its look and feel. Significant features, including planting beds, outdoor spaces, plazas, and landscape walkways, will be included within the proposed redevelopment.

Design Approach

Linkage between the property and its surrounding uses, including the downtown area can be created through the use of similar design elements, materials, and subtle repetition of hard and softscapes, plant species and color. Elements incorporated into the design, including lights, hardscape, signage, sculptures and other site furnishings, can be selected to contribute to the unique character of the site and the greater downtown area.

Utility connections include town water and sewer, as well as electric, natural gas. Stormwater and landscape should be an important element within the design. Incorporating trees into the street and parking areas not only add interest and soften the landscape, but provide additional shade and reduce the heat island effect typically experienced in urban settings. The creation of additional planting beds and vegetated buffers will create more permeable space, thereby reducing stormwater runoff, increasing groundwater recharge and providing stormwater quality improvements during typical rain events.

By using plants and vegetated areas as a key element of the design we can focus not only on traditional stormwater improvements, but also include "Green Street" principals. Early in the design phase, the developer should explore opportunities to integrate Green Infrastructure (GI) and Low Impact Development (LID) Best Management Practices into the overall design. These green elements, when properly incorporated into the design, can become dynamic landscape features and create public interest in the area and a greater appreciation for the surrounding environment.

These design goals include the following objectives:

1. Make the area more conducive to pedestrian activity by the enhancement of the pedestrian character and creating a more human scale.
2. Make the site more inviting and create a "sense of place" by the enhancement of the sort and hardscape.
3. Increase the walkable connection by creating a strong connection with the neighborhood and through the downtown to the hospital.
4. Use street trees, vegetated buffers, lighting, sculptures and street furnishings to soften the hardscape.
5. Use sustainable, low maintenance, adaptable native plant species and drought tolerant grasses.
6. Explore GI/LID practices such as bioretention, tree box filters, raingardens, porous pavement/pavers, vegetated filters and infiltration trenches.

Across the site, reconstruction will be the greatest opportunity to significantly improve the circulation, connectivity, incorporate GI principals and provide stormwater retrofits. Rain gardens, tree filter boxes and roof runoff infiltration will also be considered as part of the overall design along with the more traditional elements such as lighting, street trees and site furnishings. As with all improvements, subtle repetition of the particular landscape design elements will be included to create unity and rhythm throughout the design.

Wetland Resource Areas

Salt Marsh

According to 310 CMR 10.32 (2) Salt Marsh "*means a coastal wetland that extends landward and up to the highest high tide, that is, the highest spring tide of the year, and its characterized by plants that are well adapted to, or prefer living in , saline soils. Dominant plants within salt marshes are salt meadow cordgrass (Spartina patens), and/or salt marsh cordgrass (Spartina alterniflora). A salt marsh may contain tidal creeks, ditches and pools.*"

According to the DEP Wetlands layer in MassGIS, salt marsh and wooded swamp are on this project site.

Inland Bank and Riverfront Area

Riverfront Area is defined at 310 CMR 10.58(2)(a) as, "*land between a river's mean annual high water line and a parallel line measured horizontally. The riverfront area may include or overlap other resource areas or their buffer zones. The riverfront area does not have a buffer zone.*" According to 310 CMR 10.58(2)(a)(1), *"A river is any natural flowing body of water that empties to any ocean, lake, pond, or other river which flows throughout the year."* Furthermore, 310 CMR 10.58(2)(a)(3) states that, *"The riverfront area is the area of land between a river's mean annual high-water line measured horizontally outward from the river and a parallel line located 200 feet away."* The Town of Wareham's Wetlands Protection By-Law does not provide a separate definition for Riverfront Area.

According to 310 CMR 10.58(6)(k) activities within an Historic Mill Complex are grandfathered or exempt from requirements for the Riverfront Area.

Mill Complexes "*in existence prior to 1946 and situated landward of the waterside façade of a retaining wall, building, sluiceway, or other structure existing on August 7, 1996. An historic mill complex also means any historic mill included on the* Massachusetts Register of Historic Places. *An historic mill complex includes only the footprint of the area that is or was occupied by interrelated buildings (manufacturing buildings, housing, utilities, parking areas, and driveways) constructed before and existing after 1946, used for any type of manufacturing or mechanical processing and including associated structures to provide water for processing, to generate water power, or for water transportation*."

