Economic Development and Industrial Corporation
Town of Walpole, MA

Site Analysis and Redevelopment Recommendation for the Walpole Superfund Site

November 2013

FUSS & O'NEILL

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Aerial Photograph of Existing Conditions

Introduction

The Subject Site is a former industrial property located on South Street in a residential neighborhood of Walpole, Massachusetts. The Site is now knows as the "Blackburn and Union Privileges" and is included on the EPA's National Priorities List, often referred to as the Superfund list. The Site is being regulated, assessed, and will be remediated under CERCLA - - the Federal Comprehensive Environmental Response, Compensation, and Liability Act.

The Town of Walpole and the Walpole EDIC (Economic Development and Industrial Corporation) retained Fuss & O'Neill to evaluate site conditions, characterize potential development constraints, and develop a site-specific recommended redevelopment plan. We followed an iterative method with direct input from the EDIC and representatives of the Town of Walpole. This report documents the evaluation and analysis performed and presents our recommended approach for redevelopment of the site that is feasible within known constraints on the property including: zoning, wetlands, floodplains, and documented environmental conditions.

Site History

The Blackburn Privilege and The Union Factory Privilege, are two areas that were originally part of 10 distinct water "privileges" established along the Neponset River in the 17th century. Manufacturing and industry were conducted at the property for over 200 years. Snuff, iron, nails, cotton, and wool were produced at the Union Privilege site; a tannery also was located in this area. Power was generated by a dam on the Blackburn Privilege for the production of machinery, cotton, yarn, batting, and lamp wicking. Industrial and commercial processes conducted at the site involved various hazardous substances, including chromium, arsenic, and mercury. Beginning in 1915, Standard Woven Fabric Co. manufactured asbestos brake linings that involved the crushing of raw asbestos, later changing its name to Multibestos. In 1937, the plant was closed and the properties were sold to Kendall Co., which used the site for various cotton and fabric production processes. Operations at the site historically included the discharge of waste water, the settling of wastes in lagoons, and the disposal of chemical and solid wastes generated at the plant. Industrial operations at the facility diminished through the 1980's. The majority of the facility buildings have been inactive and vacant since the late 1980's. Currently, limited commercial operations occur on the East Side of the facility under the business name COSMEC. Further details of environmental assessment and cleanup approach are presented below.

Status of Property

The Site was listed on the National Priority List on May 31, 1994, with EPA ID# MAD982191363. The Record of Decision was signed on September 30, 2008. In December 2010 the US District Court for the District of Massachusetts entered the Consent Decree between the United States (EPA and the US Department of Justice) and four responsible parties for the performance of the cleanup work described in the ROD, as well as the payment of past and future EPA oversight costs.

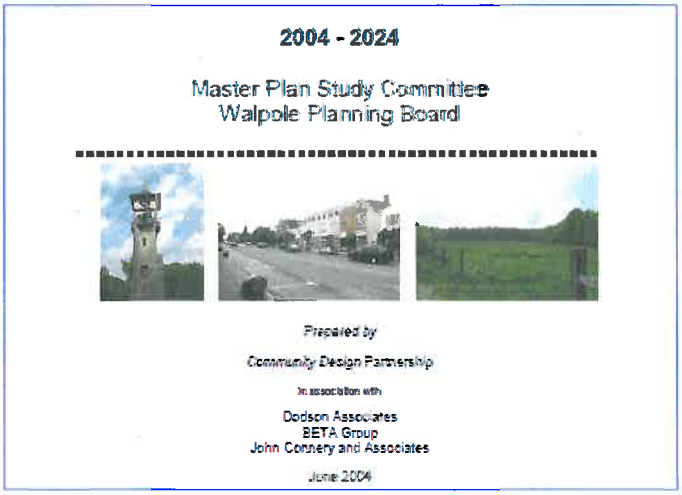
Numerous environmental assessments have been conducted at the Site and have documented the following threats and contaminants. On-site soils, sediments, and groundwater are contaminated with inorganic chemicals, including asbestos, lead, arsenic, and nickel, volatile organic compounds (VOCs), and semi-volatile organic compounds (SVOCs). The compounds of concern documented at the site are reported at levels that are greater than EPA and MassDEP regulatory criteria and without remediation pose risks to human health and the environment. Contamination at the site is being addressed in two stages: immediate actions and a long-term remedial phase focusing on cleanup of the entire site.

The EPA-approved cleanup plan includes the following:

- Groundwater will be collected, treated and discharged on-site
- Groundwater use on-site will be restricted
- Groundwater will be monitored to ensure contamination is not moving off-site
- Contaminated soil from east of South Street will be excavated and disposed of off-site
- Material from the Settling Basin No. 2 Containment Cell (behind the abandoned mill building west of South Street) will be evaluated to determine if it contains hazardous waste
- The remainder of the existing Area of Containment (located west of South Street) including the Neponset River culvert and the soil and asphalt cover, will be remain in place
- Long-term maintenance of the culvert and cover will be required as part of the cleanup
- Land use and access restrictions throughout the site will be established
- Contaminated soil and sediment from the Neponset River, Former Mill Tailrace and Lewis Pond will be removed for off-site disposal

The responsible parties conducting the assessment and clean-up activities have prepared remediation design documents for review and regulatory approval. A document titled "Draft 100% Remedial Design Report – Soil" was submitted by the consultant for the responsible parties dated September 20, 2013. In February 2013, "30% Remedial Design Reports" were submitted for the following environmental media: Sediment and Floodplain Soil; Groundwater and Surface Water. Copies of the remedial design reports and other regulatory submittals are available for review at both the Office of the Walpole Board of Health, and the information repository at the Walpole Public Library.

