

Harvard + (?) Devens

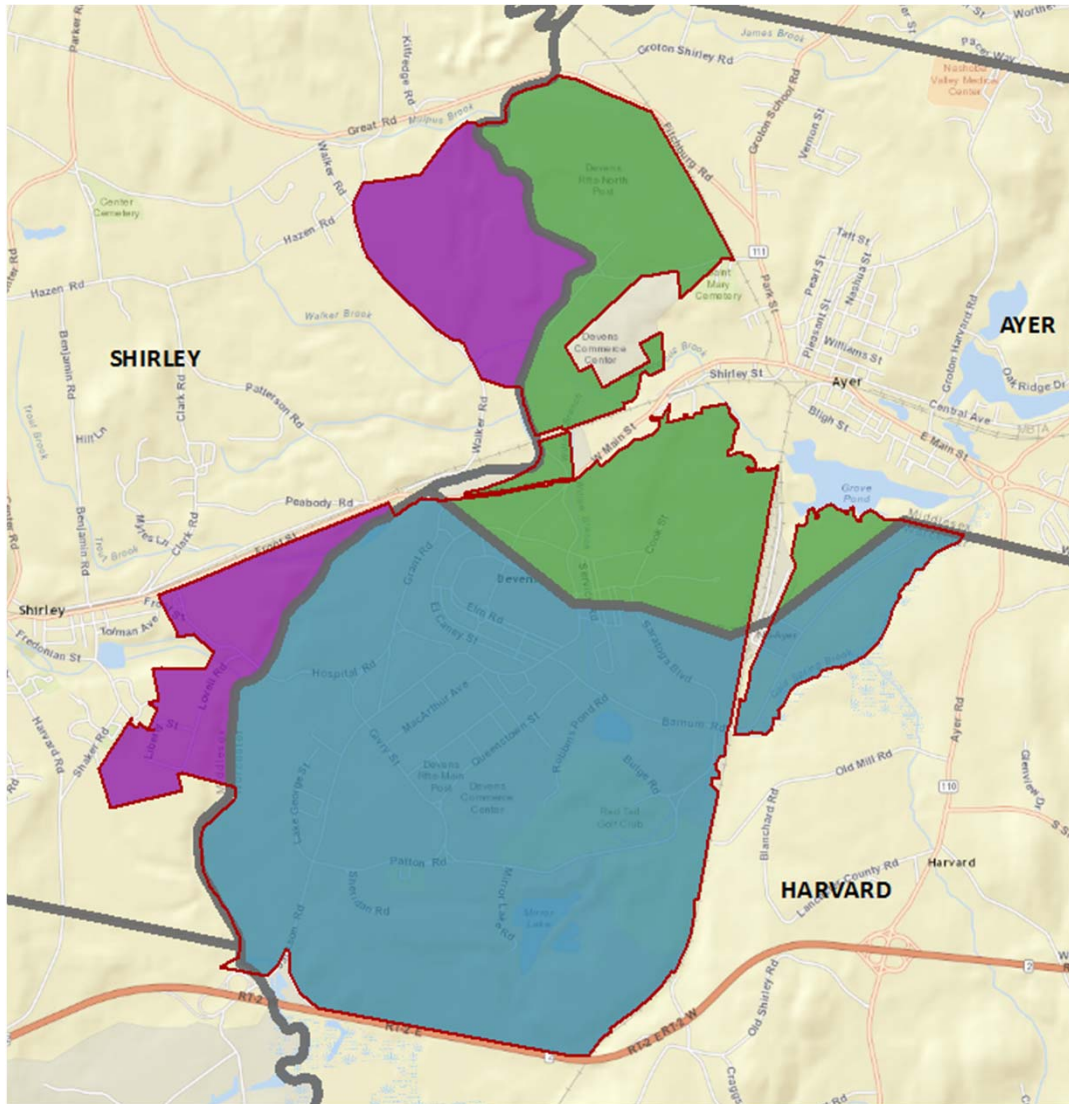
Devens-Related Recommendations for
the Town of Harvard's Phase II Master Plan

Harvard + (?) Devens

I. Brief Historical Overview

II. Devens Effect on Master Plan Elements

III. Economic Considerations



Devens: 4,420 acres

2,670 Harvard

1,059 Ayer

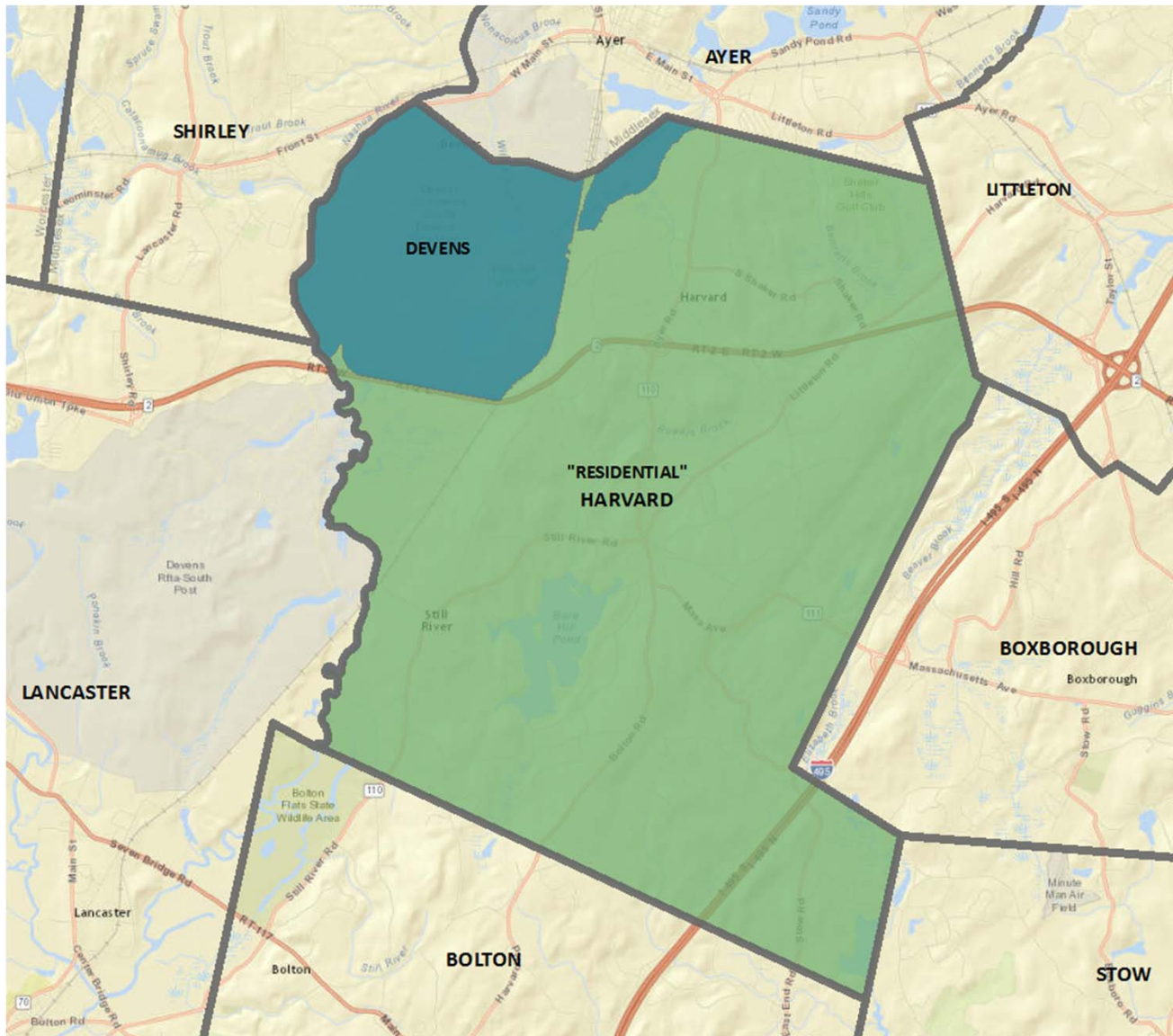
691 Shirley

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Why are we here?

- The Town of Harvard is revising its Master Plan.
- Harvard's Master Plan Elements should discuss and consider the future of Devens. This has *partially* been done in previous versions of the Master Plan.
- There are several issues that must be balanced. All are important and need consideration for sound planning.

Why are we here?

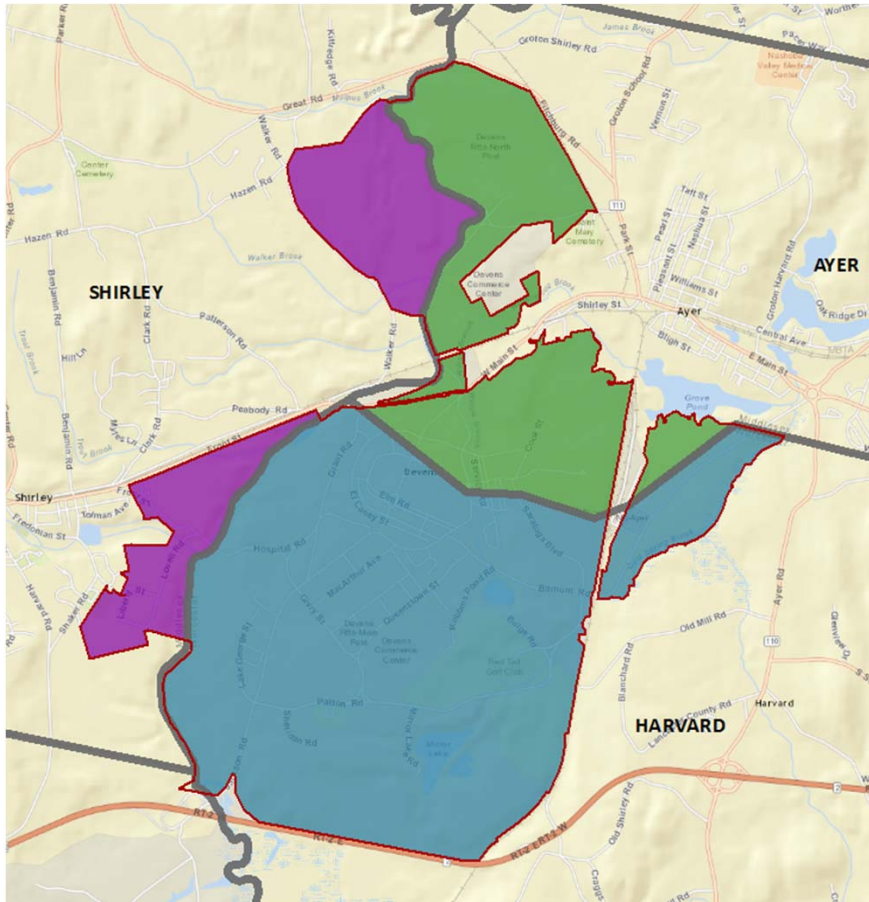
- Harvard will also be part of deciding Devens' future ("Disposition") between now and 2033.
- Harvard's Master Plan can try to anticipate, or assess, the potential impacts of resuming jurisdiction.
- Information within the Master Plan can be useful for forming an opinion on Devens Disposition.
- Today's discussion is intended to provide information about the potential effects on Harvard of resuming jurisdiction.