If the project site does not qualify as an Historic Mill Complex, the Project will occur within existing degraded portions of the 200-foot Riverfront Area along the Wareham River and may constitute redevelopment under the regulations of 310 CMR 10.58(5). The Project must be designed to result in improvements over existing conditions to the extent practicable, while maintaining the existing project site purpose.

Notwithstanding the provisions of 310 CMR 10.58(4)(c) and (d), the issuing authority may allow work to redevelop a previously developed riverfront area, provided the proposed work improves existing conditions. Redevelopment means replacement, rehabilitation or expansion of existing structures, improvement of existing roads, or reuse of degraded or previously developed areas. A previously developed riverfront area contains areas degraded prior to August 7, 1996 by impervious surfaces from existing structures or pavement, absence of topsoil, junkyards, or abandoned dumping grounds. Work to redevelop previously developed riverfront areas shall conform to the following criteria:

(a) At a minimum, proposed work shall result in an improvement over existing conditions of the capacity of the riverfront area to protect the interests identified in M.G.L. c. 131 § 40.

(b) Stormwater management is provided according to standards established by the Department.

(c) Within 200 foot riverfront areas, proposed work shall not be located closer to the river than existing conditions or 100 feet, whichever is less, or not closer than existing conditions within 25 foot riverfront areas, except in accordance with 310 CMR 10.58(5)(f) or (g).

(d) Proposed work, including expansion of existing structures, shall be located outside the riverfront area or toward the riverfront area boundary and away from the river, except in accordance with 310 CMR 10.58(5)(f) or (g).

(e) The area of proposed work shall not exceed the amount of degraded area, provided that the proposed work may alter up to 10% if the degraded area is less than 10% of the riverfront area, except in accordance with 310 CMR 10.58(5)(f) or (g).

(f) When an applicant proposes restoration on-site of degraded riverfront area, alteration may be allowed notwithstanding the criteria of 310 CMR 10.58(5)(c), (d), and (e) at a ratio in square feet of at least 1:1 of restored area to area of alteration not conforming to the criteria. Areas immediately along the river shall be selected for restoration. Alteration not conforming to the criteria shall begin at the riverfront area boundary. Restoration shall include:

1. *removal of all debris, but retaining any trees or other mature vegetation;*
2. *grading to a topography which reduces runoff and increases infiltration;*
3. *coverage by topsoil at a depth consistent with natural conditions at the site; and*
4. *seeding and planting with an erosion control seed mixture, followed by plantings of herbaceous and woody species appropriate to the site;*

(g) When an applicant proposes mitigation either on-site or in the riverfront area within the same general area of the river basin, alteration may be allowed notwithstanding the criteria of 310 CMR 10.58(5)(c), (d), or (e) at a ratio in square feet of at least 2:1 of mitigation area to area of alteration not conforming to the criteria or an equivalent level of environmental protection where square footage is not a relevant measure. Alteration not conforming to the criteria shall begin at the riverfront area boundary. Mitigation may include off-site restoration of riverfront areas, conservation restrictions under M.G.L. c. 184, §§ 31 to 33 to preserve undisturbed riverfront areas that could be otherwise altered under 310 CMR 10.00, the purchase of development rights within the riverfront area, the restoration of bordering vegetated wetland, projects to remedy an existing adverse impact on the interests identified in M.G.L. c. 131, § 40 for which the applicant is not legally responsible, or similar activities undertaken voluntarily by the applicant which will support a determination by the issuing authority of no significant adverse impact. Preference shall be given to potential mitigation projects, if any, identified in a River Basin Plan approved by the Secretary of the Executive Office of Environmental Affairs.

FEMA Designation

According to the most recent Federal Emergency Management Agency Flood Insurance Rate Map, the site is located within Zone AE (El. 14 ft), which has a 1% Annual Chance Flood Hazard, Zone X (shaded) Moderate Flood Hazard area, which has a 0.2% Annual Chance Flood Hazard, and Zone X (unshaded), an area of Minimal Flood Hazard.

Areas within Zone AE have mandatory flood insurance purchase requirements and floodplain management standards that must apply.

