Southwood Hospital
Site Re-use and Zoning Analysis

Planning Board Presentation
October 10, 2023

Presentation Outline

I. Community Preferences

II. Overview of Scenarios
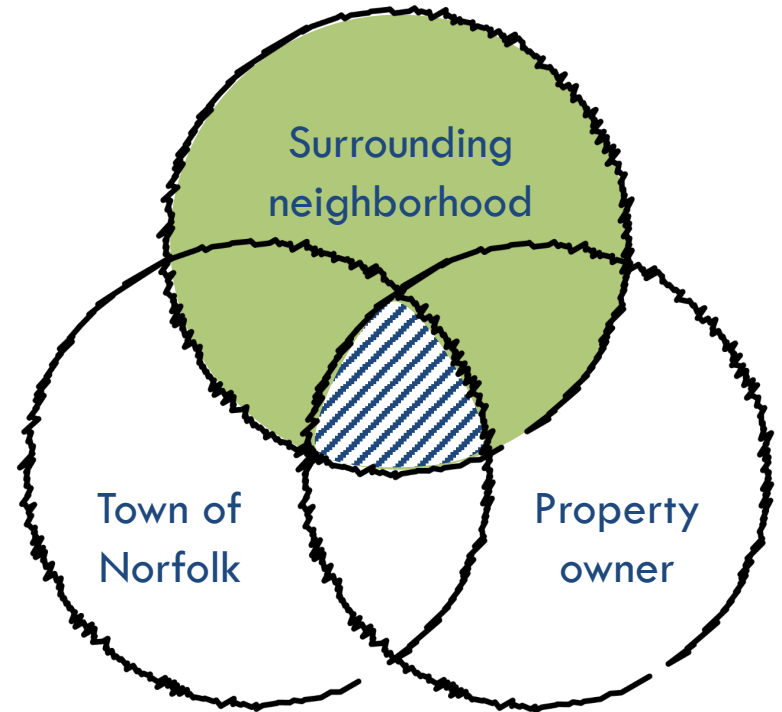
III. Scenario Analyses
- Methodology
- Summary

IV. Reflections

Community Preferences

Community Feedback

- Total feedback compiled from about **400 participants**

- Hybrid workshop hosted with the Planning Board on June 6, 2022

- Follow-up online survey available from June 6, 2022 to July 19, 2022

Surrounding neighborhood

Town of Norfolk

Property owner

Community Feedback – Appropriate Uses

most appropriate

Protected open space uses (89% support/9% don't support)

Restaurant uses (84% support, 15% support)

Retail uses (79% support/21% don't support)

Clean energy production uses (71% support/20% don't support)

Mixed uses (nonresidential ground floor) (67% support/33% don't support)

Office and commercial uses (67% support/31% don't support)

Senior living/continuum of care facility (61% support/38% don't support)

- **Single family homes** (43% support/54% don't support)

- **Townhouses** (39% support/58% don't support)

- **Single family homes (compact/cluster)** (36% support/61% don't support)

- **Two family homes** (31% support/66% don't support)

- **Light industrial and manufacturing uses** (30% support/69% don't support)

- **Multifamily (small scale)** (22% support/75% don't support)

- **Multifamily (medium scale)** (19% support/78% don't support)

- **Warehouse and distribution facility uses** (16% support/84% don't support)

- **Multifamily (large scale)** (10% support/88% don't support)

least appropriate

Norfolk Southwood Hospital Re-use and Zoning Analysis

Scenario Analysis | October 10, 2023

Overview of Scenarios

Scenarios Overview

- 15 scenarios

- Explored development pathways – existing zoning, 40B, 40R, new zoning

- Explored uses and variation in the scale and combination of uses, including hospital, assisted living, senior housing, residential, retail, office, light industrial manufacturing, warehouse, and solar farm