The EPA maintains a Site Fact Sheet at the following URL: http://yosemite.epa.gov/r1/npl_pad.nsf/701b6886f189ceae85256bd20014e93d/a5eed40083872bd48525690d0044967d!OpenDocument



Site Inspection

Fuss & O'Neill staff have visited the site on multiple occasions to evaluate existing conditions and to develop an understanding of the social impact of the Superfund site on the neighborhood and vicinity. Site inspections were limited by access restrictions implemented by the current property owner. The following Fuss & O'Neill staff have visited the site and conducted limited inspections of the facility.

- David Foss, CPG, LSP
- Chris Ferrero, RLA, AICP, CNUa
- Sarah Lewis, AIA, LEED AP, CNUa

The inspection of the facility to the west of South Street included viewing the Area of Containment from outside the perimeter fence as well as an escorted walk along the east, north and west sides of the abandoned building. Fuss & O'Neill was accompanied by Mr. Ashley Bigelow, representative of the property owner, as well as representatives of the Town and EDIC during the portion of the site inspection inside the west side fence line. The site walk did not include the Area of Containment. At the time of the inspection of the west side, the area was secure with an 8-foot high chain link fence topped with barbed wire. No trespassing signs were observed. The west side building is abandoned, boarded up, and based on the overgrowth of vegetation the building appears to be in disrepair.

The inspection included the majority of the property to the east of South Street, with the significant exception of the building interiors. We were not allowed access to the interior of any of the five buildings. We walked the perimeter of the east side, along the top of the embankment near the Neponset River (east of South Street), along the eastern property line viewing the railbed, and around the east side building perimeters. According to Mr. Bigelow, COSMEC is the one business present at the site with approximately three to five full time employees. COSMEC is a Massachusetts company with a primary place of business in Attleboro, Massachusetts.

Our site visit included walking inspections of the surrounding neighborhood along South Street, Gleason Court, Common Street, Clark Avenue, and Cascade Terrace. It was apparent that the industrial nature of the abandoned facility was not congruent with current residential use of the neighborhood and site vicinity. South Street, to the north and south of the site is primarily residential. Clark Street, Gleason Court and Lamplighter Lane are dense residential. The area is within walking distance of the Town Center, Public Library, and High School. With its abandoned buildings and barbed wire topped fence, the Superfund property is an obsolete relic of a previous era. The west side of the facility is blighted and abandoned. The east side, although not completely vacant, appears to be under-utilized. Overall the facility detracts from the residential nature and sense of neighborhood

Background Research

Current planning, zoning, ordinances, and applicable information regarding available utilities and infrastructure were reviewed along with prior plans, studies, codes and reports provided by the town. These included the Walpole Master Plan and EO-418 Community Development Plan 2004-2024 including the Five Year Update Appendix A-2009, Municipal Facilities Master Planning Study dated June 21, 2013 prepared by the Maguire Group, and the 2011 Open Space and Recreation Plan all of which contained critical information relative to this study. We also reviewed the files of the Walpole Health Department including pertinent sections of the Record of Decision, the regulatory submittals referenced in the Status of Property section, above. Our understanding of the environmental limitations and constraints was based on our review of the design documents prepared by the consultant for the responsible parties as well as participation in meetings with the Town, EDIC, representatives of the responsible parties and regulators from the USEPA and MassDEP.

Stakeholder input was gathered to evaluate the objectives and priorities of the Town of Walpole, Walpole Economic Development and Industrial Corporation (EDIC), Town Administrator, Police Chief, Community and Economic Development Director, and the Council on Aging Director. The EDIC met a number of times to discuss this report and correspondence amongst the interested parties was frequent throughout the process.

Our research and evaluation of site conditions included participation in meetings with the Town, EDIC and stakeholders on the following dates:

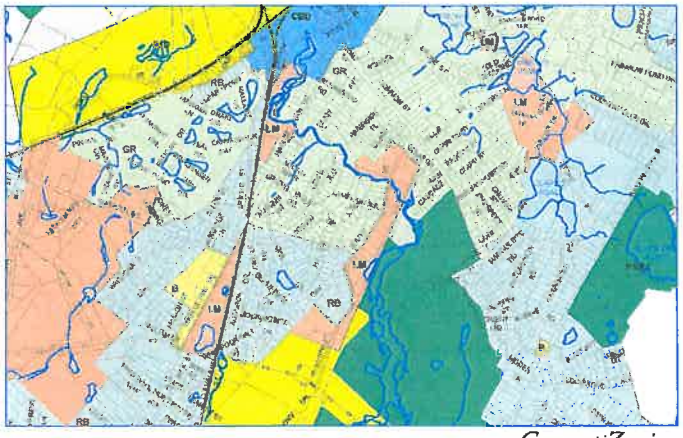
- August 1, 2013 – Site Visit with Town & EDIC
- September 5, 2013 - EDIC
- September 11, 2013 – Town, EPA & MassDEP Regulators, and Responsible Parties
- October 15, 2013 - EDIC
- October 25, 2013 – Conference call with Town & Responsible Parties
- October 29, 2013 - EDIC
- November 19, 2013 - EDIC

Constraints

Based on our review of available background information, constraints and limitations, including setback requirements associated with abutting rights-of-way and wetland areas were documented. At the direction of the EDIC, consistent with the Record of Decision, and the Wetlands Protection Act, the proposed redevelopment plan was focused on the historically developed area to the north of the area of containment on the west side, and the historically developed area north of the Neponset River on the east side of the site.