Why we are NOT here:

- We are **not** here to finalize Harvard's Master Plan.
 - Today's discussion is meant to be a part of the process.
- We are **not** here to take a vote on Disposition.
 - Disposition will be decided separately in the future by the three towns.
- We are **not** here to only talk about economic information.
 - Economics are important. Other aspects are too.
- We are **not** here for detailed, “in-the-weeds” discussions.
 - Please be respectful of time.

I. Brief Historical Overview

Phases of Devens History



- | | |
|------------------------------|--------------|
| I. Pre-Devens | 1700s-1917 |
| II. Active Military | 1917-1991 |
| III. Closure and Chapter 498 | 1991-1994 |
| IV. Redevelopment | 1994-present |
| V. Disposition | by 2033 |

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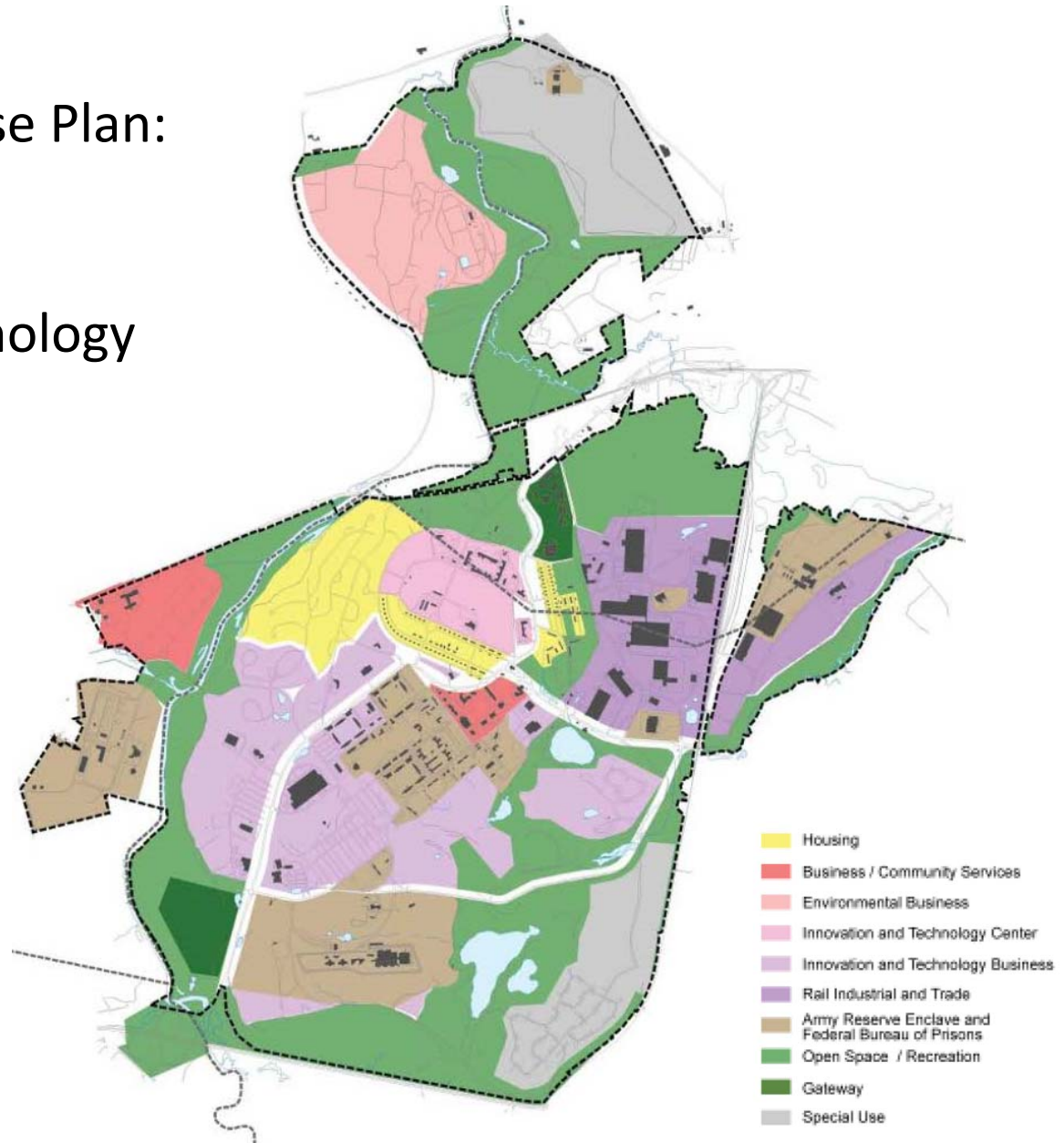
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The 1994 Devens Reuse Plan:

- Industry
- Business
- Innovation & Technology
- Open Space
- Housing

Plan has largely been held to for 20 years.

Redevelopment has been progressing successfully.



Disposition Scenarios

Chapter 498:

“On or before July 1, 2033, the Commission, the boards of selectmen of the Towns, and the Bank shall submit a joint report to the Governor, the Secretary and to the Clerk of the House and the Clerk of the Senate recommending a permanent government structure for the ongoing operation and administration of Devens.”

Disposition Scenarios

(Permanent government structures for Devens)

- **Harvard + Devens**
 - Town of Harvard resumes jurisdiction of the portion of Devens within Harvard's historic boundaries.
- **Harvard - Devens**
 - a Town of Devens is formed
- **Other arrangements**

II. Devens Effect on Master Plan Elements

Master Plan Elements

Under MGL, a Master Plan consists of 9 elements:

1. Goals and Policies **completed by Phase I**
2. Land Use
3. Housing
4. Economic Development
5. Natural and Cultural Resources
6. Open Space and Recreation
7. Services and Facilities
8. Transportation and Circulation
9. Implementation Program **when others are done**

Element: Land Use

Land Use

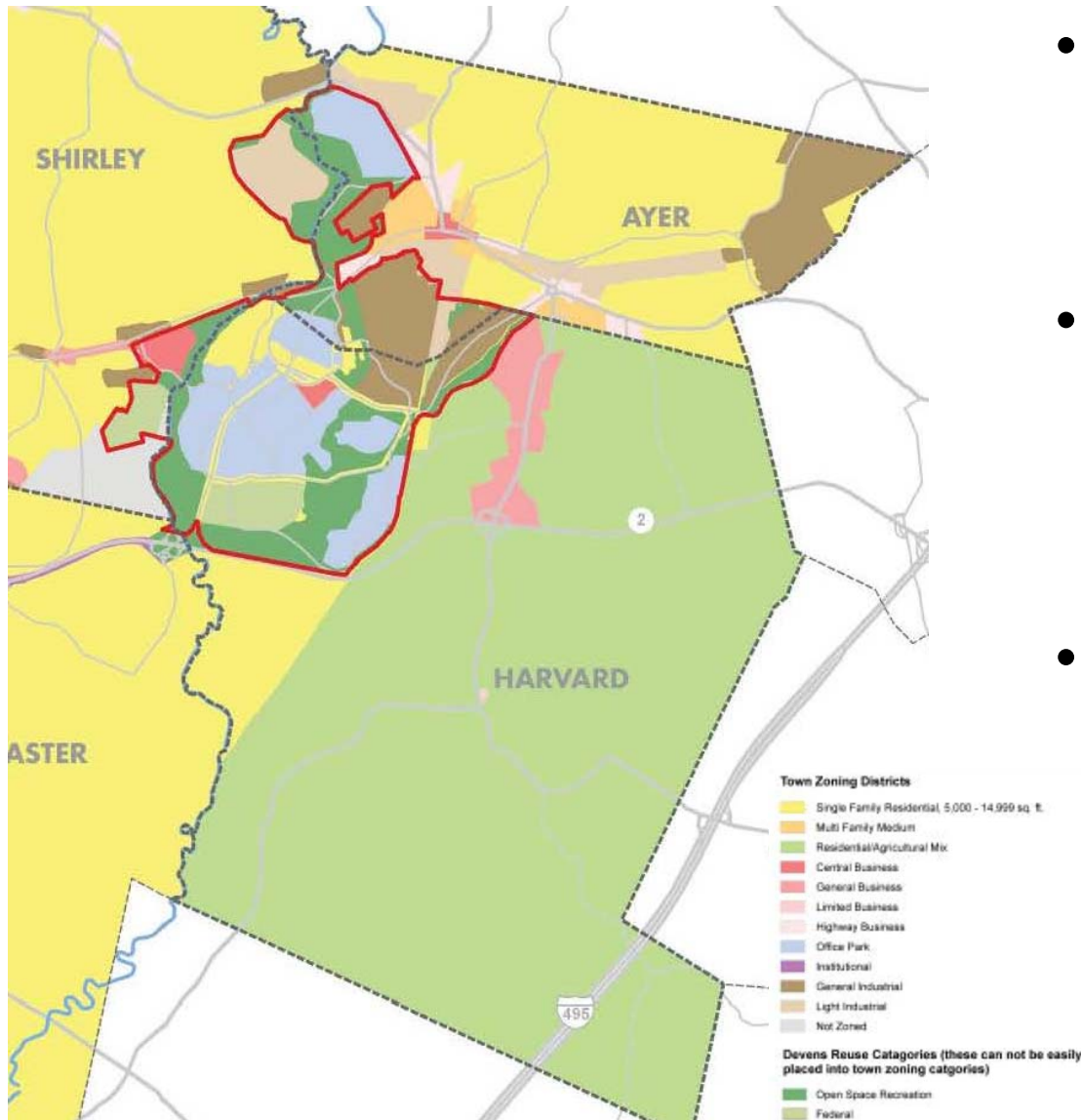
Master Plan Issues:

- Provide greater percentage of land for commercial and industrial uses.
- Provide more diverse housing opportunities.

