

Town of Clinton Master Plan

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Clinton Planning Board
Clinton Master Plan Committee

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Chapter 1 Master Plan Goals

1. Master Plan Goals

Major “Cross-Cutting” Goals

- ◆ Strengthen Clinton’s role as a **regional economic center** by keeping existing industries and attracting new ones, providing a durable employment base, and capturing regional trade in Downtown Clinton.
- ◆ **Restore town pride** by improving Clinton’s appearance and the quality of life for residents, and marshaling public and private resources to achieve these ends.
- ◆ Create a **healthy, strong and cohesive community** by encouraging public participation in the civic life of the town, valuing land and water resources, and providing social, cultural, educational and recreational services that benefit people of all ages.



Clinton Master Plan Workshop, April 2007. Photo by Community Opportunities Group, Inc.

Land Use

- ◆ Encourage **commercial development of appropriate type, scale and appearance**, considering surrounding land uses, setting and context.
- ◆ Make **fair, timely permitting decisions** by publishing clear development standards and applying them consistently.
- ◆ Institute growth management policies that **encourage infill development and reuse of existing buildings** over new development in outlying areas of town.
- ◆ **Protect the town’s historic architectural character** by providing for creative ways to convert older residential and nonresidential buildings to new uses.
- ◆ Provide **professional support** to Clinton’s planning, development review, and permitting boards.
- ◆ Establish land use policies that recognize the **importance of gateways** for shaping the perception of a community.

Economic Development

- ◆ Provide **locally-oriented retail and services** to serve residents of Clinton and the surrounding small towns.
- ◆ Promote Clinton as a **destination for shopping, dining, cultural activities, and recreation**.
- ◆ **Preserve the mills** by providing regulatory, tax and other development incentives to make them marketable for a wide variety of uses.
- ◆ Maintain **high standards of design** and maintenance in existing and new commercial developments.
- ◆ **Strengthen and diversify Clinton's employment base** to provide high-quality jobs and high revenue-generating development.



Downtown Clinton. Photo by Community Opportunities Group, Inc.

Housing

- ◆ Encourage **homeownership**.
- ◆ Preserve the **historic character and mix of housing** in Clinton and the urban form of downtown-area neighborhoods.
- ◆ **Improve housing quality** and ensure that landlords maintain their buildings.
- ◆ **Protect residential neighborhoods** from incompatible uses and environmental hazards.
- ◆ Provide Clinton's **regional "fair share" of affordable housing** and protect the town from large, unwanted comprehensive permit developments.

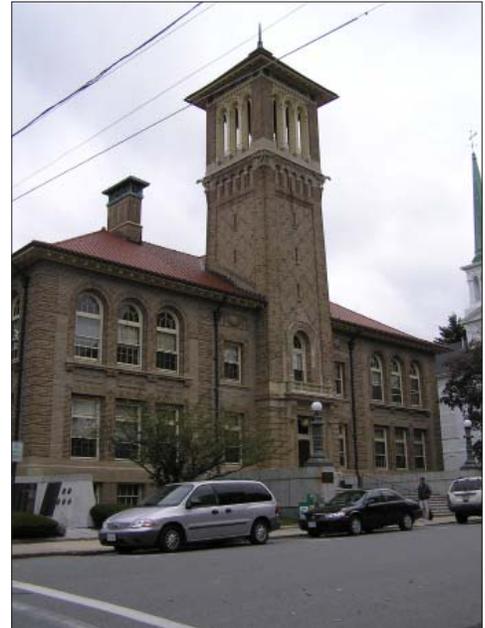
Community Character: Open Space, Natural and Cultural Resources

- ◆ **Protect Clinton's historic architecture** from inappropriate alterations, abandonment and demolition.
- ◆ Promote **conservation of land and water resources** and **protection of wildlife habitat** through public and private actions to save Clinton's remaining open space.
- ◆ Preserve **scenic landscapes, viewsheds and scenic roadways**.
- ◆ **Reduce the risk of water resource contamination** through remediation of environmental hazards, environmental performance standards for new development, and protective zoning in water resource areas.