The site is zoned LM - Limited Manufacturing which requires a minimum 40,000 gross square feet (gsf) lot size, 35% maximum coverage by structures (70% maximum total impervious surface), with a minimum 200 feet of frontage. As the site is divided into two separate parcels by South Street, this study examined only the contaminated parcels north of the river where the eastern property is approximately 185,662 gsf and the western portion is approximately 132,490 gsf.

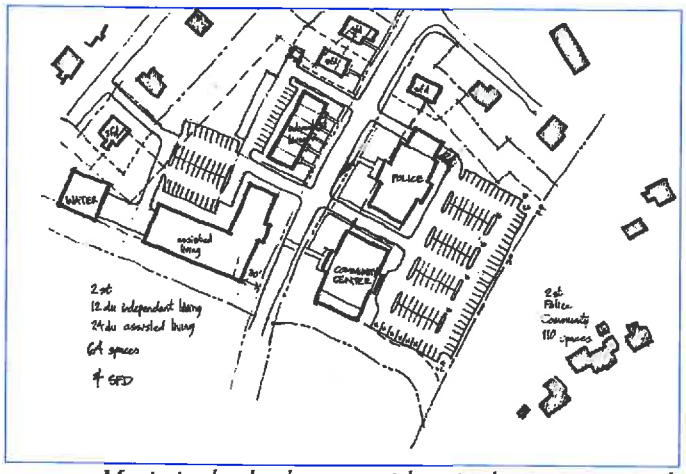
The required setbacks are large for this zoning category with a required front yard of 50 feet which can include driveways, but cannot include parking spaces. The required side yards are 40 feet and the rear yard is generally 25 feet. However, the rear buffers on the South Street site have additional requirements based on the adjacent properties – a 50 foot rear buffer is required on the west side as it abuts residential uses and no setback is required on the east side where the property abuts the railroad right-of-way. Development in an LM-zoned area requires plantings in the buffer areas where no existing planting is present. This requirement is expected to affect the "rear" buffer area on the west side between the facility and the Clark Street abutting properties.



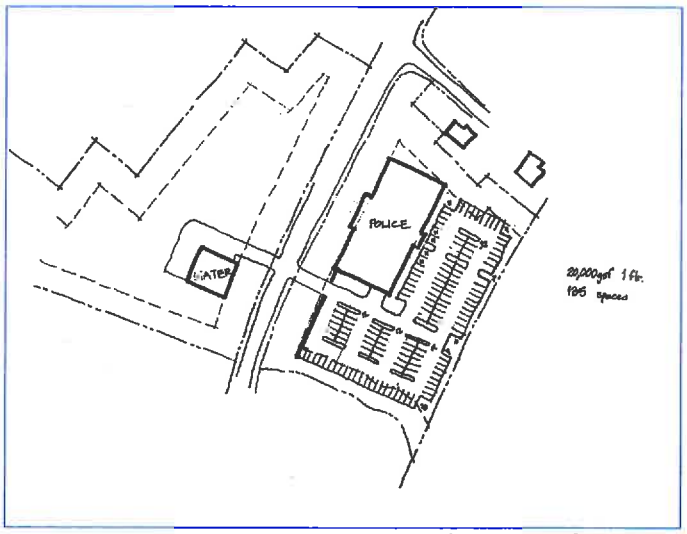
Current Zoning

Early Drafts

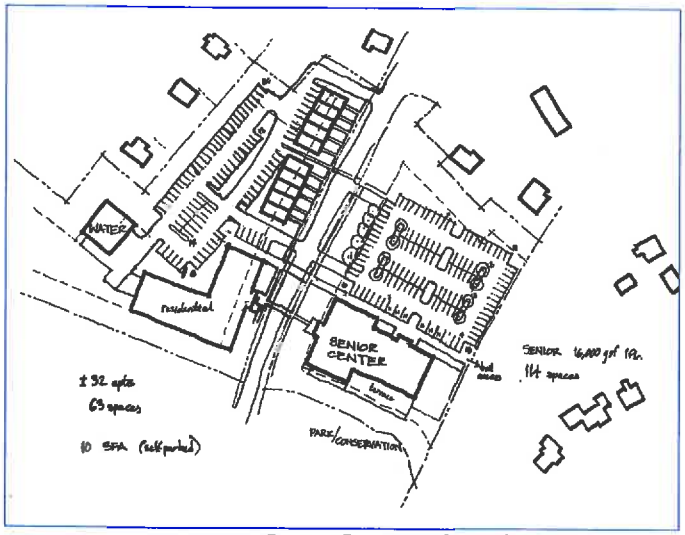
Our process started by looking at the entire property in a "perfect world" scenario. This included assumptions of flexible zoning and no contamination in order to test the development size and yield of the property to start a conversation about possibilities. While both sides of the site cannot realistically be cleaned up enough to be fully occupiable consistent with this "clean slate", there is value in the exercise of thinking holistically. A review of the following sketches was used to facilitate the discussion of redevelopment alternatives with the EDIC.