Devens Effects:

- Harvard portion of Devens:
19.9 ac. Commercial
633.0 ac. Industrial
- Multiple housing stock options (new or refurb.)

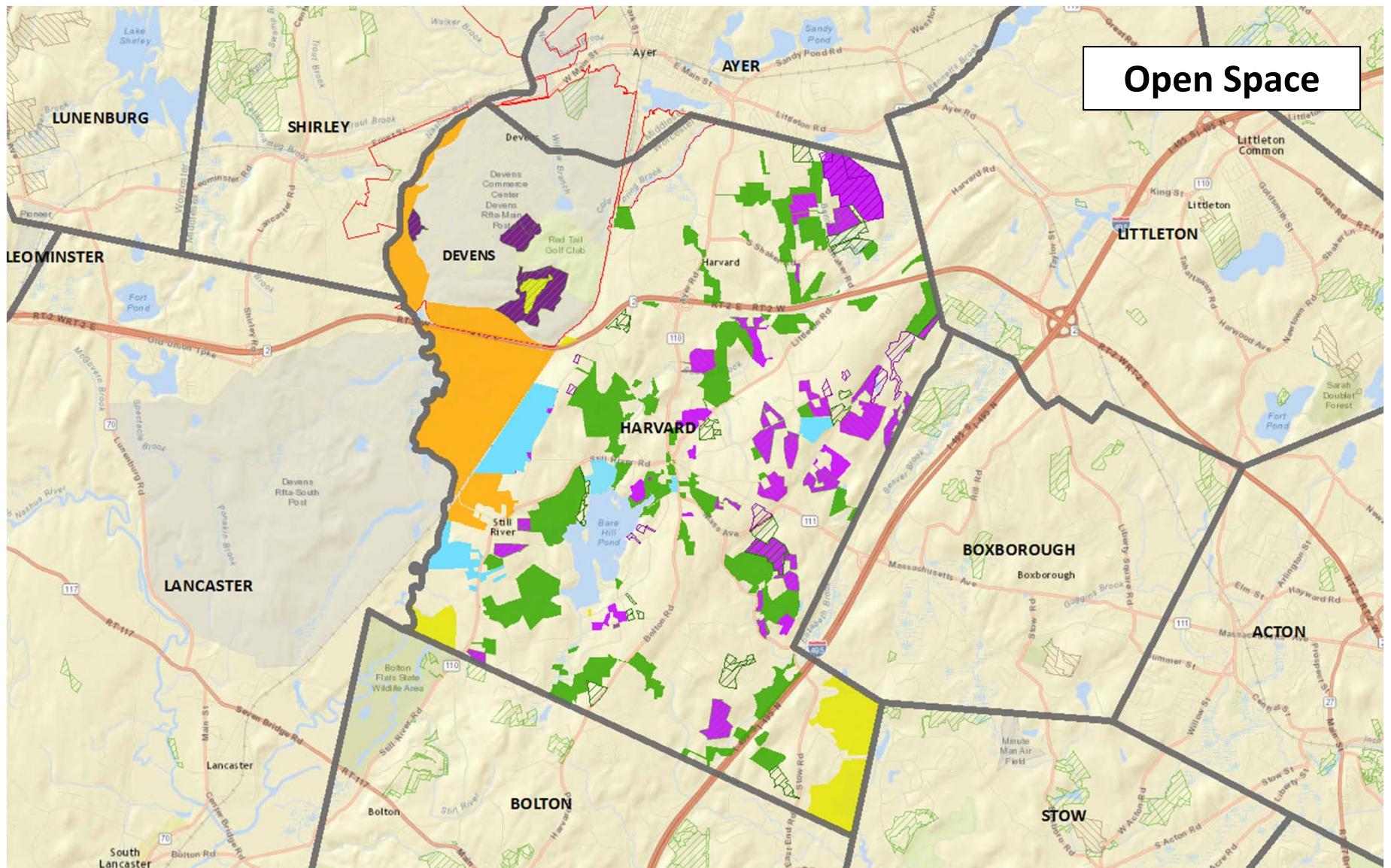
If Harvard resumes jurisdiction, the existing Devens overlay district would continue to allow for expedited permitting, but Harvard would gain greater local representation.



- Harvard's Zoning is currently 95% residential/agricultural, 5% commercial, and 0% industrial.
- Devens zoning (per 1994 Reuse Plan):
 - 8% residential
 - 33% open space
 - 59% comm., ind., and other
- A combined Harvard and Devens would contain a more balanced zoning mix with approx. 18% commercial and industrial (combined).

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Element: Natural Resources & Open Space



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Natural Resources & Open Space

Master Plan Issues:

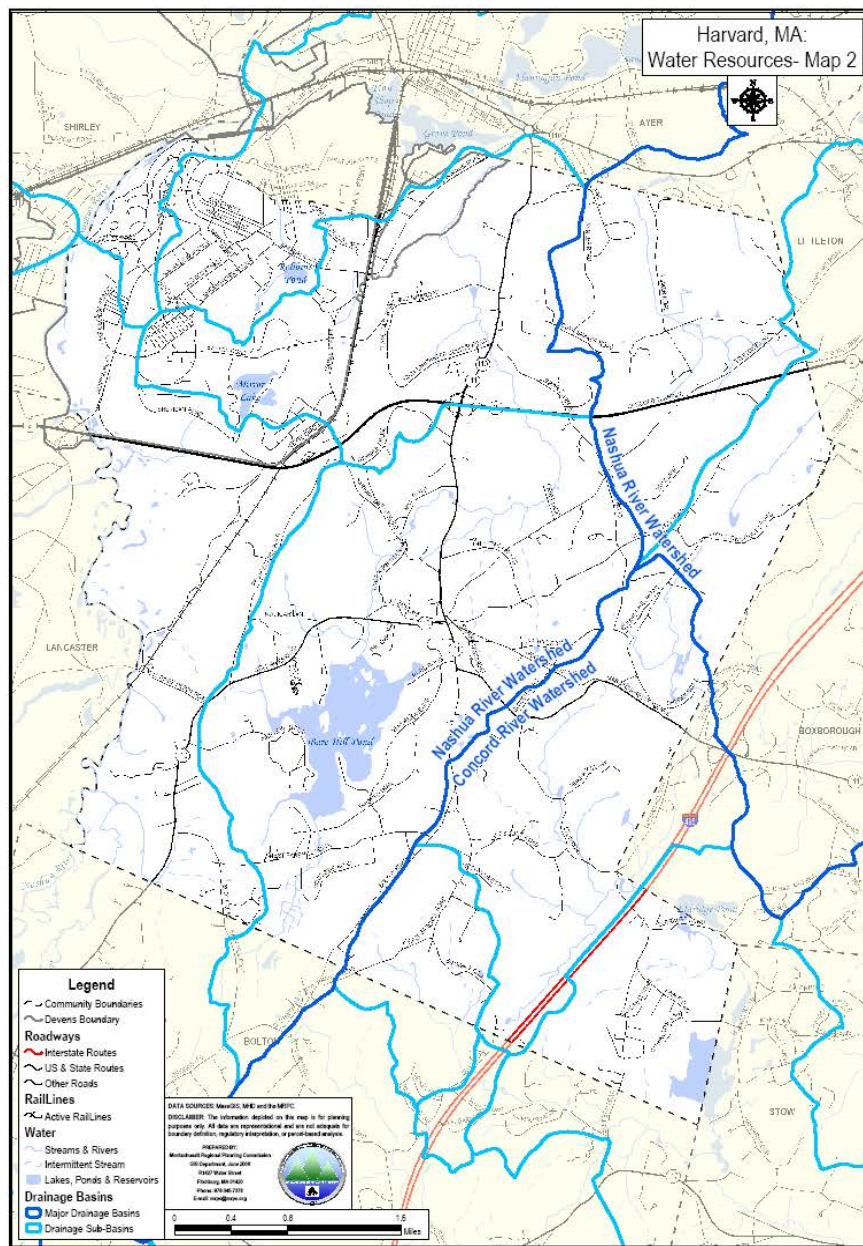
- Conservation of natural, historic and cultural resources
- Preservation of Harvard's defining landscapes
- Protection of local watersheds and aquifers
- Open Space Action Plan implementation

Devens Effects:

- Includes Rogers Field, Mirror Lake, other open space areas
- Harvard afforded a greater say in protection of viewsheds and natural resources
- Existing Devens Open Space Plan with its own action items

Natural Resources & Open Space

- **Devens 1994 Reuse Plan includes open space**
 - Recreation fields: 53 acres
 - Conservation : 577 acres (total: 603 open space acres)
 - Oxbow National Wildlife Refuge (350 acres)
- **Resuming jurisdiction would add to Harvard's overall open space acreage and diversity.**
 - Devens open space would complement Harvard's
 - Would increase active management needs and costs



Natural Resources & Open Space (water resources)

- Devens covers portions of watersheds of interest to Harvard
- Devens also covers portions of large and medium groundwater aquifers
- Mirror Lake within Devens is a recreational area similar to Bare Hill Pond

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Rogers Field

- Large multi-use field complex
- potential for tournaments and camps

“An estimated 250,000 individuals came to Devens during FY2010 to participate in active and passive recreation”.

“In FY2011, approximately 300,000 participants used Devens recreational facilities”.

- Devens annual reports



Element: Population & Housing

Population & Housing

Master Plan Issues:

- Increasing Harvard's housing type diversity.
- Meeting affordable housing goals.
- Ensuring that new housing is harmonious with existing community character.