- Explored residential densities ranging from 300-600 units

- Explored building areas ranging from 300,000-1,000,000 square feet

- Assumed dedicated amount of open space on site for all scenarios

Scenarios Development - Example

1. Current Regulations (Zoning + Deed Restriction)
2. Existing Zoning, Lifted Deed Restriction
3. "Friendly" Chapter 40B Residential Development
4. Chapter 40R Smart-Growth Mixed-Use Development
5. **New, Community-Supported Zoning**
   5A: Light Industrial
   5B: Mixed-Use Development (more residential)
   5C: Mixed-Use Development (more commercial)
   5D: Assisted Living Facility
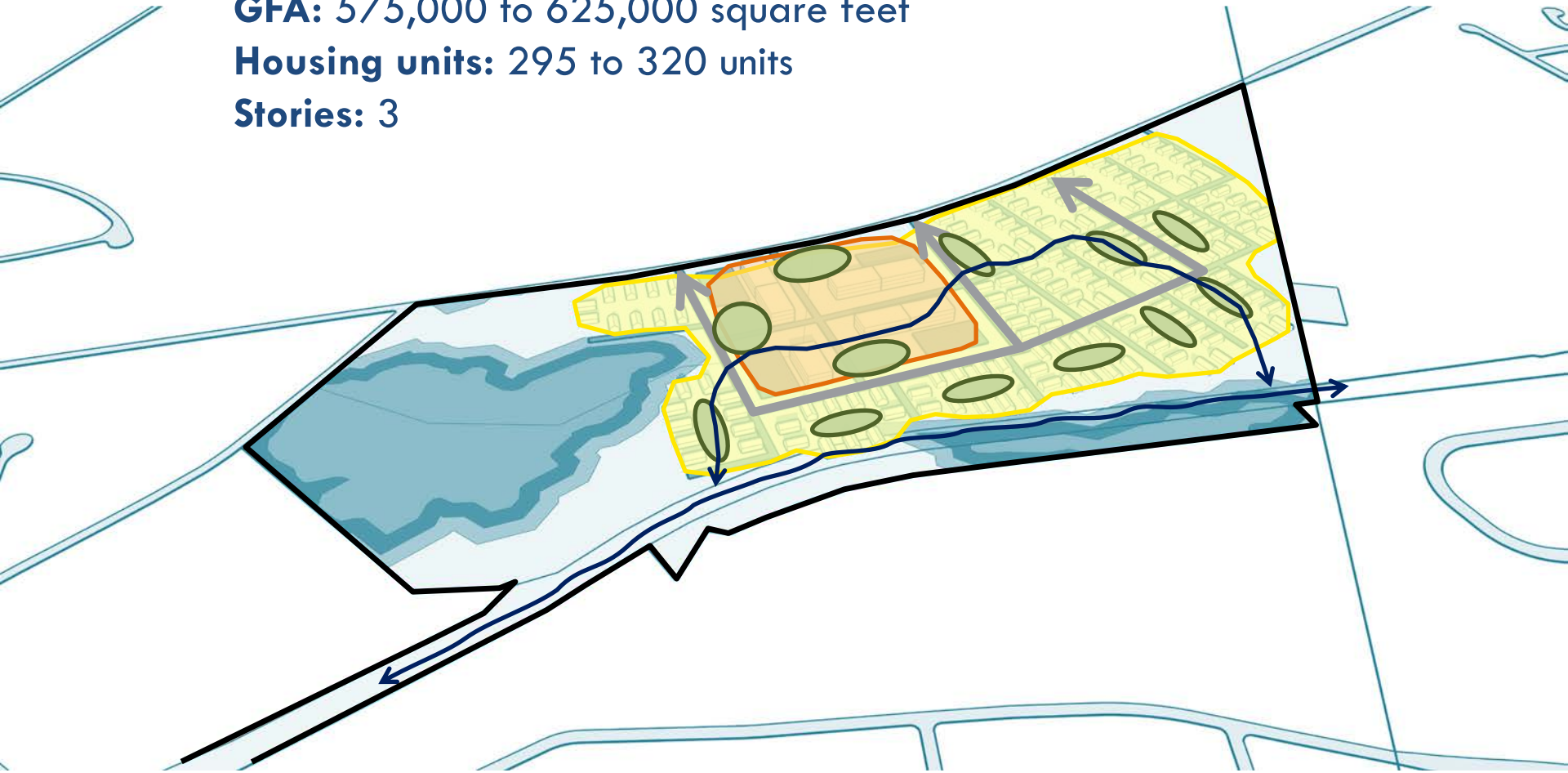   5E: Solar Farm
   5F: Warehouse with Residential