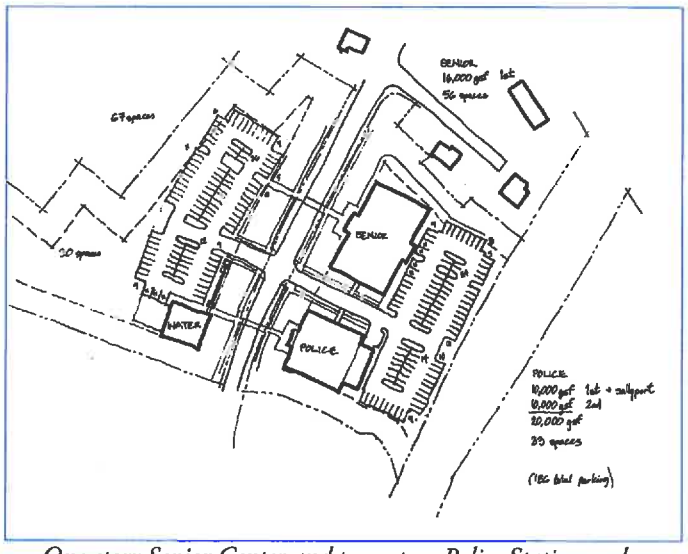
Maximized redevelopment with senior housing on westside (note: westside development not possible)



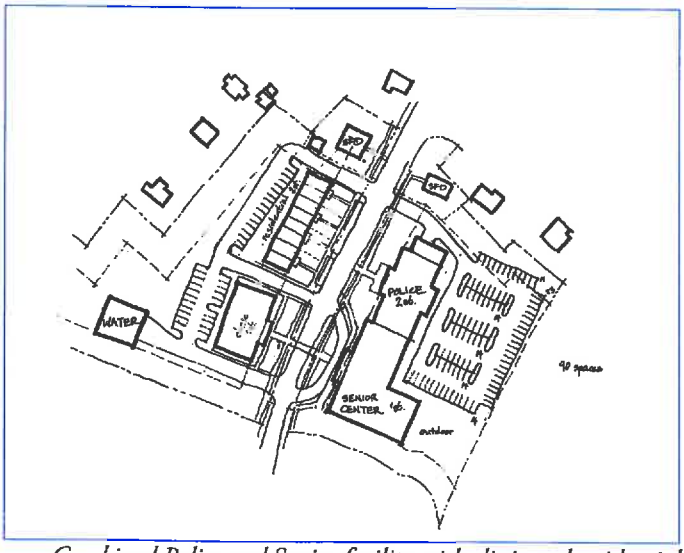
One-story Police Station



Senior Center with residential on westside (note: westside development not possible)



One-story Senior Center and two -story Police Station and more than required parking on westside shown



Combined Police and Senior facility with clinic and residential (note: westside development not possible)

First Submission

The first submission to the EDIC consisted of four scenarios. The requirements for these studies were based on information provided by the EDIC and information gathered during the research and analysis phase.

The Police Station is a total of 20,000 gross square feet and can be one- or two-stories in height. There is need for a secure access in the form of a "sallyport". Cruisers drive into the sallyport which is then locked prior to the officer taking the suspect in to the building for processing. A facility of this size is anticipated to require approximately 54 parking spaces for police cruisers, staff, and visitors.

The Senior Center building is a total of 16,000 gross square feet and uses a one-story layout for optimum accessibility. The main entrance includes a vehicle drop-off area and the estimated parking need is approximately 100 spaces.

Scenario One (below) shows just a Police Station on the east-side of South Street. The assumptions for this scheme show a one-story police station with a footprint of 20,000 gross square feet. The parking shown is 111 spaces with separated spaces for the cruisers and other official vehicles. Provision is also made for vehicular access to the secure sallyport.

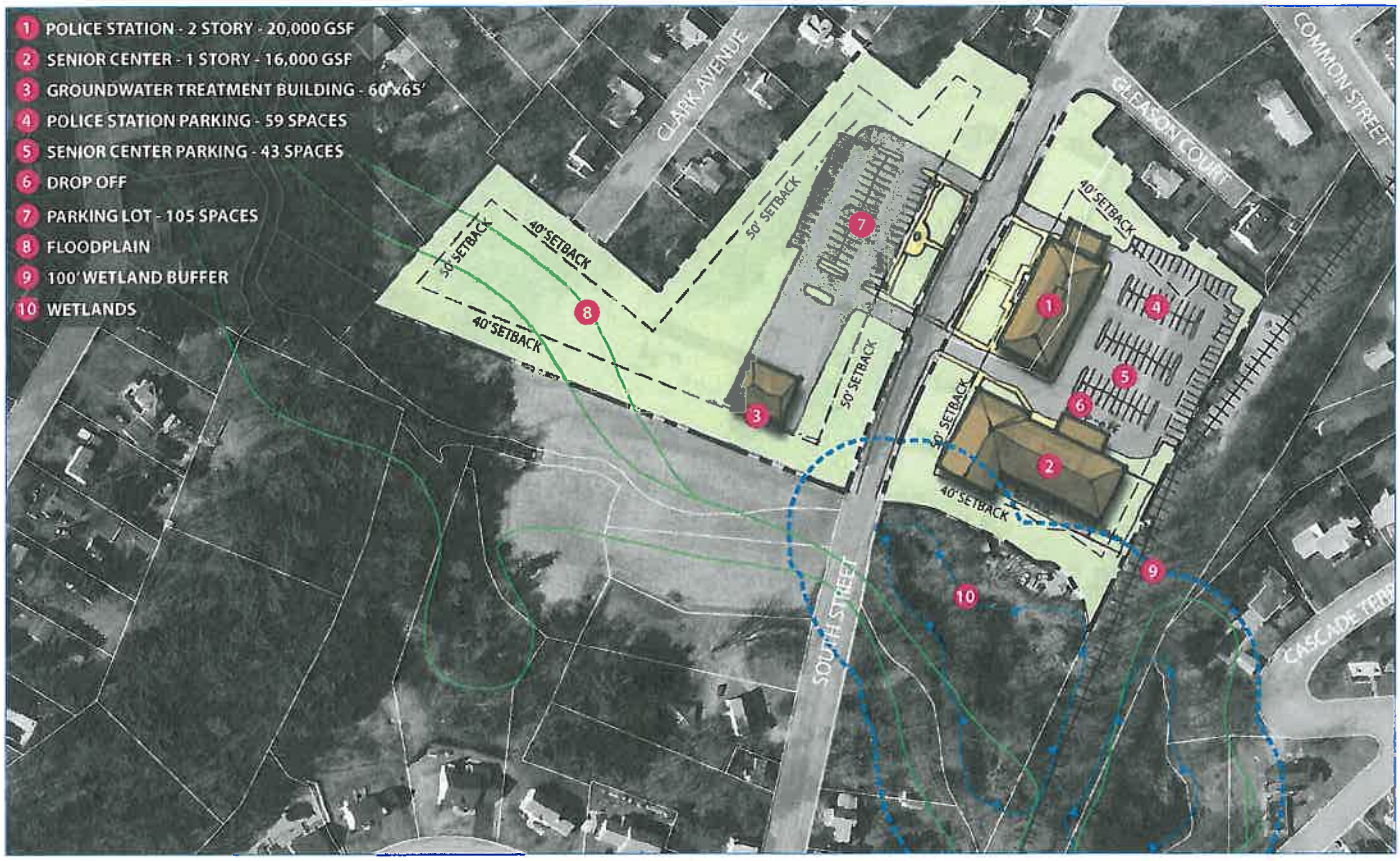
This scenario does not take advantage of the full potential of the site and its important location as a neighborhood center. Given the site's convenient proximity to downtown and established neighborhoods, the EDIC determined the site should have a wider community benefit than a single facility.