Devens Effects:

- Integrating population and providing services for 282 units (cap per 1994 Reuse Plan). After Grant Road, 22 units can be added.
- 25% of Devens housing must be affordable, per 1994 Reuse Plan
- A portion of former officers housing is in Ayer.

Population & Housing



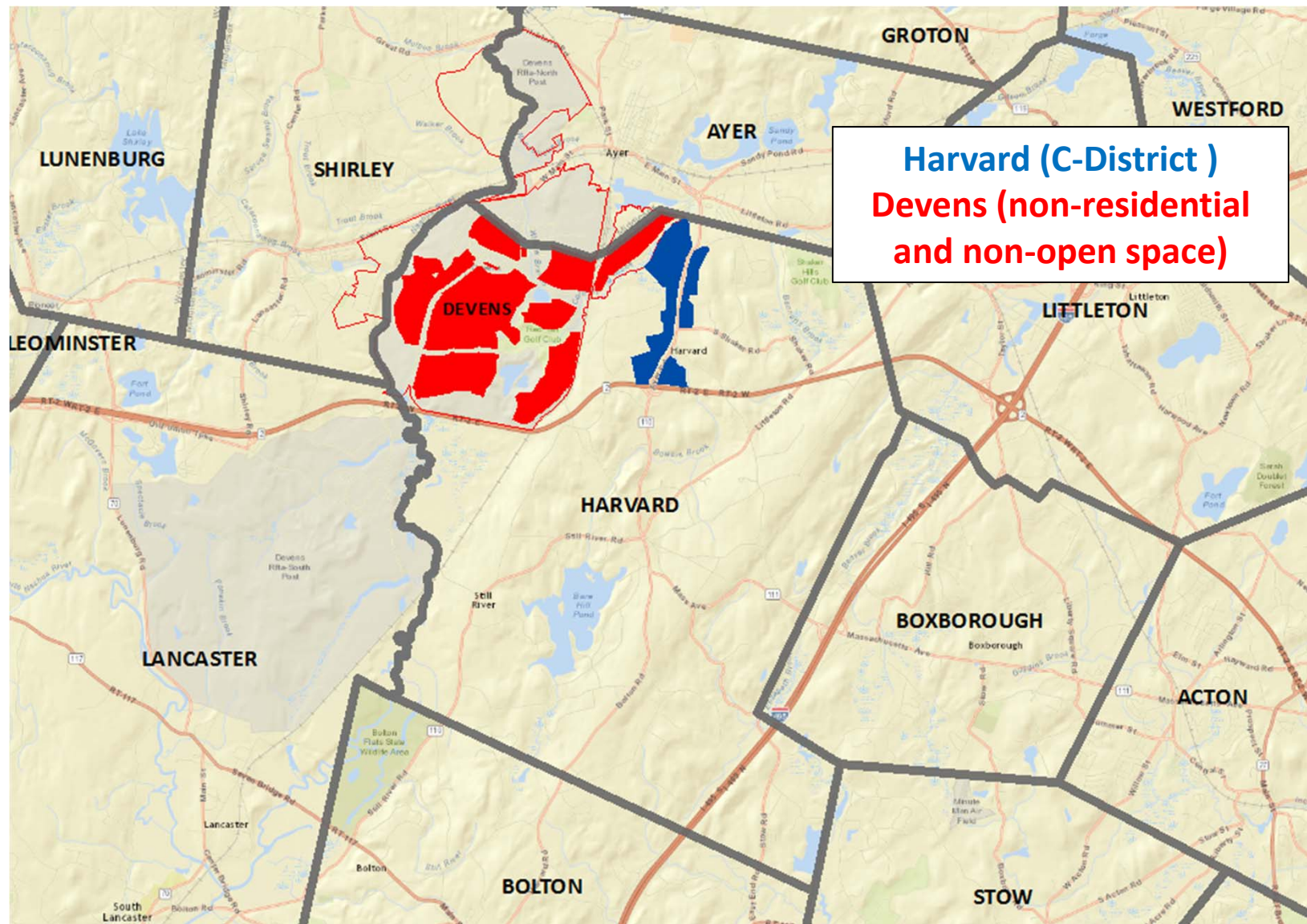
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Element: Harvard's Economy



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Harvard's Economy

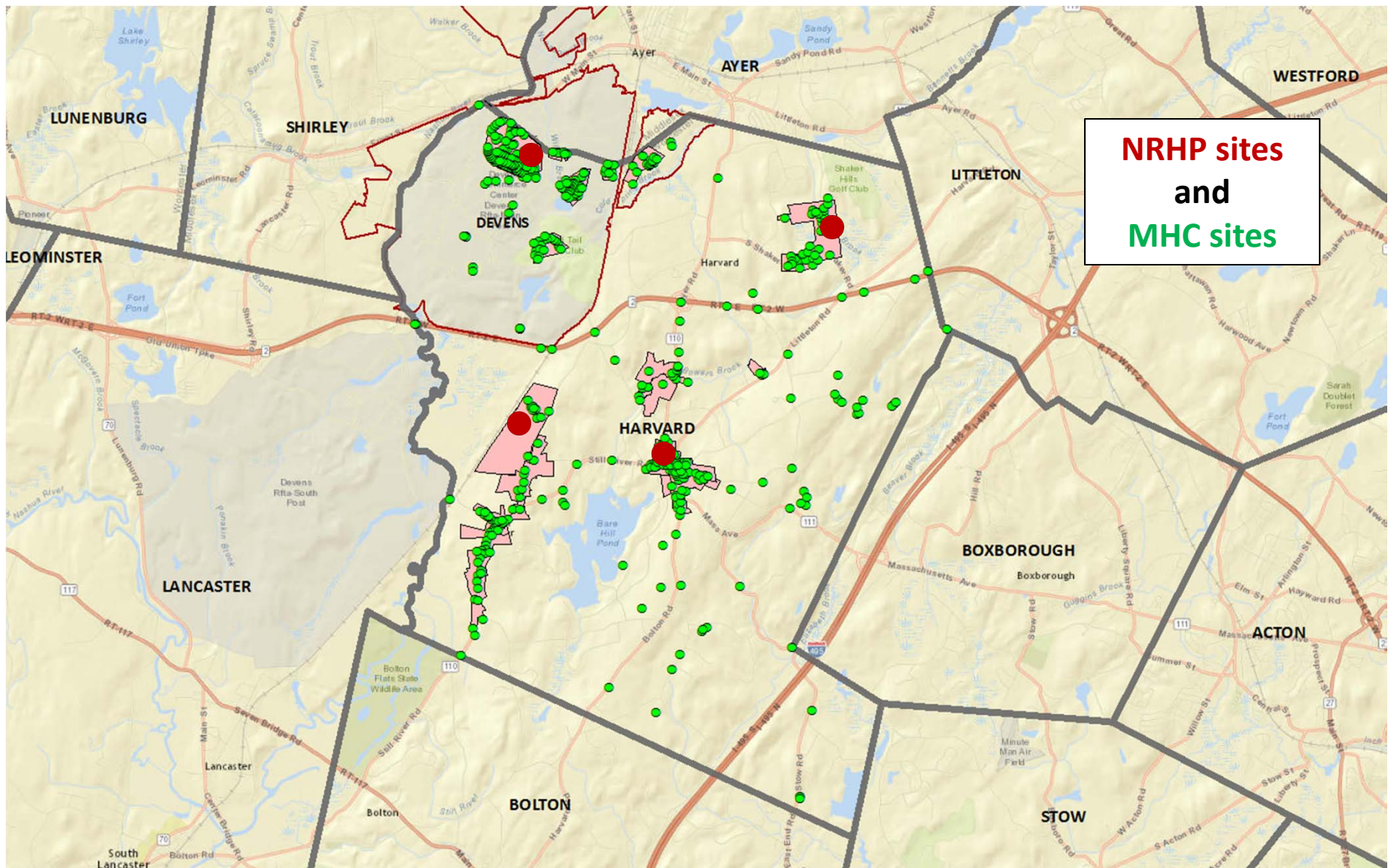
Master Plan Issues:

- Adding acres of commercial land (currently limited to Ayer Road C District)
- C District limitations:
 - Lack of sewer & water infrastructure
 - Market potential
 - Size of existing lots (some undersized)
 - Zoning requirements

Devens Effects:

- Existing commercial and industrial areas.
- 4.5M sq. ft. of additional commercial space.
- Existing consolidated permitting process.

Element: Cultural Resources



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Cultural Resources

Master Plan Issues:

- Preserving historic structures and locations.
- Preparing a comprehensive community-wide historic resources survey.
- Considering adoption of a demolition delay bylaw.

Devens Effects:

- Vicksburg Square on National Register of Historic Places, numerous sites on State Register.
- Studies of historic resources have been completed; additional sites may be eligible for NRHP.
- Future of Vicksburg Square remains uncertain

Element: Community Services & Facilities

Community Services & Facilities

Master Plan Issues:

- Maintaining an adequate government structure for delivery of services and provision of community facilities.

Devens Effects:

- Assuming jurisdiction would likely require additional municipal management.

Community Services & Facilities

Master Plan Issues:

- Capacity to manage current municipal services.

Devens Effects:

- Devens (through MassDevelopment) has departments such as fire, police, and public works.
- Jurisdiction would likely require expanded Harvard staff and equipment.

Community Services & Facilities

- MassDevelopment currently serves both economic development and community service roles within Devens.
- Harvard's future level of responsibility for providing services and facilities to Devens could vary by Disposition scenario.
- Regionalization of additional services could benefit the Town of Harvard and may be an option. Existing examples include emergency dispatch and hazardous waste collection.

Fire & Ambulance

Harvard

(essentially volunteer)

- 1 Chief
- 1 Deputy chief
- 3 Lieutenants
- 20 FFs/EMT volunteers
- 60 ambulance volunteers
- 260 fire calls/year
- 350 medical calls/year
- 600 calls/year avg. total

Devens

(paid)

- 1 Chief
- 2 Deputy chiefs
- 4 Lieutenants
- 14 FFs/EMTs
- 1,700 calls/year avg.