- ◆ Promote **public use and enjoyment of Clinton’s cultural institutions and open space** and recreation areas.

Community Facilities and Services

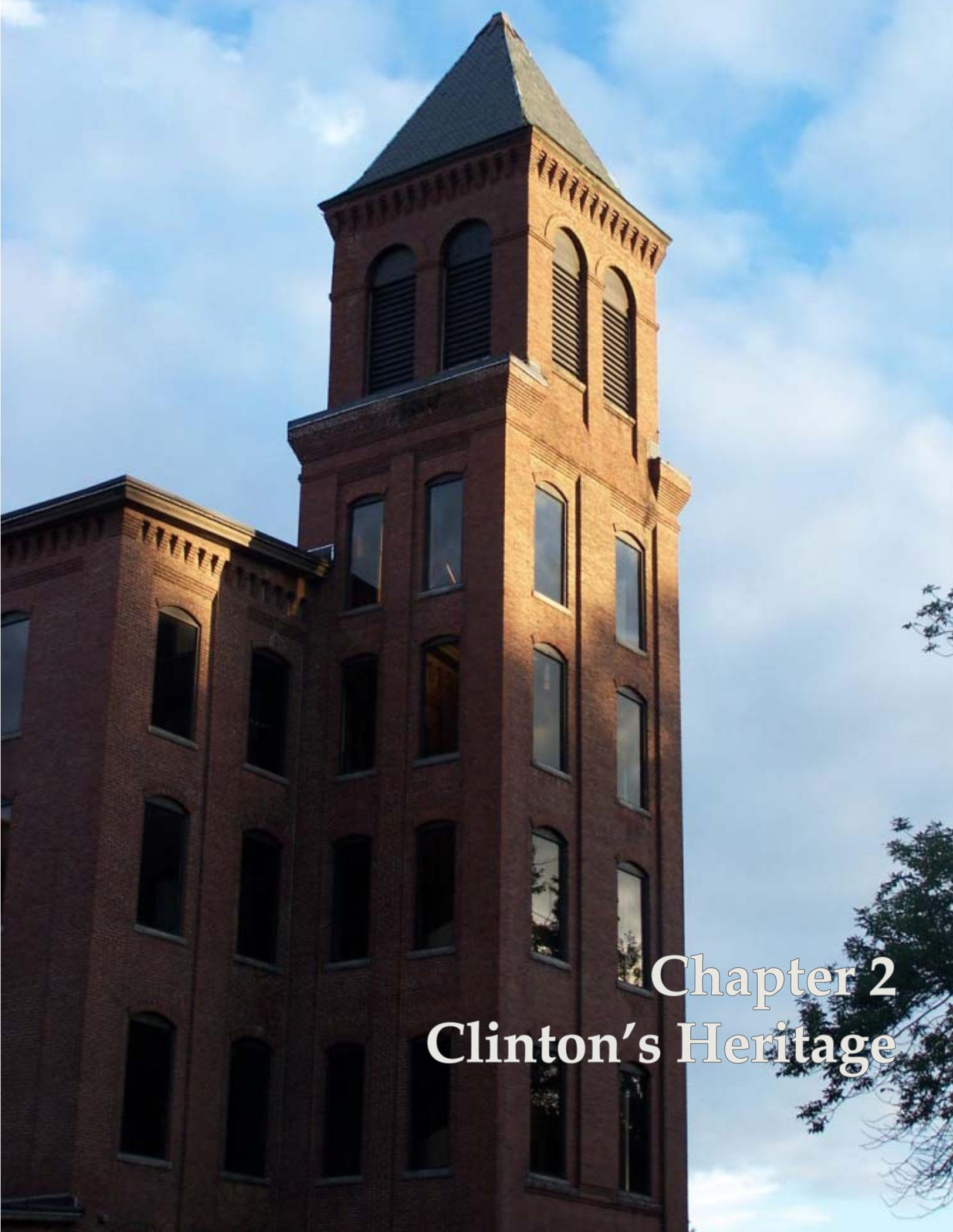
- ◆ Improve **coordination, management and maintenance** of town-owned properties.
- ◆ Assure that **municipal facilities remain functional** for the purposes they are intended to serve.
- ◆ Provide municipal departments with the **personnel, equipment and technology** they need to provide the services that residents and businesses expect from local government.
- ◆ Institute and maintain **environmentally responsible practices in energy and water use** in municipal and school facilities.
- ◆ Establish, fund and implement a **Capital Improvements Plan (CIP)** to provide adequate infrastructure, utilities and services as Clinton continues to grow and change.