Scenarios Development - Example

Uses: Mixed-income residential
GFA: 575,000 to 625,000 square feet
Housing units: 295 to 320 units
Stories: 3

Potential Development Outcomes
Scenario Summary Matrix

| Pathway	Current Reg's	Existing Zoning				40B	40R			New Community-Supported Zoning					
Scenario	1A	2A	2B	2C	2D	3A	4A	4B	4C	5A	5B	5C	5D	5E	5F
Description	Hospital-related uses	Senior housing	Commercial	Retail, office, residential	Assisted living	Major residential development	Major residential development	Mixed-use development	Modest-scale residential	Light industrial	Mixed-use, more residential	Mixed-use, more commercial	Assisted living	Solar farm	Warehouse and residential
Uses	Hospital, medical office, institution	Senior housing	Office, retail	Retail, office, housing	Assist. living and senior housing	Mixed-income housing	Mixed-income housing	Mixed-income retail, office, housing	Mixed-income housing	Light industry uses	Mixed-income housing retail, office	Retail, office, mixed-income housing	Assist. living and housing	Clean energy	Light industry and mixed-income housing
Commercial area (GSF)	1M to 3M	-	875K to 925K	250K to 300K	-	-	-	250K to 300K	-	-	250K to 300K	330K to 380K	-	-	-
Industrial area (GSF)	-	-	-	-	-	-	-	-	-	465K to 515K	-	-	-	770K to 820K	450K to 500K
Residential area (GSF)	-	700K to 750K	-	450K to 500K	275K to 325K	945K to 995K	750K to 800K	450K to 500K	575K to 625K	-	790K to 840K	665K to 715K	550K to 600K	-	465K to 515K
Residential units	-	275 to 300	-	275 to 300	275 to 300	585 to 610	465 to 480	275 to 300	295 to 320	-	475 to 500	390 to 415	390 to 415	-	290 to 315

Scenario Analyses

Metrics used to analyze scenarios

- **Financial feasibility**
- **Market potential**
- Environmental remediation
- Traffic generation
- Municipal fiscal impact (including schools)
- Job creation
- Affordable housing production