Police

Harvard

- Chief
- 2 Sergeants
- 5 Patrol Officers
- 6 Reserve Officers
- 8,000 activities (2014)

Devens

(MA State Police)

- 1 Lieutenant
- 1 Sergeant
- 8 Troopers
- Barracks Investigator
- 11,000 activities (2013)

Public Works

Harvard

- 65 miles of road
- Town & school parking lots
- Town & school grounds
- Conservation Area mowing
- 11 staff members

Devens

- 53 miles of road
- 15 parking lots
- 80 ac. rec field mowing
- 150+ ac. Municipal grounds
- Approx. 18 staff members

Public Utilities

Harvard

Limited public water and sewer:

Water: Service area = 80 parcels
in Town Center
(groundwater wells)

Sewer: Town Center vicinity only

Electric: National Grid

Devens

Excess capacity in systems:

Water: 4.8 mgd pumping
total capacity
(groundwater wells)

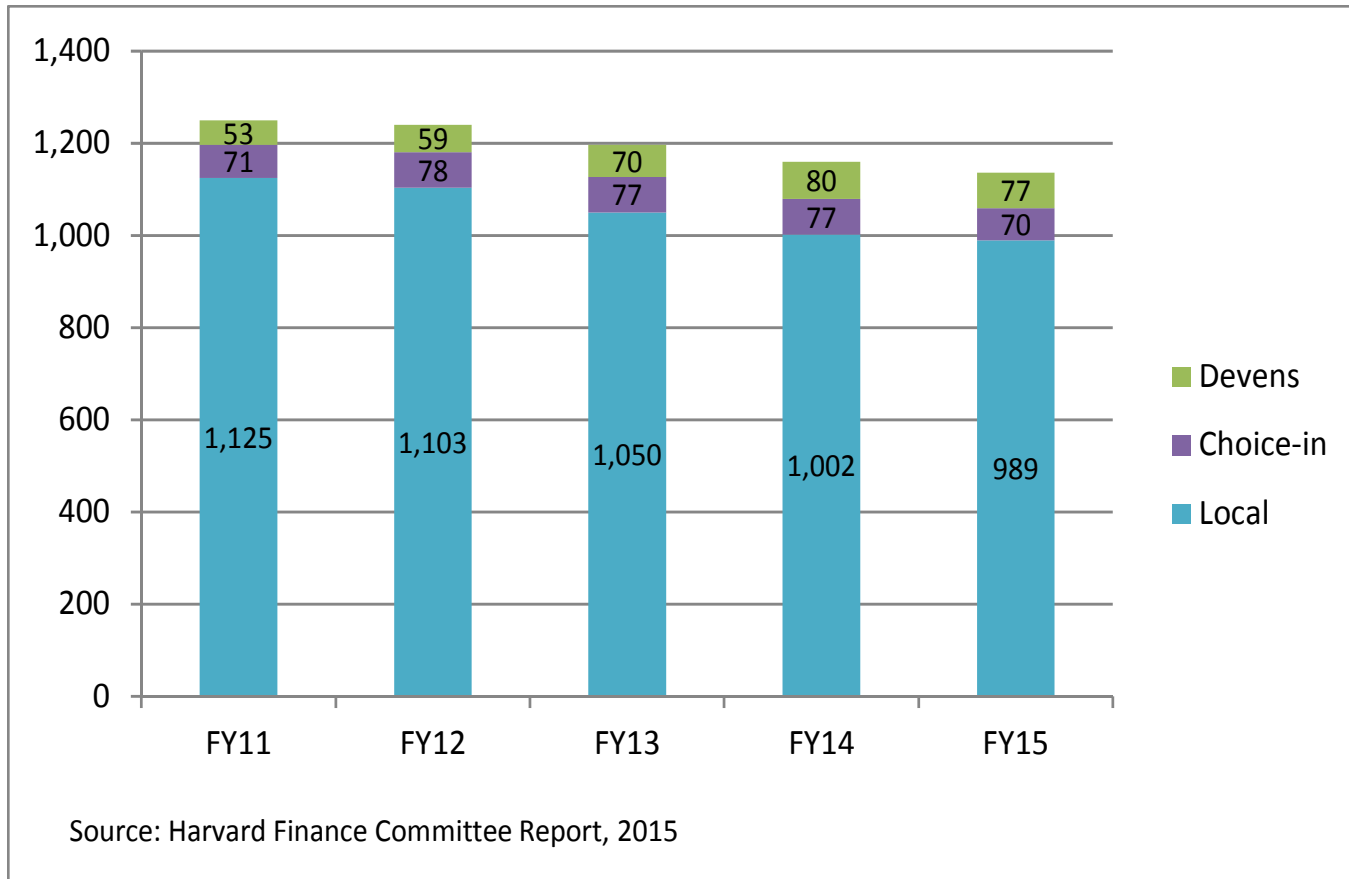
Sewer: Wastewater plant
capacity = 4.65 mgd.

Electric: Acts as a municipal
utility

Schools

- MassDevelopment is responsible for education of Devens children until Disposition; at which point a town (or towns) will assume responsibility.
- Education of Devens children is currently provided by the Harvard Public Schools under a 3-year contract.
- The net financial benefit to Harvard Public Schools from Devens tuition was \$1.23 million in FY2015.
 - 2.8 percent annual growth since 2011.
 - Contract arrangement will end with final Disposition.
 - If jurisdiction is resumed, the additional tax base should cover additional education costs.

Schools



Harvard Public Schools Enrollment by Student Type

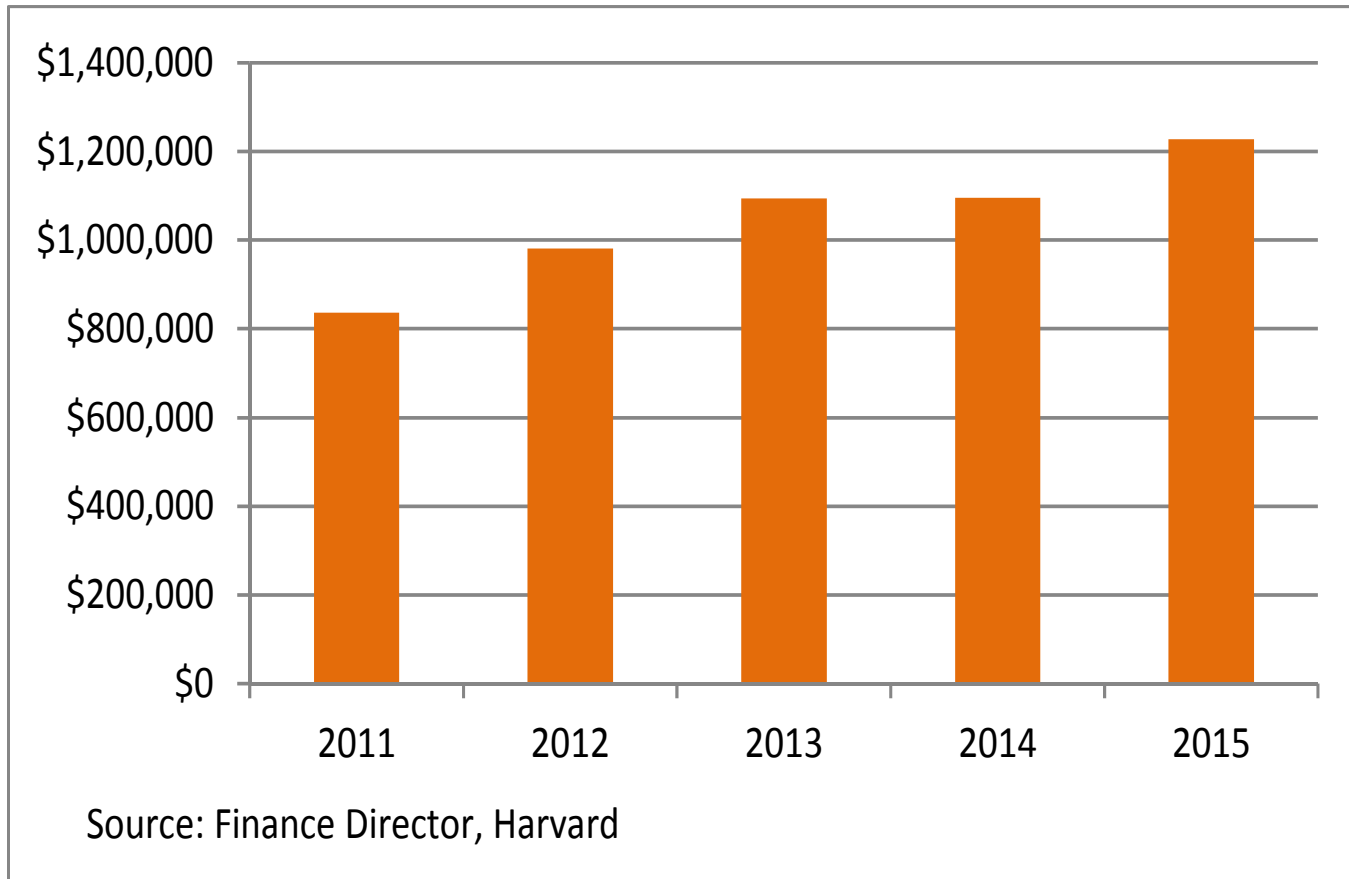
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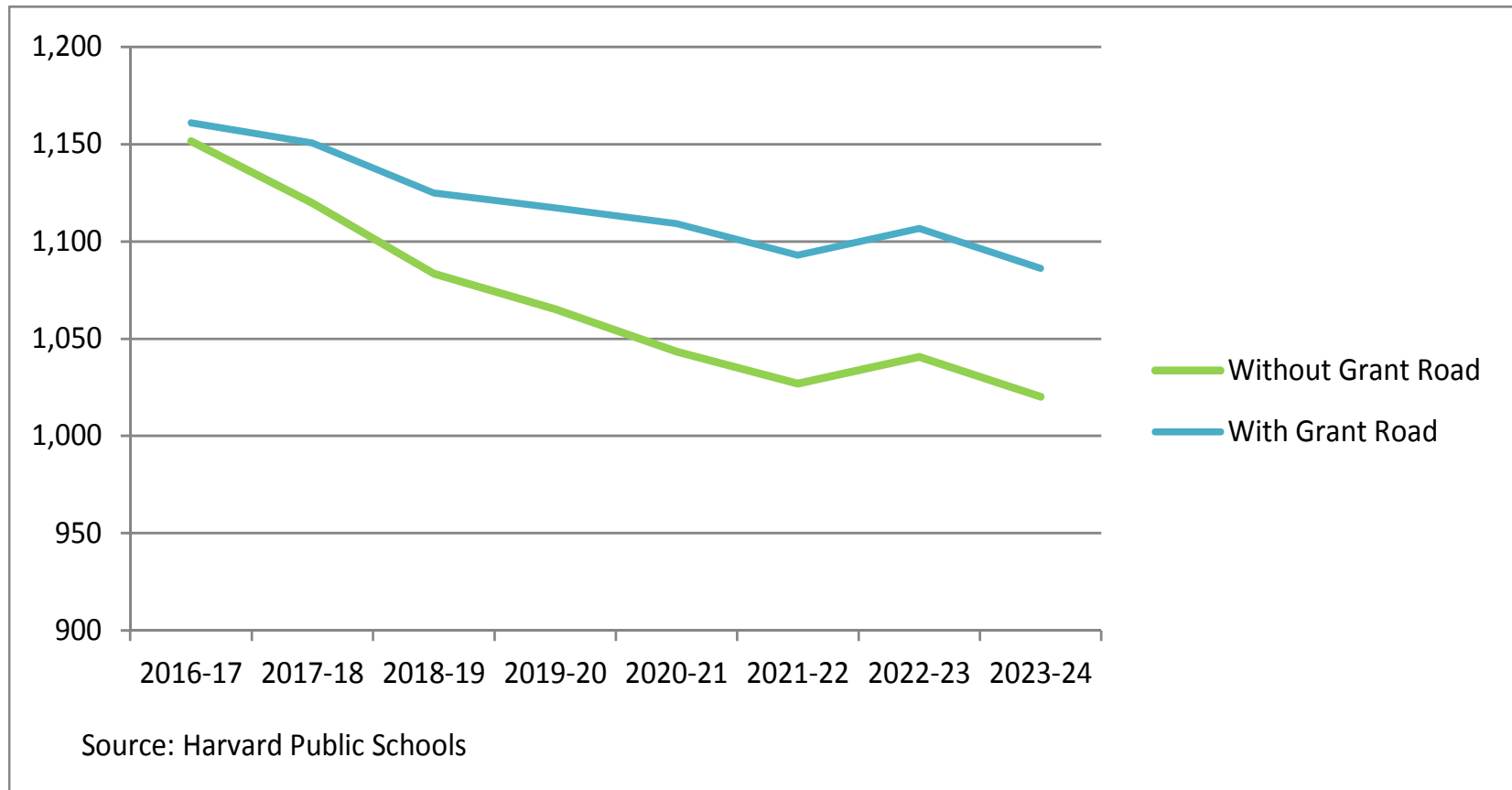
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Schools