Clinton Town Hall. Photo by Community Opportunities Group, Inc.

Transportation

- ◆ Provide a **safe, well-maintained pedestrian circulation system** that encourages people of all ages to walk.
- ◆ Expand **public transportation** services for Clinton residents and employees of Clinton businesses.
- ◆ Continue to pursue the **planned bicycle trail** along abandoned railway lines through Clinton.
- ◆ Provide adequate **off-street parking** to meet the needs of businesses and residential neighborhoods in the center of town.
- ◆ Enhance neighborhood quality and the overall appearance of the town through **roadway and streetscape design standards**.



Chapter 2
Clinton's Heritage

2. Clinton's Heritage

SETTING & CONTEXT

Located 13 miles northeast of Worcester and 35 miles west of Boston, Clinton is a rural economic center with the signature qualities of an old industrial village: grand historic mill buildings, workers' housing, and a compact downtown with mid- to late-nineteenth century commercial, civic, and institutional buildings. At only 5.7 square miles, Clinton is the state's 19th smallest town. While its industrial past is similar to that of many small communities in Massachusetts, Clinton has an unusual feature – the Wachusett Reservoir – which has significantly influenced its history and development pattern.

Clinton's visual character is based on its steep, hilly terrain, its well preserved mill buildings and historic neighborhoods, and the presence of the Wachusett Reservoir. This blend of natural and man-made features is typical of many New England mill towns. However, Clinton stands out because it is a relatively well preserved mill town located not only in a steep gorge but also next to a major regional reservoir. In addition, Clinton's rolling landscape and relatively limited development pressures have helped to preserve its beauty. It remains a densely settled town surrounded by open space and rugged natural features, such as steep wooded bluffs, rocky gorges, deep river valleys, woodland ponds and farmland. The contrast between Clinton's densely settled historic mill village and outlying open spaces sets it apart from most of its contemporaries.

Clinton's major community institutions can be found in the center of town: schools, churches, municipal buildings, downtown shops and

banks, and the community's "front yard", Central Park. "Down-slope" from the center lies the town's mill complexes: Lancaster Mills to the southeast, the Bigelow Carpet Mills to the south, the Clinton Company Mills to the southwest, the Clinton Wire Mills to the northwest, and the Prescott Mills to the north. Within the ring of hills around Downtown Clinton, one finds the town's neighborhoods. Some, like the Acre, Burdett Hill, Greeley Hill, and Cedar Hill, ride atop the hills, and others, such as Germantown, Duck Harbor, and the California, sit within the valleys. To the north, the sandy North End slopes gently toward Lancaster. Each of these neighborhoods has a unique development history and recognizable boundaries, and Clintonians continue to identify with their neighborhoods.

Clinton has many scenic attributes. Its topography provides views of an interesting and appealing built environment defined by church spires, clock towers and compact neighborhoods, and Wachusett Mountain, which can be seen from various locations throughout the town. In addition, Clamshell Pond is a particularly beautiful area, surrounded by farms, woods and a few scattered houses. The site of early Indian and English farming communities, Clamshell Pond lies within the viewshed of Reuben's Hill in Berlin, a landscape listed in the Massachusetts Landscape Inventory as a distinctive place.