Surrounding neighborhood

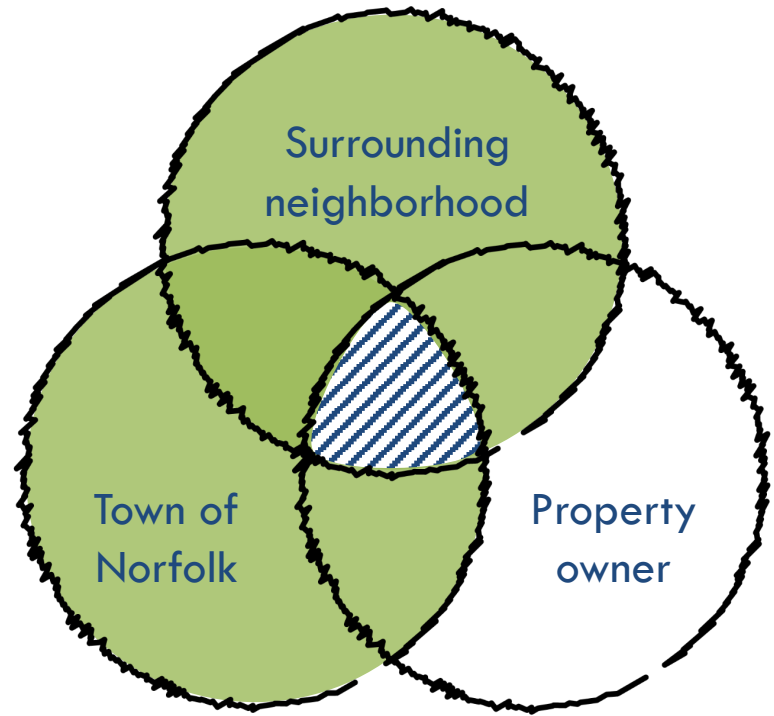Town of Norfolk

Property owner
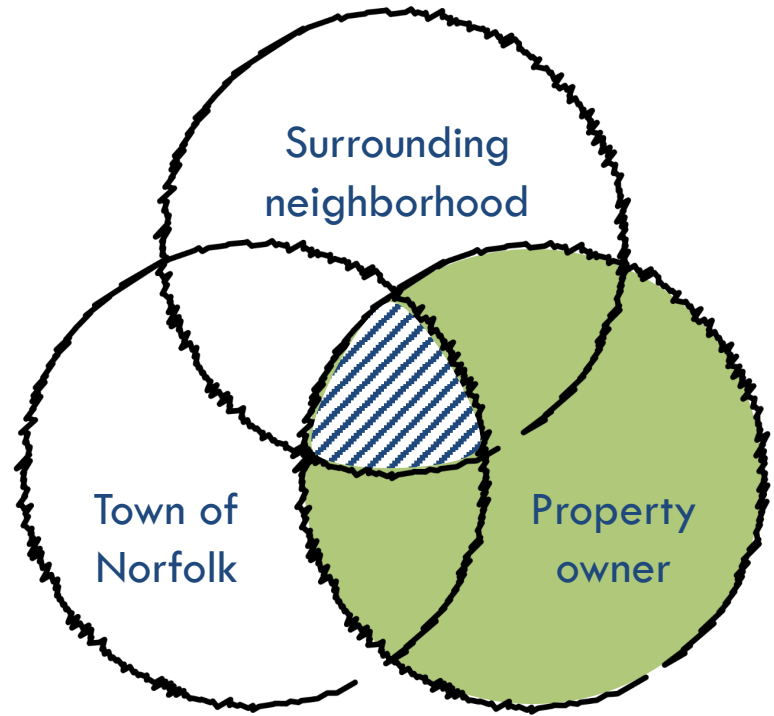
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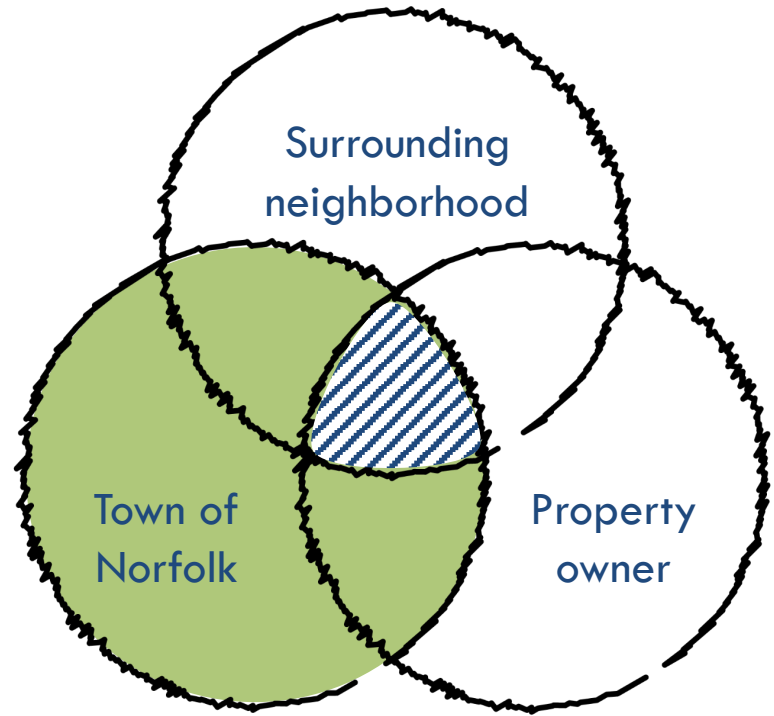- Job creation
- Affordable housing production