Harvard Public Schools Net Benefit from Devens Enrollees

Schools



Harvard Public Schools Enrollment through 2023

Element: Circulation & Traffic

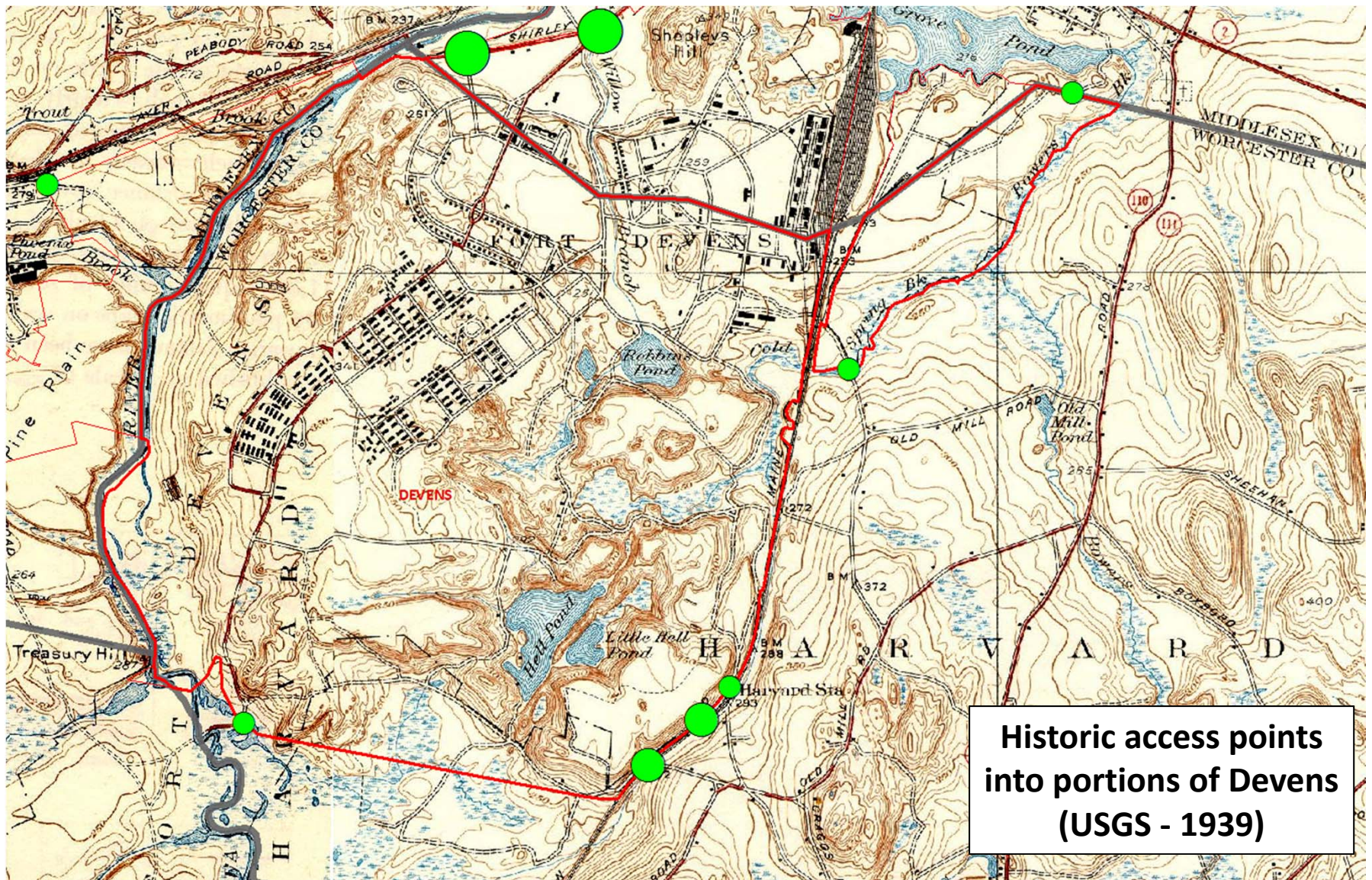
Circulation & Traffic

Master Plan Issues:

- Ayer Road traffic, including from Devens
- General road access to Devens
- Bikeway opportunities
- Traffic calming
- Pedestrian safety
- Sidewalks on Ayer Road

Devens Effects:

- Redevelopment has contributed to increased Ayer Road traffic
- Trucks from Devens commonly use Ayer Road instead of Jackson Road.
- No existing direct road access between Harvard and Devens
- The Harvard- Devens road network discontinuity is unusual, but not unprecedented.