Though located within reach of three interstate highways, Clinton is somewhat remote from the region's major transportation arteries. State Routes 62, 70, and 110 connect Clinton to the adjacent towns of Lancaster to the north, Bolton and Berlin to the east, Boylston

to the south, and Sterling to the west, and eventually to I-495, I-190, and the Massachusetts Turnpike. Two freight rail lines currently serve Clinton: the Worcester Railroad, owned by CSX Corporation, with a north-south route connecting at larger yards in Worcester and Ayer, and the Fitchburg Secondary Track, owned by the Boston & Maine, with an east-west route connecting in Fitchburg and Framingham. The three state roads and two active rail lines intersect at Hamilton Square. Until 1959, a segment of the Central Massachusetts Rail also provided services in Clinton, but it has been abandoned and much of its right-of-way has been converted to recreational use.

History

EARLY INDUSTRIAL PURSUITS

Natural resources played a key role in Clinton's history, land use patterns, and economic prosperity. The abundance of useful water and the topography of its hills conspicuously defined the town's historic development and built fabric. The first European settler within Clinton's present boundaries, John Prescott, was drawn to the area by the running waters of South Meadow Brook, where he established Worcester County's first recorded grist mill in 1654, reportedly just north of the present-day Prescott Mills on Water Street. Five years later, Prescott constructed a sawmill upstream on the same brook in the present-day location of the Bigelow Mills on Main Street. A half-mile trench augmented the flow of South Meadow Brook, connecting the waters of Sandy Pond to the brook just above the sawmill dam. The sawmill operated until 1809, and improvements to the dam in 1801 created the nub of impounded water that eventually became Coachlace Pond.

Other families settled in Clinton (then part of Lancaster) during the 1700s: Allen, Goss, Sawyer, Chace, Rice, Burdett, Larkin, and Lowe. Some of their homes still stand on Main and Chace Streets, and their family names survive today as place-names or street-names. Other early settlement areas include the vale of the South Branch of the Nashua River, now occupied by Lancaster Mills, as well as the north end of Main Street and the low-lying areas adjacent to Clamshell Pond, the only signifi-

cant water body that has not been re-shaped by human hands.

While farming was the area's principal enterprise during the post-revolutionary era, local histories mention other activities that relied on the latent water power present in the landscape. In 1790, a dam and sawmill were constructed between the 22-foot descent that separated Prescott's two privileges on the South Meadow Brook. By 1804, a nail factory had been established south of Prescott's sawmill, and in 1810, a dam was constructed on the Nashua River to service a gristmill and sawmill at the present-day site of the Lancaster Mills. Comb factories on South Meadow Brook (1813), Rigby Brook (1823) and the Nashua River at the base of Harris Hill (1830-31) were established over the next two decades. The Nashua River comb factory was enlarged many times and remained in operation for over 50 years. The abutments of its dam remain visible today.

Larger-scale industrial activity began in 1809, when David Poignand and Samuel Plant purchased the Prescott sawmill privilege on South Meadow Brook and built a factory for the manufacture of linens. Poignand and Plant raised the height of the dam at their site, and in 1814, they raised the intermediary sawmill dam (1790) to provide more predictable power upstream. Their factory, the Lancaster Cotton Manufacturing Company, was an exact contemporary of the enterprise established by Francis Cabot Lowell in Waltham and built on the same model of integrated production. While the Lancaster Cotton Manufacturing Company was short-lived (it dissolved in 1838) it remains important as an early demonstration of the new economies and new populations that would eventually transform Clinton into a major employment center. While local farmers supplied the main source of labor for Clinton's earlier industries, Poignand and Plant's new enterprise demanded full-time workers. The needs of this new workforce required the construction of housing and the development of a small industrial village, originally known as Factory Village.