State-listed Rare Species Habitat

According to the most recent version of the *Massachusetts Natural Heritage Atlas* (13th Edition, October 1, 2008), the project corridor does not fall within areas of *Estimated Habitat of Rare Wildlife and Certified Vernal Pools* and/or *Priority Habitat of Rare Species* as designated by the Massachusetts Natural Heritage and Endangered Species Program (NHESP).

Local Performance Standards

The Wareham Commission may require a strip of continuous, undisturbed vegetation cover within the 200-foot area, unless the applicant convinces the Commission that the area or part of it may be disturbed without harm to the values protected by the bylaw.

No permit shall be issued in areas within 200 feet of a river unless the applicant has proved by a preponderance of the evidence that such activities, including proposed mitigation measures, will have no significant adverse impact on the areas or values protected by the Wareham Wetland Protection By-Law (Division VI, Article I).

MITIGATION MEASURES

Stormwater Management

Proposed stormwater best management practices (BMPs), including vegetated swales and bioretention areas, are anticipated to offset any potential impacts resulting from work within LSCSF. BMPs have been designed to capture and treat stormwater on-site. In addition, downspouts will be connected to recharge chambers for additional stormwater infiltration. As a result, the proposed project is not anticipated to cause an increase in the horizontal extent or levels of flood waters during peak flows.

Standard 7. A redevelopment project is required to meet the following Stormwater Management Standards only to the maximum extent practicable: Standard 2, Standard 3, and the pretreatment and structural best management practice requirements of Standards 4, 5, and 6. Existing stormwater discharges shall comply with Standard 1 only to the maximum extent practicable. A redevelopment project shall also comply with all other requirements of the Stormwater Management Standards and improve existing conditions.

Portions of the proposed work are located within a Zone AE (elevation 14), which is subject to inundation by the 100-year flood. The proposed swales, raingardens and/or underground recharge chambers are designed to collect and treat stormwater runoff from the contributing drainage area including the roads, parking, sidewalks and roof. Low impact stormwater systems are designed to capture than the first one inch of runoff and provide additional storage of flood waters for the site.

Stormwater from paved areas will be pretreated using low-impact design elements including grass swales and bioretention facilities. The proposed system will follow the existing drainage patterns and convey runoff from the roads, parking and sidewalks, by means of overland flow and drainage flumes to swales and bioretention areas for stormwater treatment. Treated runoff will be infiltrated on site through underground recharge chambers for the majority of the impervious surfaces.