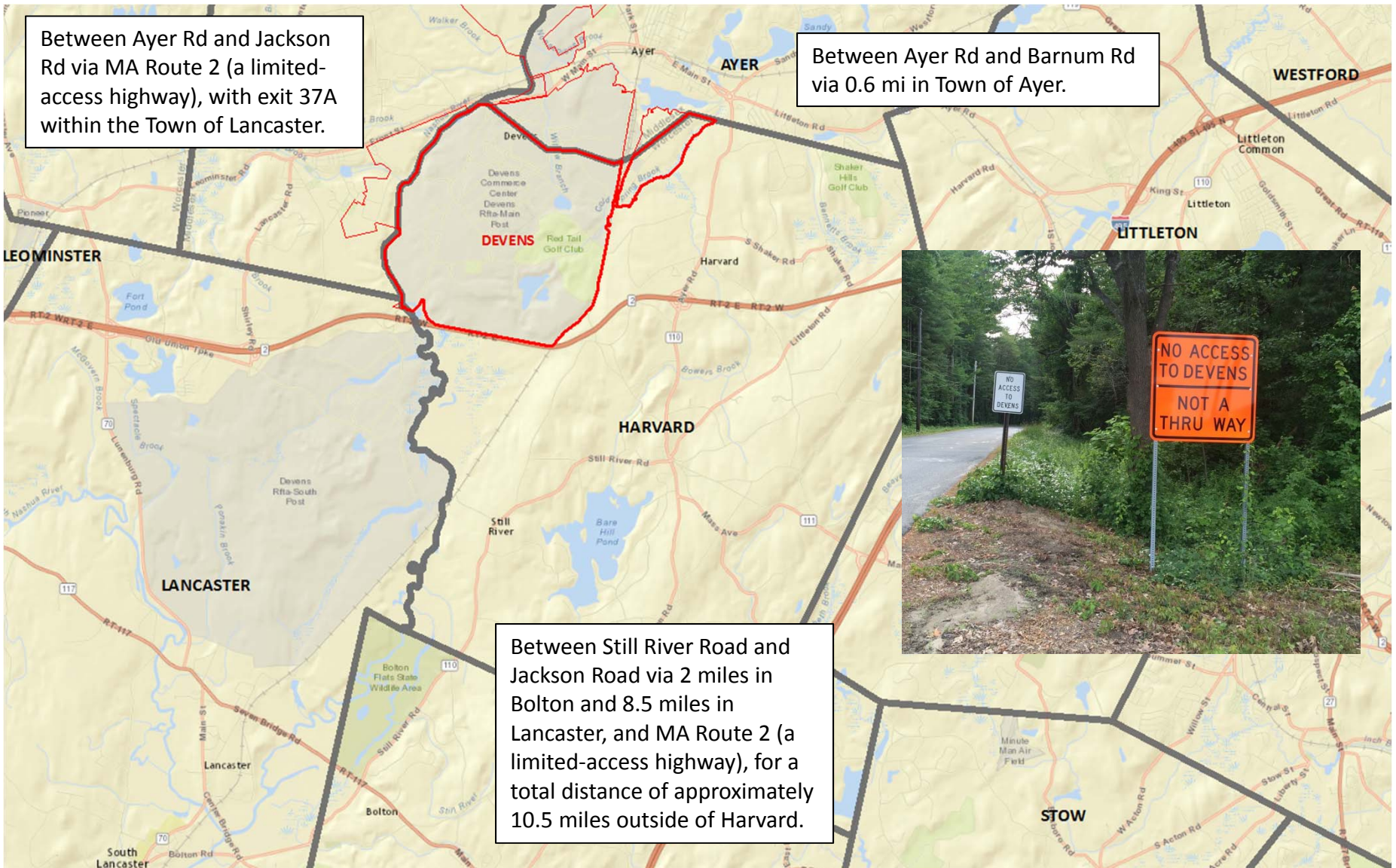


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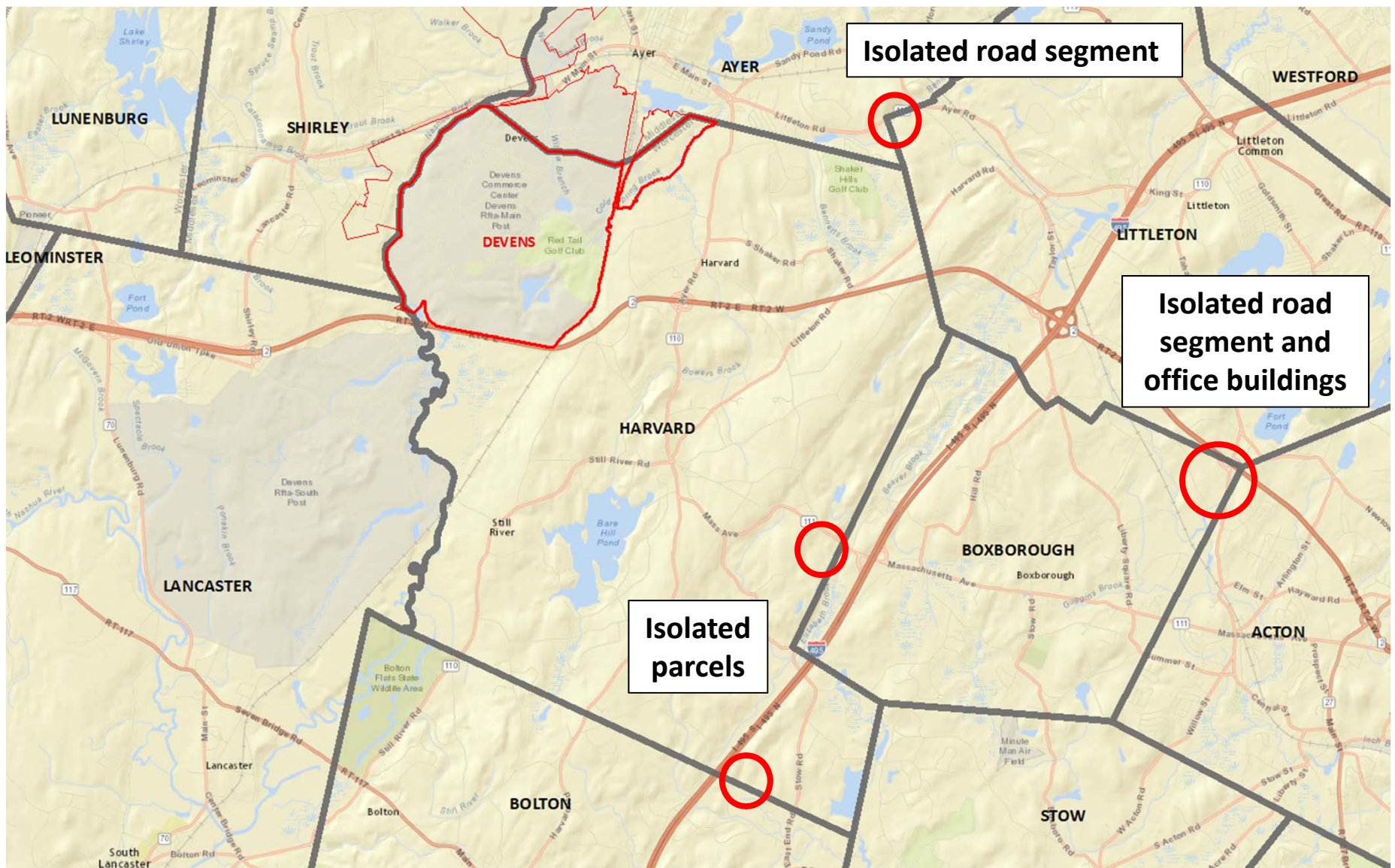
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Harvard-to-Devens Road Connections

- No existing direct road connections (closed by Army).
- Challenges to road re-establishment include cost, permitting, land use, effect on neighborhoods.
- What size/scale and level of service is needed for transit between portions. Regular use? Emergency use?
- A bikeway could provide increased connection.