THE BIGELOW BROTHERS

Clinton's evolution and its place within the region changed irreversibly when Erastus and Horatio Bigelow bought the Lancaster Cotton Mill Company in 1838 and replaced it with their first factory, the Clinton Company. Erastus Brigham Bigelow, born in West Boylston in 1814, invented mechanical looms for the manufacture of coachlace trim, counterpane cloth, gingham cloth, ingrain carpet, Brussels jacquard carpet, and woven wire fabric. The industries fostered by each of these inventions, guided by the managerial acumen and civic aspirations of his older brother Horatio Nelson Bigelow, were decisive in shaping the form of Clinton and its separation from Lancaster in 1850.

In 1841, the Bigelows opened a second factory, the Lancaster Quilt Manufacturing Company, downstream at the site of the present-day Prescott Mills. Their main products are memorialized in Clinton's landscape: Coachlace Pond and Counterpane Brook. The second factory flourished and grew, necessitating enlargement of the Factory Village (re-christened "Clintonville") and more intensive reconfigurations of the landscape. The South Meadow Brook dam was demolished again in 1843, this time completely inundating the valley, enlarging Coachlace Pond and creating South Meadow Pond. The shores of two natural ponds, Mossy Pond and Sandy Pond, were breached to mingle their waters with South Meadow Pond, and an earthen dam was constructed across Rigby Brook, the natural outflow of Mossy Pond, in order to redirect its waters toward the Clinton Company's turbine. In the early years of the Clinton Company, these waters were carried to the mills by an open canal dug from the northeast corner of Coachlace Pond. The canal was eventually filled in, but remnants of it can be seen at Duffy Park. The cast-iron gates of the conduit feed and by-pass network remain on the grounds of the mill as does an original turbine in the sub-basement.

In 1843, the Bigelows purchased the privilege and small dam that had been constructed on the Nashua River in 1810, and they established the Lancaster Mills a year later. The Lancaster Mills manufactured gingham cloth

on looms invented by Erastus Bigelow. For 85 years, the Lancaster Mills served as Clinton's largest employer, with a peak employment of 2,250 in 1920. The success of the Lancaster Mills and the wealth it produced are largely responsible for Clinton's incorporation as a town in 1850.

The Bigelows' chief engineer was John C. Hoadley, one of the original trustees of the Massachusetts Institute of Technology (MIT). Hoadley laid out the plan of streets seen in Clinton's town center today. Housing was constructed for workers and the emerging managerial class. Two public parks, Central Park (1852) and Carlisle Park (1857), and Clinton's main community institutions were designed and built during this period as well: schools, religious societies, a public library, the Woodlawn Cemetery, and a bank. A retail district emerged on High Street and the Worcester and Nashua Railroad arrived in 1847, connecting Clinton to the larger world. Clinton's population increased from about 300 in 1830 to 3,115 by 1850.

As the dictates of manufacturing transformed Clinton's landscape and topography, the community's population changed, too. Foreign-born labor and skilled workers began to arrive by 1850. The first decades of Clinton's incorporation witnessed a large influx of Irish, German, and Scottish immigrants. Many of the German and Scottish immigrants were skilled weavers. They settled on Scotch Hill, an archaic name for a portion of the neighborhood known today as the Acre, and Germantown, situated between Cedar Hill and the north bank of the Nashua. Even prior to the famine migrations of the late 1840s, the Irish were firmly established in Clinton. In 1845, Worcester County's third Catholic Church was convened in Clinton. By the Civil War, one in four Clinton residents were Irish-born. Today, the Irish Americans remain Clinton's predominant ancestral group.