Metrics used to analyze scenarios

- Financial feasibility
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- Traffic generation
- Municipal fiscal impact (including schools)
- **Job creation**
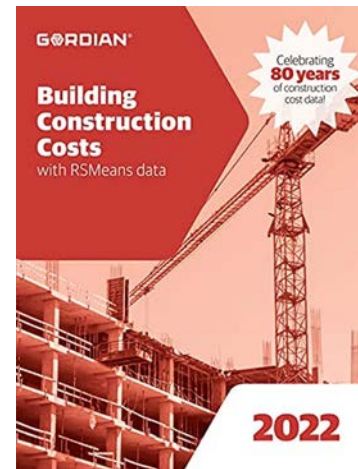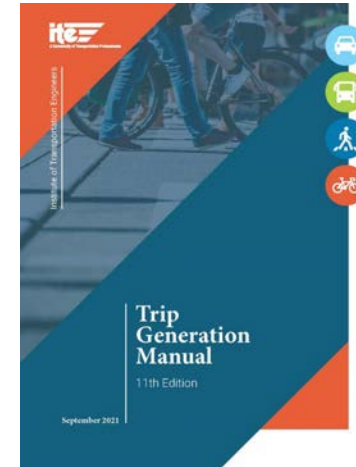- **Affordable housing production**

Surrounding neighborhood

Town of Norfolk

Property owner

Analyses Methodology

Methods

- Residual land value analysis

- Fiscal impact analysis

- Market research

- Trip generation calculations

Sources

Financial Feasibility Ranking

most potential

5A: Light Industrial

5F: Warehouse with Residential

2D: Assisted Living

5D: Assisted Living

- -

2B: Commercial

2C: Retail, office, residential

4B: Mixed-Use Development

5B: Mixed-Use Development (more residential)

5C: Mixed-Use Development (more commercial)

5E: Solar Farm

- -

2A: Senior Housing

3A: Major Residential Development (40B)

4A: Major Residential Development (40R)

4C: Modest-Scale Residential

1A: Hospital Related Uses

least potential

Market Potential Ranking

most potential

5F: Warehouse with Residential

4C: Modest-Scale Residential

3A: Major Residential Development (40B)

4A: Major Residential Development (40R)

- -

5A: Light Industrial

5D: Assisted Living

5E: Solar Farm

5B: Mixed-use, more residential

5C: Mixed-use, more commercial

4B: Mixed-use Development

- -

2D: Assisted Living

2C: Retail, office, residential

2A: Senior Housing

2B: Commercial

1A: Hospital Related Uses

least potential

Fiscal Impact Analysis Ranking

most tax revenue

All scenarios resulted in positive projected annual tax revenue

least tax revenue

1A: Hospital Related Uses

2A: Senior Housing

5C: Mixed-use, more commercial

5D: Assisted Living

5B: Mixed-Use, more residential

2B: Commercial

3A: Major Residential Development (40B)

5F: Warehouse with Residential

4A: Major Residential Development (40R)

2C: Retail, office, residential

4B: Mixed-Use Development

4C: Modest-Scale Residential Development

5E: Solar Farm

2D: Assisted Living

5A: Light Industrial (does not account for equipment and other taxable items)

Environmental Remediation Comparison

Full Remediation

3A: Major Residential Development (40B)

4A: Major Residential Development (40R)

4B: Mixed-Use Development

4C: Modest-Scale Residential

5B: Mixed-Use, more residential

5C: Mixed-Use Development, more commercial

5D: Assisted Living

5F: Warehouse and Residential

- -

Partial Remediation (cap landfill)

5A: Light Industrial

5E: Solar Farm

- -

1A: Hospital Related Uses

2A: Senior Housing

2B: Commercial

2C: Retail, office, residential

2D: Assisted Living

Difficult to support Remediation

Trip Generation Ranking

least traffic

most traffic

5E: Solar Farm

2D: Assisted Living

2A: Senior Housing

5D: Assisted Living

4C: Modest-Scale Residential

5F: Warehouse with Residential

4A: Major Residential Development (40R)

5A: Light Industrial

3A: Major Residential Development (40B)