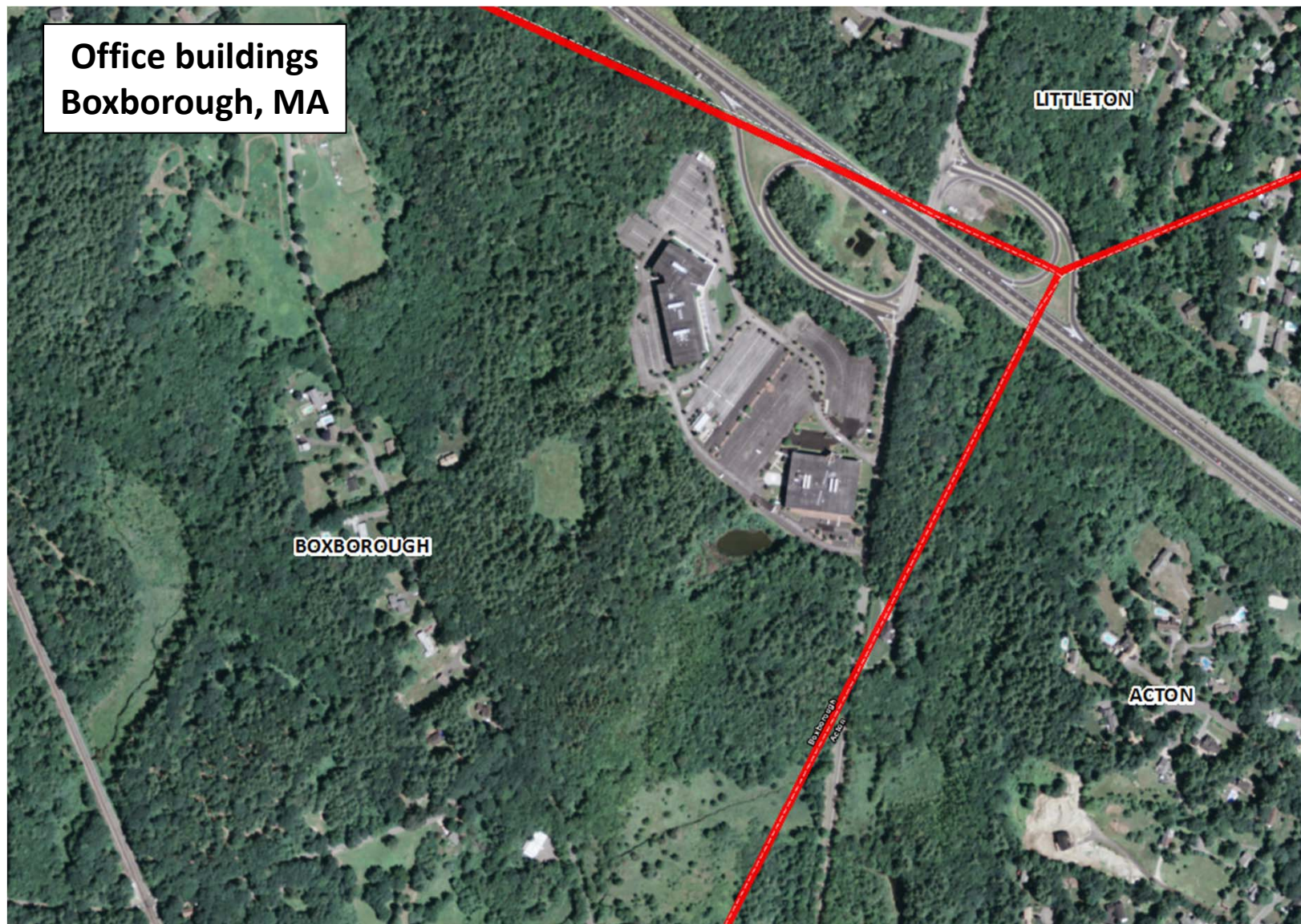


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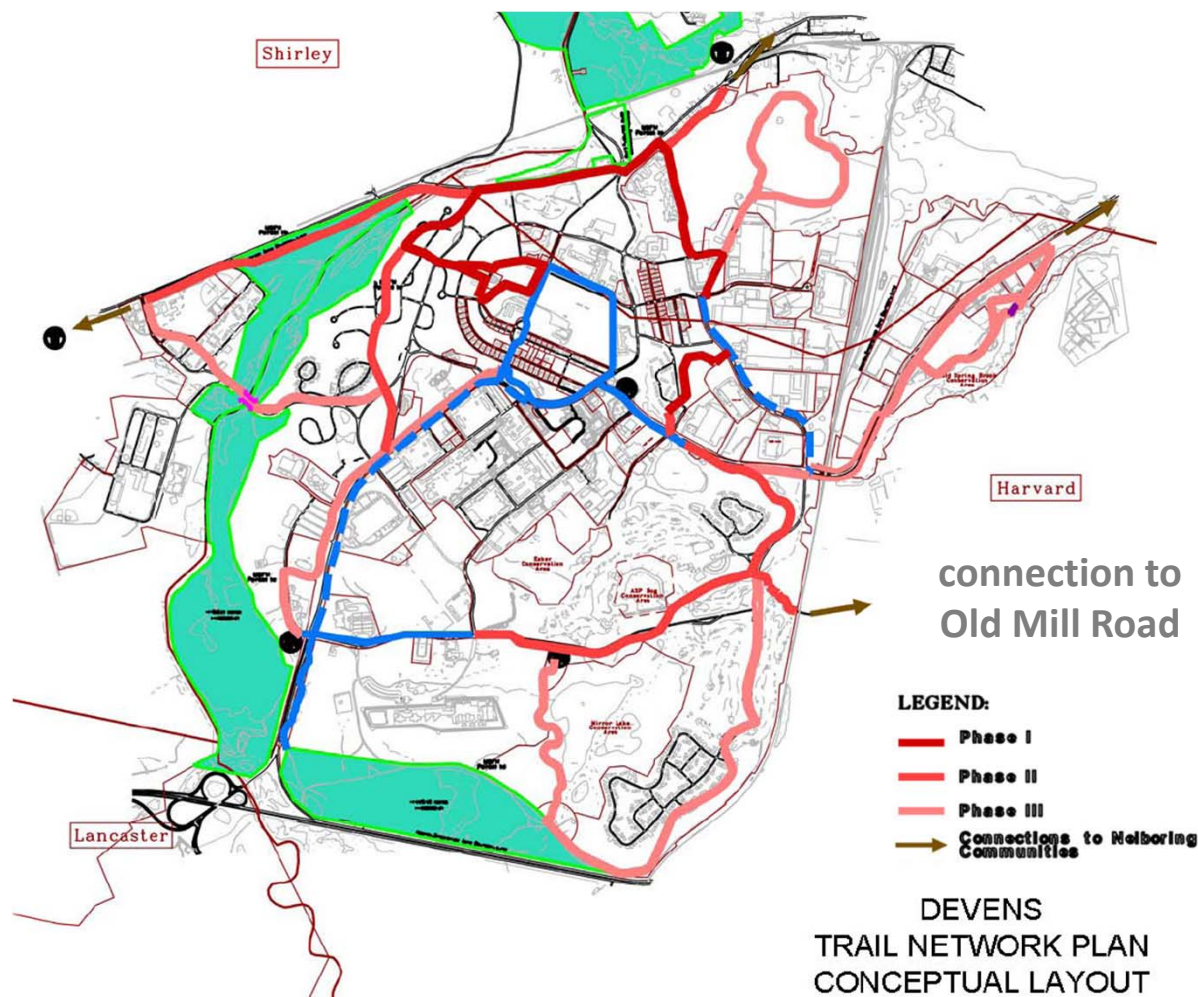


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- Bikeway funding often comes from State or Federal sources.
- True success only occurs if bikeways connect to destinations
- Jurisdiction would give greater overall site control to Harvard, but would also require more resources from Harvard.
- A bikeway could be pursued regardless of Disposition.

III. Economic Considerations

Economic Considerations (1)

- Harvard has a below-average ratio of commercial and industrial property assessed value (CIP) to total assessed value as compared to similar communities:

2014 CIP	Harvard	Comparable Communities
without Devens	5.0%	17.8%
with Devens	16.6%	

Source: 2014 Town of Harvard Devens Economic Analysis Team Report to Selectmen

- Previous reports have estimated operational deficits ranging from \$468,000 to \$1.5 million should Harvard resume jurisdiction over Devens.
- Per DEAT, a split tax rate would result in **break-even** conditions.

Exhibit B Municipal Budget

	Harvard (actual)	Harvard/ Devens (estimate)	Combined Budget	Projected Shortfall
FY2010	\$ 19,742,928	\$ 3,801,816	\$ 23,544,744	\$ 1,500,000
FY2011	\$ 19,922,263	\$ 4,286,197	\$ 24,208,460	\$ 1,100,000
FY2012	\$ 20,103,790	\$ 4,322,377	\$ 24,426,167	\$ 850,000
FY2013	\$ 20,710,819	\$ 4,582,658	\$ 25,293,477	\$ 863,683
FY2014	\$ 21,279,523	\$ 4,708,494	\$ 25,988,017	\$ 972,525
FY2015	\$ 21,963,828	\$ 4,859,910	\$ 26,823,738	\$ 468,545 *

*	Devens Valuation		Tax Rates		Tax Revenue	
			Devens	Harvard	Devens	Harvard
Residential	\$ 19,806,100	\$	16.71	\$ 17.79	\$ 330,959.93	\$ 352,350.52
Commercial	\$ 162,295,018	\$	22.60	\$ 17.79	\$ 3,667,867.41	\$ 2,887,228.37
	<u>\$ 182,101,118</u>				<u>\$ 3,998,827.34</u>	<u>\$ 3,239,578.89</u>
Additional Tax Revenue using the Current Devens Tax Rates					\$ 759,248.45	

From Devens Economic Analysis Team – Report to Selectmen November 2015

Economic Considerations (2)

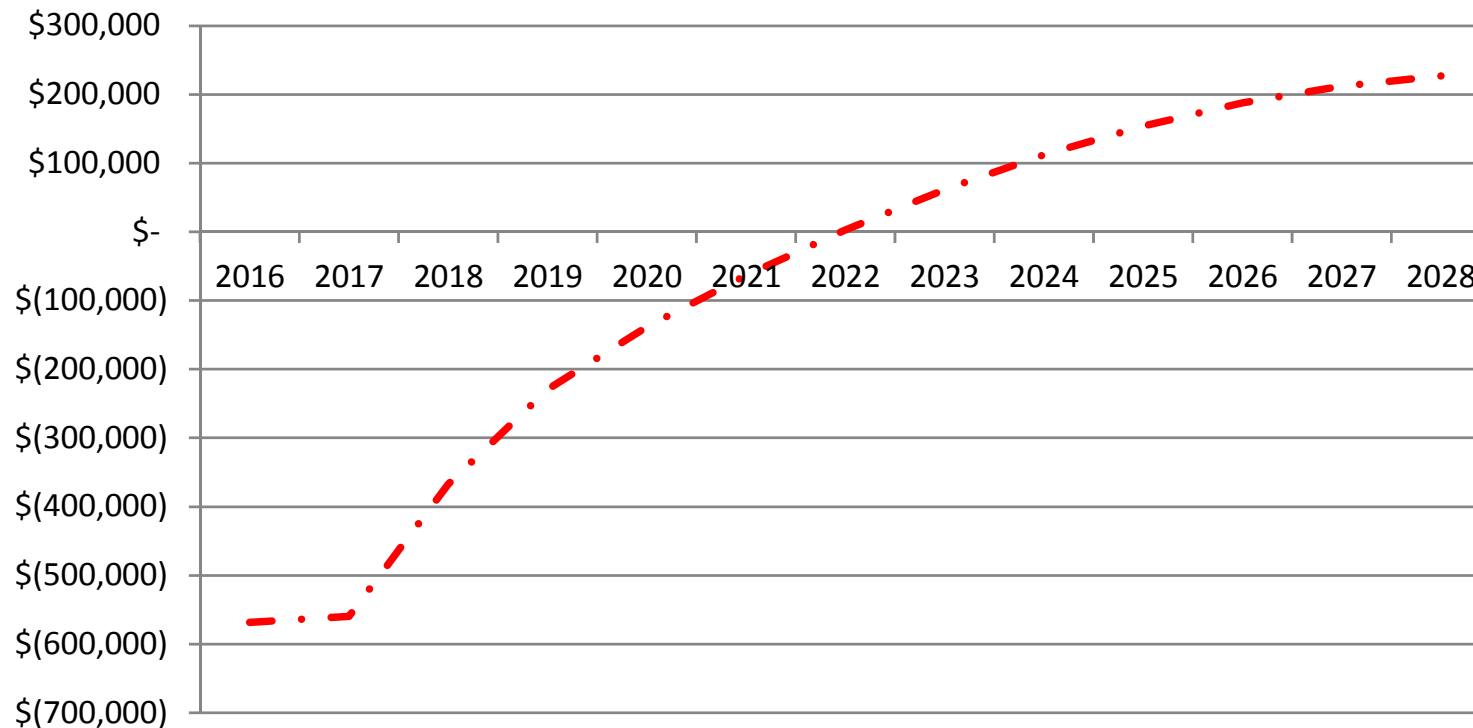
- Devens offers a tremendous potential for additional tax revenue.
- Additional Devens development available:
 - 4,500,000 square feet of commercial space (per DEAT)
 - 158,000 square feet of residential property (Grant Road)
- The Harvard portion of Devens contains \$4M of taxable value.

Economic Considerations (3)

- Projected FY2016 tax revenue impact (property + other fees) of Devens land reincorporation: \$4.0 million
Projected new municipal expenses: (\$4.5 million)
Projected 2016 operational deficit: (\$573,000)
- Long-term tax revenues are **projected to grow** as the Bristol-Myers Squibb (BMS) TIF agreement matures and additional land is developed.

Economic Considerations (4)

- Tax revenues are projected to exceed additional municipal expenses by 2022 should Harvard resume jurisdiction.



*Note: Values are reported in 2015 dollars

Economic Considerations (5)

Regardless of Disposition, Harvard and its residents benefit from Devens and related economic activity:

- Devens economic activity supports Harvard businesses.
 - maintenance/repair
 - medical services
 - accounting
 - real estate
 - legal services
 - restaurants
- Business-to-business and household spending supports approximately 140 jobs in Harvard and \$2.8 million in local wages. Construction supports additional jobs/wages.
- Annual fiscal impact to Harvard from household and business-to-business spending is estimated at \$390,200 in the form of property taxes and other minor fines/fees.

Summary



Summary

- Harvard's draft Master Plan contains goals and recommendations that mention, do involve, or could involve Devens.
- Several Master Plan goals and recommendations can be realized regardless of the final Disposition outcome.
- Resuming jurisdiction could assist with achieving some community goals and recommendations – but could also incur some risk and cost.
- Resuming jurisdiction would most likely require changes in Harvard's town operations, especially capacity.
- Regardless of Disposition, more regional approaches could assist with efficiently achieving Harvard's Master Plan goals.

More Information

Harvard Master Plan Steering Committee website:

www.harvardmasterplan.org