THE WACHUSETT RESERVOIR

During Clinton's first 50 years as a town, industry prospered and the resident population more than tripled, yet the landscape remained fundamentally unchanged. The settled areas increased, but mainly along the lines estab-

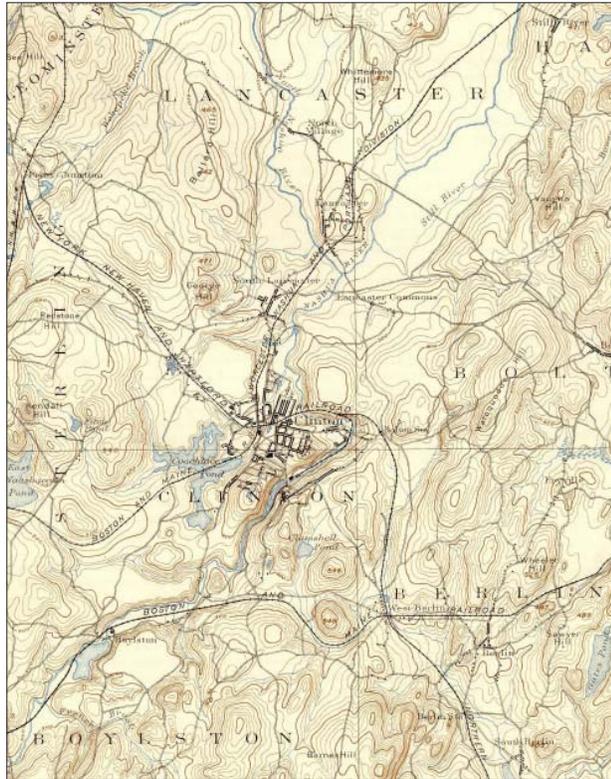
CLINTON MASTER PLAN

lished in the antebellum era. As the nineteenth century drew to a close, however, the needs of a population far removed from Clinton forever altered the town's landscape.

In 1896, the Massachusetts General Court gave the recently formed Metropolitan Water Commission rights to use the South Branch of the Nashua River for a reservoir to meet Boston's growing demand for potable water. Over the ensuing ten years, the construction of the Wachusett Reservoir and dam dramatically reconfigured the southern end of Clinton. The Carville Brook, Carville Pond, and Mine Swamp Brook were entirely inundated. Sandy Pond was lost to the construction of the North Dike, and South Meadow Pond was reconfigured. Minor shops and dams along Carville Brook and Mine Swamp Brook and a number of historic homes were destroyed. The Central Massachusetts Railroad and numerous local roads were re-aligned, and the contents of Clinton's Catholic cemetery were relocated to Greeley Hill.

The dam project ultimately provided one of Clinton's great public spaces, with the parkland at the base of the Wachusett Dam based on designs by noted landscape architect Arthur Shurtleff. However, the construction of the dam had a devastating impact on the town's riverine landscape. Nineteenth-century post cards portray an idealized image of the river environment, but by the twentieth century, the banks of the Nashua River became home to a slaughterhouse, a metal scrap yard, and a wastewater treatment facility.

At the turn of the century, the continued prosperity of local industries and the construction of the Wachusett Reservoir triggered a new wave of immigration. Italians, Poles, Greeks, and Eastern European Jews came to Clinton in significant numbers. Each group established its own local societies and houses of worship, many of which survive today. By 1930, Clinton's population had reached 12,817: four times the number of people living in town on the date of its incorporation.



Clinton before construction of the Wachusett Reservoir. United States Geological Survey (USGS), Marlborough, MA Quadrangle, 1898 (surveyed 1886). Source: University of New Hampshire Dimond Library, Historic USGS Maps of New England and New York.

CHANGING TIMES

In the 1920s, Clinton began to feel the effects of the declining New England textile industry. Between 1926 and 1930, the Lancaster Mills and Bigelow Carpet Mills lost more than 3,500 jobs. During the Great Depression, Clinton's unemployment rate exceeded 50 percent and the town nearly went into receivership, much like a number of other small mill towns in Massachusetts. Local efforts eventually helped to revive the town. Residents acting as the Industrial Commission of the Clinton Chamber of Commerce purchased and subdivided the Lancaster Mills complex and brought new industries to Clinton. One of these companies, the Colonial Press, became Clinton's largest employer until it suddenly closed in 1977, causing the unemployment rate to rise to over 30 percent.