Scenario One: Police Station Only (submittal dated October 15, 2013)

Scenario Two: Senior Center Only (submittal dated October 15, 2013)

Scenario Two (above) shows only a Senior Center on the east-side of South Street - a one-story building with a footprint of 16,000 gross square feet. The parking shown is an ample 140 spaces. This scenario also depicted a possible location for the Groundwater Treatment Facility on the west side, based on the assumption that the existing west side building would remain.

Similar to Scenario One, this scenario does not take advantage of the full potential of the site and its important location as a neighborhood center. While the Senior Center would be more broadly utilized and a more community focused use, the site would still be under-utilized relative to its full potential. During the course of the evaluation of redevelopment alternatives, it was discussed and assumed that redevelopment planning would include the demolition of the west side building.



Scenario Three: Separate Police Station and Senior Center (submittal dated October 15, 2013)

Scenario Three (above) shows both a Police Station and a Senior Center on the east-side of the property in separate buildings. Co-locating these two important community functions was favored by the EDIC. This approach maximizes the utilization of the site. This option takes advantage of the river and natural resource as an amenity for the Senior Center and provides good vehicular circulation. A limitation in this alternative is that the parking on the east side of South Street is only 95 spaces - barely enough for the senior center alone. To support this alternative for re-use of the east side, it is critical that the building on the west side of the property be removed and site work performed to support the required parking for both facilities. As is detailed in subsequent sections, Scenario Three became the foundation for the Recommended Scheme for Redevelopment.

Scenario Four: Combined Police Station and Senior Center (submittal dated October 15, 2013)

Scenario Four (above) shows a single combined building. The program sizes are the same with the Police Station being two-stories while the Senior Center is one-story. With such a contiguous building footprint, site circulation is less than optimal with only one driveway entrance/exit. There may also be programmatic difficulties with the actual building design or construction because of the different facility requirements (i.e. security versus accessibility) for the Council on Aging and the Police Department. Another flaw in the combined building approach is that it assumes construction as a single project. Given the scope and scale of both a new Police Station and a new Senior Center, funding for the two projects may be phased and it cannot be assumed that the construction would be completed concurrently.