2C: Retail, office, residential

4B: Mixed-Use Development

5B: Mixed-Use Development, more residential

5C: Mixed-Use Development, more commercial

2B: Commercial

1A: Hospital Related Uses

Summary of Scenario Analysis

	1A Hospital Related Uses	2A Senior Housing	2B Commercial	2C Retail, office, residential	2D Assisted Living	3A Major residential develop. (40B)	4A Major residential develop. (40R)	4B Major residential develop. (40R)	4C Modest scale residential	5A Light industrial	5B Mixed-use, more residential	5C Mixed-use, more commercial	5D Assisted Living	5E Solar Farm	5F Warehouse and residential
Financial feasibility	—	✓	✓	✓	+	✓	✓	✓	✓	+	✓	✓	+	✓	+
Market potential	—	—	—	—	—	+	+	✓	+	✓	✓	✓	✓	✓	+
Fiscal impact	+	+	+	+	✓	+	+	+	+	✓	+	+	+	✓	+
Environmental	—	—	—	—	—	+	+	+	+	✓	+	+	+	✓	+
Traffic	—	+	—	✓	+	✓	✓	✓	+	✓	—	—	+	+	+
Local jobs	+	✓	+	+	+	✓	✓	+	✓	+	+	+	+	✓	+
Affordable housing	—	✓	—	✓	✓	+	+	✓	✓	—	✓	✓	+	—	+
Total	4	7	5	7	8	11	11	10	11	8	9	9	13	7	14

Legend

+ Most positive comparatively (+2)　　✓ Less positive comparatively (+1)　　— Negative comparatively (0)

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Reflections

Development Viability

- Financial feasibility
- Market potential
- Environmental remediation
- Traffic generation
- Municipal fiscal impact (including schools)
- Job creation
- Affordable housing production
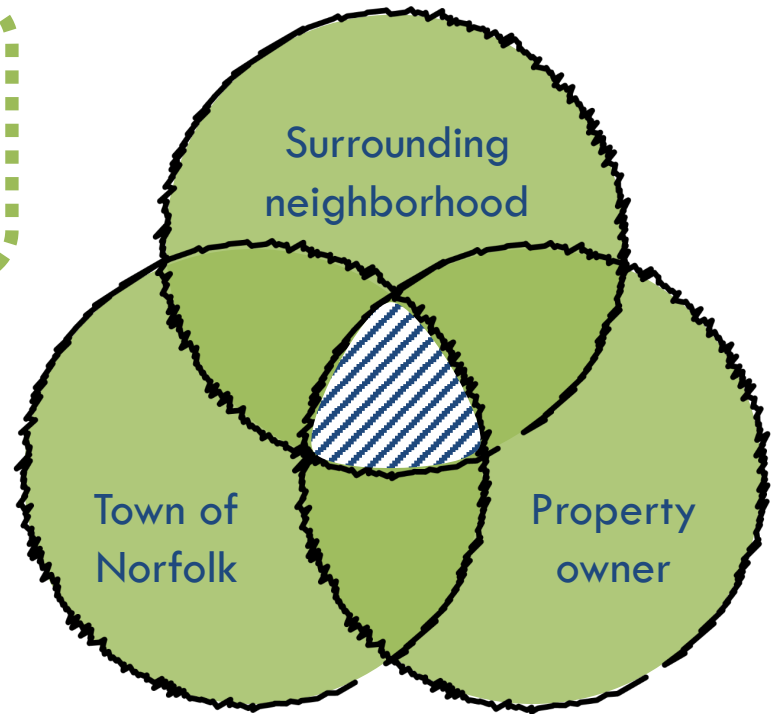
Viable Development Scenarios

- Light industrial/warehouse

- Light industrial/warehouse with residential

- Assisted living

- Major residential development (400+ units)

- Modest-scale residential (300+ units)

Community Feedback – Appropriate Uses

most appropriate

Protected open space uses (89% support/9% don't support)

Restaurant uses (84% support, 15% support)

Retail uses (79% support/21% don't support)

Clean energy production uses (71% support/20% don't support)

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Office and commercial uses (67% support/31% don't support)

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least appropriate

Refocusing the Conversation

- Current zoning is not feasible

- We are learning that certain uses and approaches are also not feasible:
  - Solar Farm
  - Hospital or hospital-related uses
  - Retail Center
  - Community Retail
  - Office Park
  - Open Space only
  - Single Family Homes

Refocusing the Conversation

- How best to focus on the scenarios that provide the greatest opportunity for viability?
  - Residential development
  - Assisted living
  - Light industrial or warehouse

- How can we translate the community vision and concerns into zoning that will help to create an acceptable and/or attractive outcome?

- Not trying to determine a single recommended outcome

Next Steps

- Gather reactions and feedback to the scenarios analysis

- Translate scenarios analysis into potential approaches to zoning concepts