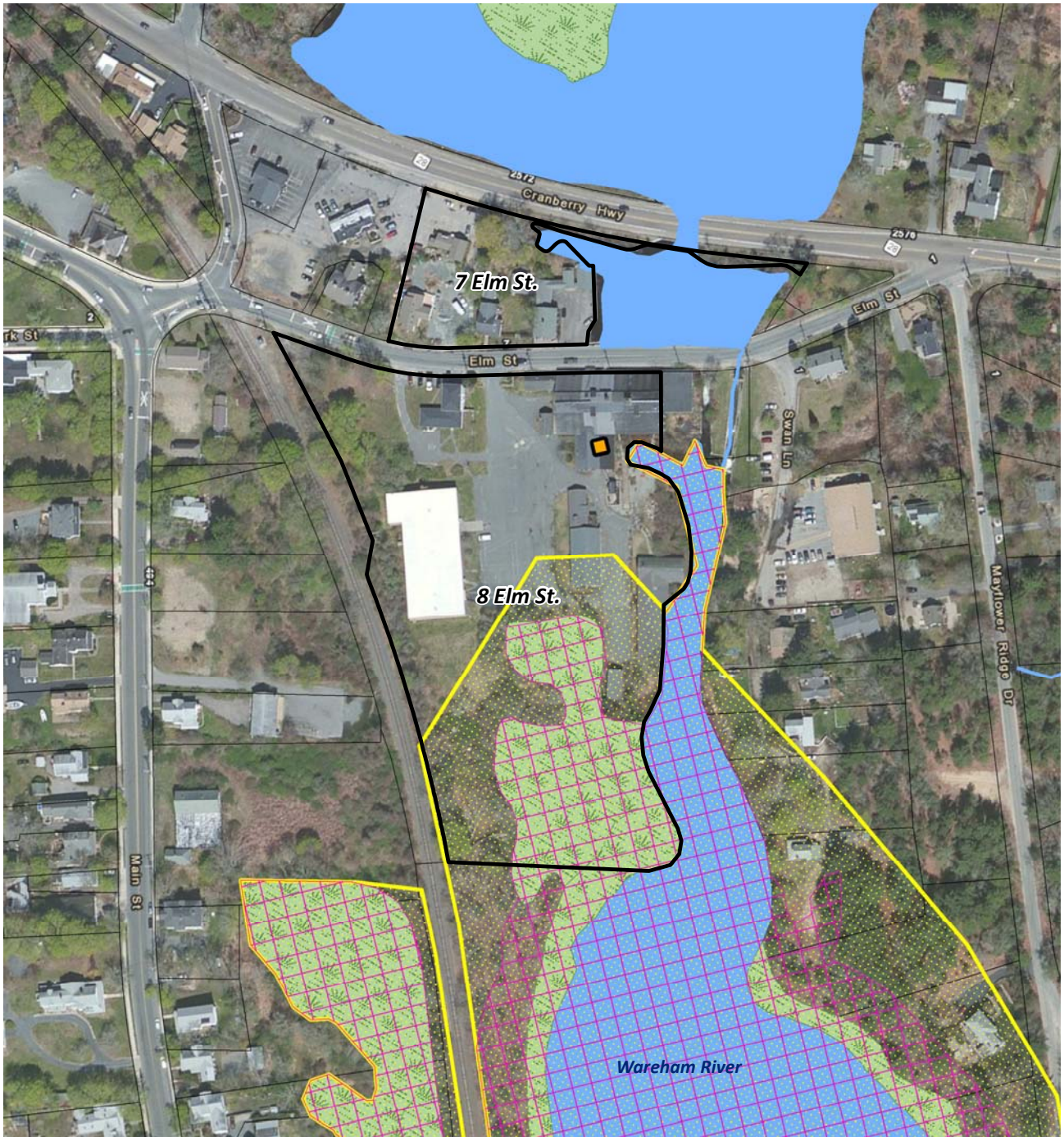
Erosion and Sedimentation Control

Best management practices for erosion and sediment control to protect downgradient will be implemented during and immediately following construction activities. Straw waddles, silt socks, or silt

fence will be installed along the limit of work. These measures will be staked in place and be maintained in good condition until all disturbed soils are stabilized with vegetation. The project has been designed in a manner that will prevent and/or reduce flooding and flood damage by managing stormwater runoff at this site. Street sweeping and construction entrances will be established to limit impacts to Elm Street.

Construction activities will involve site preparation and earthwork necessary for construction of the proposed facility. These activities primarily include the following:

- Erosion control installation
- Clearing and grubbing of existing vegetation within the proposed limits of work
- Excavation, hauling and stockpiling of excavated topsoil and subsoils
- Rough grading of all disturbed areas
- Installation of all underground utilities
- Installation of all above and below grade drainage systems
- Finish grading
- Completion of road grading and hardscape (pavement, concrete) installation
- Installation of landscaping, lighting, and other site elements
- Final site stabilizatioN



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Legend

- Site Parcels
- Parcels
- BioMap2 Core Habitat
- BioMap2 Critical Natural Landscape
- MassDEP Tier Classified Oil and/or Hazardous Material Sites (MGL c. 21E) - Tier II