Recommended Scheme for Redevelopment

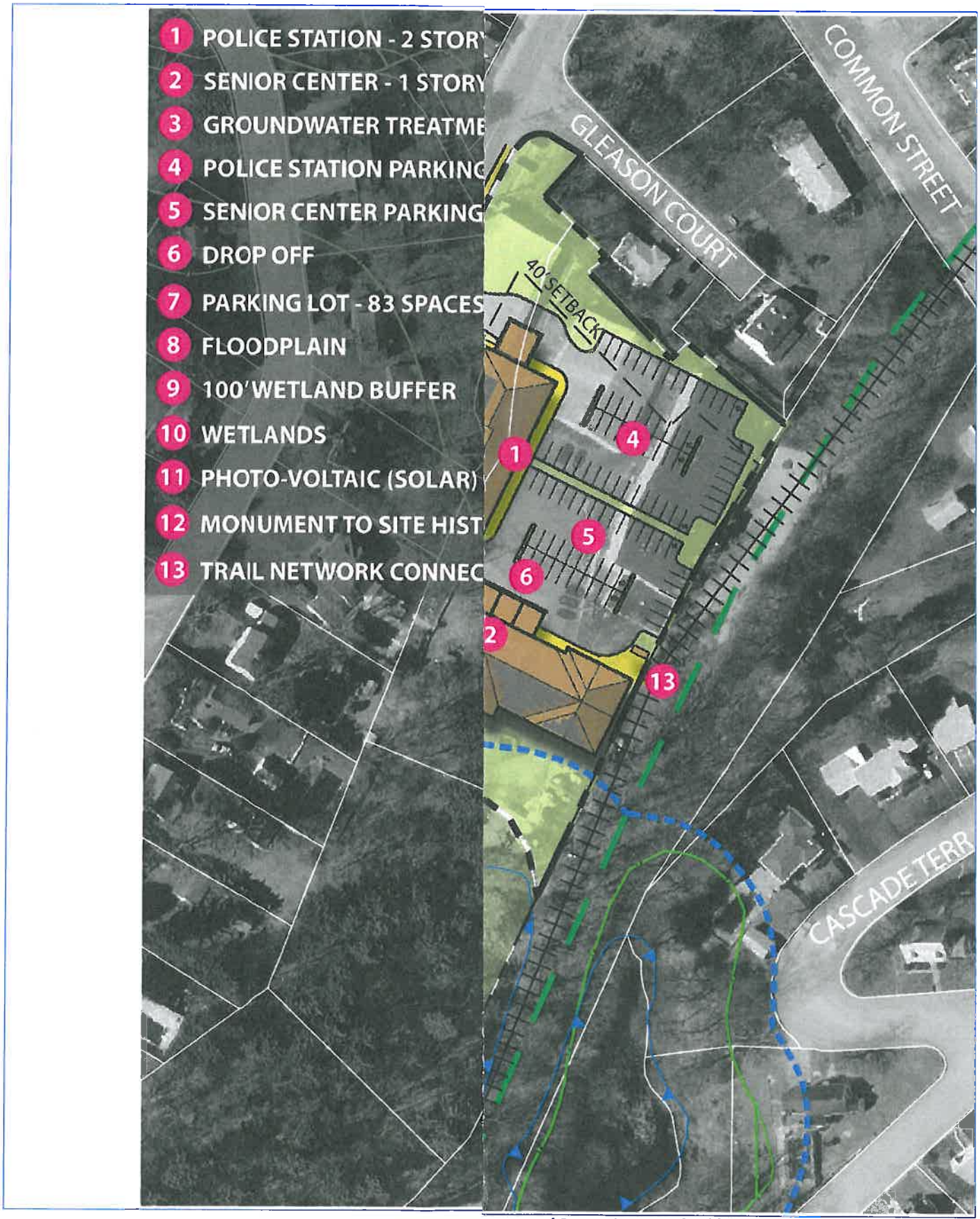
The positive and negative aspects of each of the scenarios were discussed by the EDIC with input from numerous stakeholders involved in the property and the proposed facilities. It was determined that, with a few adjustments, Scenario Three was modified to best fit the needs of the Town and become the Recommended Scheme for Redevelopment (submitted October 29, 2013).

The Recommended Scheme for Redevelopment (facing page) retains the two individual buildings for the Senior Center and Police Station, and creates separate parking areas to the east of the Police Station, recognizing the need for increased security for the police station vehicles. The west side of the property has the Groundwater Treatment Facility located close to the river and floodplain with the remainder of the parcel used for parking and buffer to the adjacent residential properties. The depicted location of the Groundwater Treatment facility building and ancillary truck access was vetted by the responsible parties and the design of the vehicle turn-around was based on a draft design provided by the consultant for the responsible parties.

The Recommended Scheme for Redevelopment includes the sustainable site design features described below, as well as the linkages to Walpole Town Center and the existing trail network. There are a few additional design ideas that should be mentioned and may be incorporated in a more detailed architectural design. As the senior center is sited to overlook the Neponset River, a deck could possibly be extended to the south of the building, over the wetland buffer for usable outdoor space. With careful design, there could be areas of at-grade patio space, along with the deck, and possible gardening opportunities as part of the center's programs. The area at the northeast corner of the Senior Center building would be ideal for trail access, including possible educational signage. Given the nature of the site and location, we envision the educational opportunities to include both site history and natural resource preservation /conservation.

The Recommended Scheme for Redevelopment includes an area on the west side of south street for the placement of a monument or historical marker. Based on input from the EDIC and stakeholders including neighborhood residents, it would be appropriate for the monument to include educational signage and graphics that document the long-term role of the site in the community, and may include a memorial dedicated to those who have been affected by the uses of this property over the centuries. As shown, we recommend that this monument be located directly across South Street from the police station, however, if the ultimate design of the monument requires more space, it could be sited on the northern portion of the west side parcel.

Historical monument and educational feature explaining the former use and context of the site.



tation and Senior Center with additional police parking on the west side

tionally left blank.

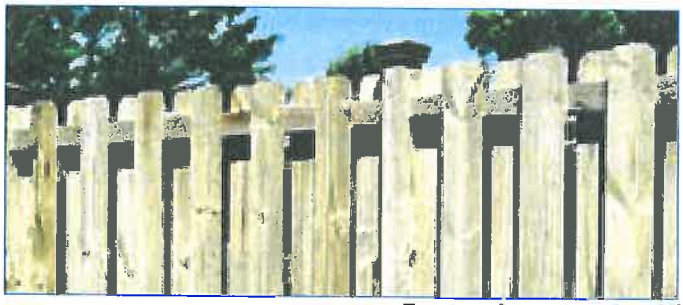
Groundwater Treatment

Fuss & O'Neill has depicted the recommended location of the proposed groundwater treatment facility building on the final layout of Recommended Scheme for Redevelopment. The size and scale of the treatment building is based on information provided by the EDIC, as well as information provided by the Superfund responsible parties and their environmental consultant. The location of the treatment building was selected to address the following criteria:

- Proximity to the groundwater plume requiring treatment
- Location within the historic building footprint / and outside the Area of Containment
- Reasonable vehicular and utility access to South Street
- Minimize "disruption" of the balance of usable land area on the west side of South Street- - to support municipal parking and green space
- Maximize distance from the neighboring residence on Clark Avenue

Portions of the site, including the Groundwater Treatment facility, will need to be isolated from the areas of passive recreation, and secure from public access. It is acknowledged that fencing will be required. It is also understood that given the nature of the Superfund site, the fencing and access restrictions will be a permanent feature of the property. We recommend that, to the extent feasible, the fences be of a material and detail that is appropriate to the surrounding residential area, rather than strictly utilitarian in design.

Fencing alternative in metal



Fencing alternative in wood

Privacy fence appropriate to the surrounding residential properties

Order of Magnitude Opinions of Cost

Fuss & O'Neill has developed estimated budgets and Opinions of Cost for the programmatic features presented in this report and depicted on the Final Plan. The detailed spreadsheets are presented in a Technical Memorandum dated November 26, 2013, issued as a separate deliverable concurrent with the publication of this report. Our objective in developing these costs was to provide the EDIC and Town budget estimates that may be used to support of redevelopment planning. The opinions of cost allow for the evaluation of financial cost that may be balanced by non-financial benefits that would result from the redevelopment of the Superfund site. In addition to the concrete benefit of a new Police Station and a new Council on Aging facility, other benefits of redevelopment include:

- Removal of the blighted and abandoned mill complex from the residential neighborhood
- Elimination of the public safety risk posed by the abandoned buildings
- Final resolution of the tax burden placed on the town by property owner due to tax delinquency
- Creation of public spaces – open green space around the west side parking area, and public access to the eastern side of the property
- Improved access to the improved Neponset River natural resource area
- Enhancement of pedestrian connectivity of the South Street neighborhood

The budget estimates presented in the Opinions of Cost technical memorandum may be used by the EDIC and Town for budgeting and planning purposes. We intended that the level of detail provided would be useful to facilitate positioning the Town for future grant or funding applications.

As an engineering opinion of cost, the budget estimate should be considered a range for planning purposes. We recommend a range based on the estimated budget with factors of -30% and +50%. Thus the budget estimates for the recommended redevelopment program are as follows.

Budget Ranges

Program	Opinion of Cost	Range
West Side	$2,780,000	1.9 to 4.2 Million dollars
East Side	$15,060,000	10.6 to 22.6 Million dollars

New Construction*
Police Station: 6 to 9 Million dollars
Senior Center: 3 to 4.5 Million dollars

*New Construction, assumes earthwork and sub-slab components are in place. Cost estimate assumes construction of foundation and building. Neither the New Construction break-out (above), nor the Opinion of Cost spreadsheets includes program-specific facilities, furnishings or equipment (FF&E). The Opinions of Cost spreadsheets include earthwork, site restoration, and paved parking facilities. These "site work" components are excluded from the "New Building Construction" break-out values (above).

Line item details, assumptions, and unit costs presented in Technical Memorandum.

Our conceptual level cost estimates provide a basis for future budget allocations and may be used by the EDIC and Town to determine financial feasibility of the recommended redevelopment program. The estimates include contingency in order to take into consideration future uncertainties in the construction market such as inflation, materials, labor costs, and other items that cannot be well defined at this level of design.

Sustainable Design Features

Based on our analysis, it is the preference of the Town and the EDIC to maximize the sustainable design features in the proposed construction project(s). As new construction there is an opportunity for the Town to incorporate "green" building features. A substantial benefit inherent in the project is the re-use and redevelopment of a tainted property, however, additional elements can be incorporated into the design to make the buildings even more sustainable. We recommend the facility design include solar photo-voltaic panels to reduce power costs, rainwater harvesting for landscape maintenance, and use of materials produced locally. The detailed design of these features will be performed by the architects developing plans for both the Police Station and Senior Center.

Even small design decisions can make a difference in reducing maintenance costs. We recommend planting native species and low water-use landscape, such as groundcover instead of grass lawn where that supports the end use of each facility. To the south of the Senior Center building, there is an opportunity to extend the habitat of native species and recreate the viewscape of the historic water way. This approach is protective of the environment, minimizes the long-term maintenance costs, and will have a measurable financial benefit to the Town. As presented above, assessments performed have documented that portions of the site will be redeveloped over engineered barriers and contaminated soil. As such, design of storm water management and infiltration structures will require a review of environmental conditions. Historic contamination does not preclude the use of rain gardens or engineered swales to manage storm water to maximize infiltration and place minimal additional burden on the Town's existing infrastructure. Based on the design depicted in the Recommended Redevelopment Scheme (below), the overall pervious area of the property will increase from 22% to 40%. The reduction of impervious area, and the management of storm water infiltration to avoid areas of potential contaminant migration will provide a long-term benefit to the neighborhood and the Neponset River.

In addition to the long-term environmental benefit of these sustainable design features, there is a short-term benefit as well. It is an objective of the Town and EDIC to enter into a Covenant Not To Sue with the Commonwealth of Massachusetts (MassDEP and office of the Attorney General). The planned use of sustainable design practices is evidence of the Town's intent to maximize the environmental and public health benefits of the redevelopment project. It is our understanding that this approach is deemed favorable by the State regulatory authorities with whom a Covenant Not To Sue will be negotiated.