DEP Wetlands

- Hydrologic Connection
- Wetlands
- Open Water

**Aerial - NAIP 2014, ESRI World Imagery*
GIS Data - MassGIS
Parcels - MassGIS 2016

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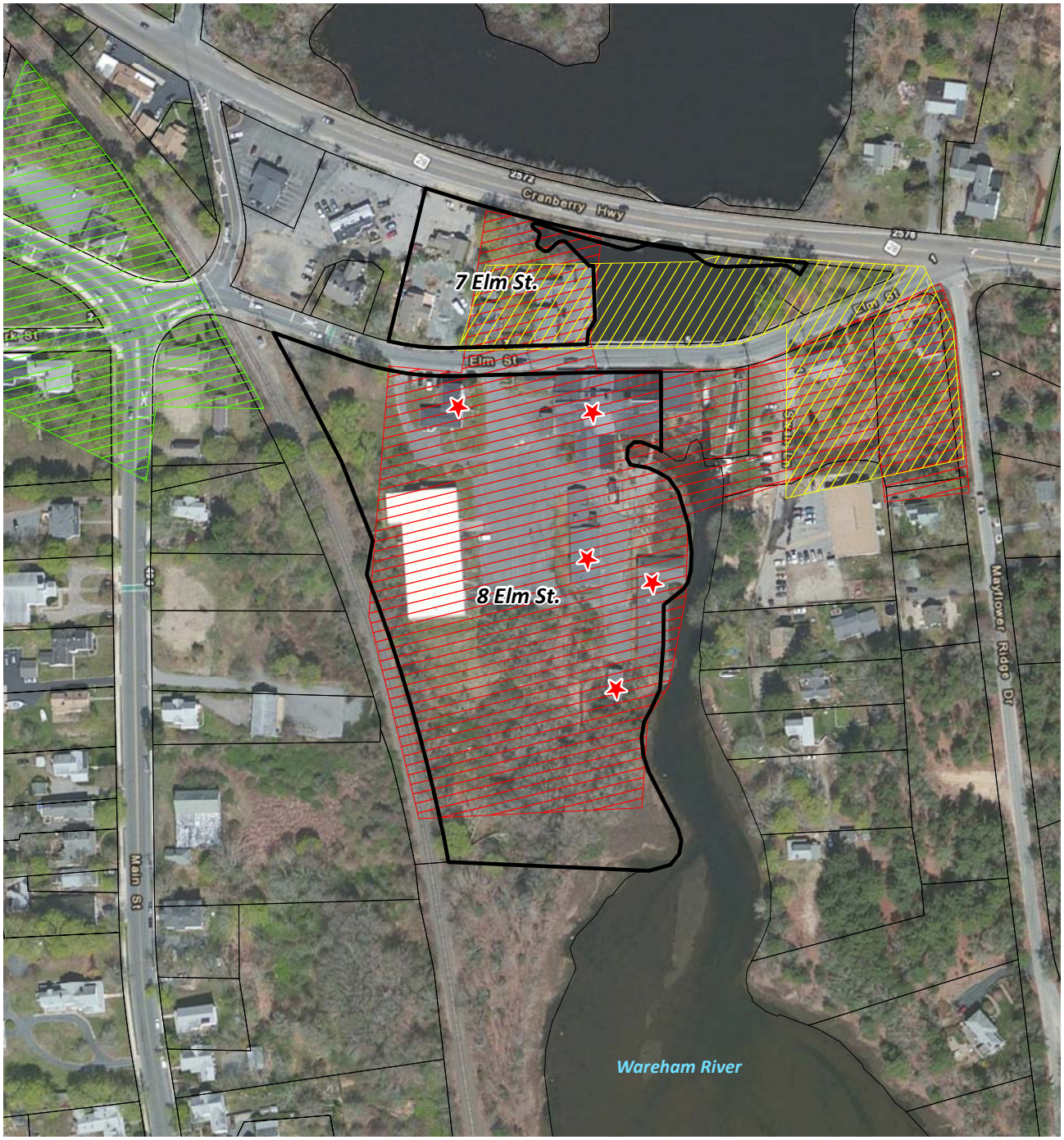
1" = 200 feet

Horsley Witten Group
Sustainable Environmental Solutions
90 Route 6A • Unit 1 • Sandwich, MA 02563
508-833-6600 • horsleywitten.com

Existing Constraints
Former Tremont Nail Company
8 Elm Street
Wareham, MA

Date: 1/26/2017 Figure X



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Legend

**Aerial - NAIP 2014, ESRI World Imagery*
Massachusetts Historical Commission (MHC), MassGIS
Parcels - MassGIS 2016

- Site Parcels
- Parcels
- Nat'l Register of Historic Places (NRHP) - Tremont Nail Factory District
- Local Historic District (LHD) - Center Park Historic District
- Nat'l Register of Historic Places
- NRHP and LHD - Parker Mills Historic District

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Massachusetts Historical Commission (MHC) Inventory
Former Tremont Nail Company
8 Elm Street
Wareham, MA

Date: 1/26/2017 Figure X