Solar panels as roofing or maybe added at a later time

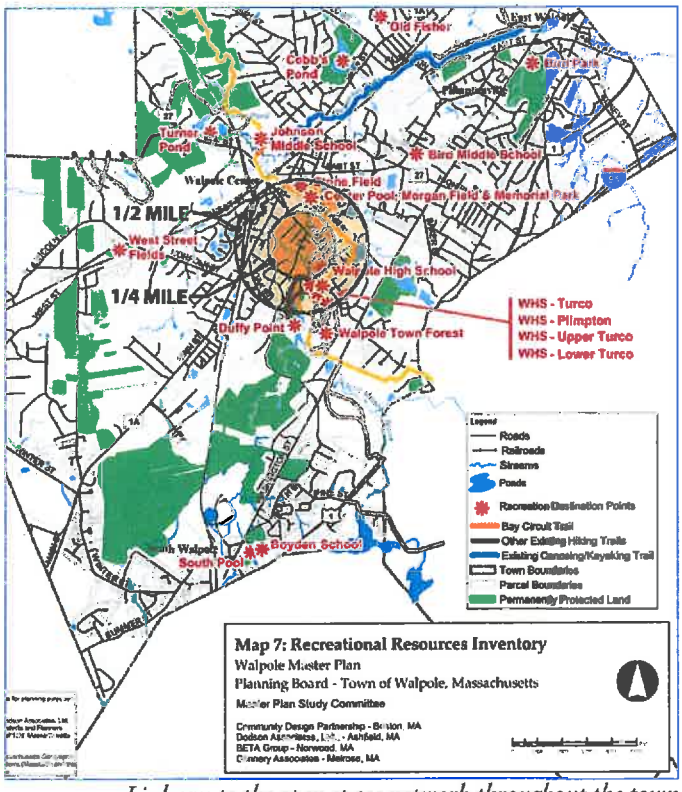
Rainwater harvesting as a possible design feature

Groundcover instead of lawn and other low-maintenance landscape

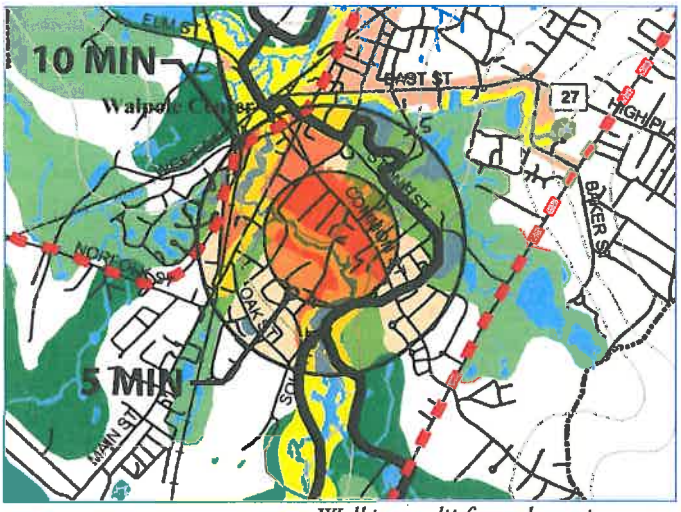
Linkages

The site is within 1/2 mile, an average 10 minute walk, of downtown Walpole and its shops and restaurants. While this proximity will help the police force in their response times, it is more significant for the senior center. As there are sidewalks and crossing points for pedestrians between South Street, Common Street, and Main Street; the downtown can be an active feature in the center's programming. Site redevelopment will create an extension of the Town Center from the Town Common to South Street.

To the east of the east side of the property is an unused railroad easement that has the potential to become a rail trail. The location of the Senior Center and its public parking areas will make the location a starting point for users of the Town trail network, or it may be a well-timed rest stop for walkers and cyclists using the greenway system, parks, and pond amenities. Given the distances and minimal elevation changes, we believe the trail network will support easy nature walks from the site to Memorial Park and Diamond Pond to the north, along the Neponset River and to the Town Forrest to the south, as well as a connection to the active recreation facilities at the High School.



Linkages to the open space network throughout the town



Walking radii from the senior center

More natural areas through woods

More formal areas with furniture and pocket parks

Summary

For hundreds of years, the Site has played an important part in the history of the Town of Walpole. For a generation however, the site has been under-utilized, blighted, and a negative draw on the neighborhood and the Town's resources. We are at a point, where there is a clear opportunity for changing the balance and tipping the scales so that the site is a valuable municipal asset. The site is easily accessible to the Town Center, the High School, the Public Library, and the municipal trail network. Redevelopment of the Site will enhance the connection between the South Street neighborhood and the rest of Walpole. Implementing the redevelopment of the site, in a manner consistent with the Recommended Scheme for Redevelopment will address municipal needs for public facilities and will put to rest the long-term issue of a permanent cap over the USEPA-regulated Superfund site.

Our research and analysis has incorporated the input and feedback of numerous stakeholders, including the parties referenced in the Credits. The outcome of this process is the Recommended Scheme for Redevelopment. It has to be highlighted that there is consensus support for this approach among the Town, EDIC, municipal staff and vocal neighborhood residents. For many years neighborhood residents and Town representatives have voiced their concerns related to the site. One of the most important outcomes of the analysis we performed, is the confirmation of a consensus approach and agreement on the benefit for redevelopment of the site. This document takes into account the stakeholder's concerns, but also gives voice to future plan and objectives of the Town, EDIC, and neighborhood residents.

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