Since the 1970s, Clinton has witnessed the adaptation of new industries to its nineteenth-century industrial landscape. Dunn & Company, the nation's largest commercial re-binder, succeeded Colonial Press; Weetabix succeeded Van Brode Milling (successor to the Ameri-



View of the Wachusett Reservoir and Dam, from above Lancaster Mills. Photo by Harry Dodson.

can Cereal Co.); Lloyd & Bouvier succeeded ITT Suprenant (successor to the Clinton Wirecloth Company); and the technology of injection-molded plastics, developed by Fred Kirk in his garage on Brook Street, brought about Nylco, Injelectronics, and Nypro – today the town's largest employer. New immigrant groups have adapted to Clinton's nineteenth-century housing, too. People from the Dominican Republic, Brazil, Haiti, Puerto Rico, and Central America have enriched Clinton with their presence and their institutions.

The wave of prosperity in Eastern Massachusetts has brought Clinton within the orbit of metropolitan Boston. As a result, the town and its landscape have become vulnerable to development pressures of a magnitude not seen for many years. Compared with other towns in the region, Clinton's late-twentieth century growth was slow and incremental, but Clinton was already a maturely developed town by the time Boston-area Baby Boomers began to seek homes west of the city. The new growth that did occur took place in the sparsely populated North End, built out as an agglomeration of industrial and residential uses, and at the periphery of established neighborhoods. The exceptions include the

establishment of post-war residential neighborhoods on Woodruff Heights and at Lakeside, a public housing complex, and the late twentieth-century construction of two large condominium developments, Ridgefield and the Woodlands. Highway-oriented retail has been established at the north end of Main Street.

The combination of economic and natural factors that originally brought industry, commerce, and people to Clinton inspired a vibrant and cohesive community. Clinton's old mills, ornate churches, and mixed residential neighborhoods attest to its history as a thriving manufacturing village. Its central downtown provides essential goods and services, recreational amenities, and sense of place. Due to the economic downturn of the 1930s and the eventual abandonment of the industrial landscape, Clinton's historic fabric was essentially "mothballed" and preserved for future uses. A key challenge for this Master Plan will be to identify ways that Clinton can evolve and prosper while preserving its heritage and beauty.



The
Old Timer
Restaurant

DR. MARK J. PASCIAK
CHIROPRACTIC
PHYSICIAN
Doctor Quiropractico

McNall
welcome

Chapter 3 Existing Conditions & Trends

3. Existing Conditions & Trends

LAND USE

Land use is the physical arrangement and intensity of residential, commercial, industrial and institutional development, open land, natural resources and roadways. Understanding the **land use pattern** in a town is important for understanding its future development potential and identifying realistic options for achieving its goals.

Land Use Pattern

Clinton's land use pattern is a product of its history, physical features, transportation routes, and the imprint of modern zoning. Like other 19th century industrial villages, Clinton has a fairly compact center and lower-density development around the outskirts of town (Map 3.1).¹ At the heart of the historic center is Downtown Clinton, with commercial, institutional and industrial buildings and a formal town common known as Central Park. These uses are organized around a classic street grid formed by Church, Walnut, High, Nelson and Main Streets, with Water Street to the north and Union Street to the south. Densely settled neighborhoods lie to the east and north of Downtown Clinton, and industrial uses form pockets of activity along the town's still-active and abandoned railroad tracks.

Small parks can be found throughout the neighborhoods, but overall, Clinton does not have many large tracts of open space. The vast majority of the protected open space in Clinton consists of land bordering the Wachusett Reservoir, the town's most visible landscape feature. Clinton does have land devoted to public uses, however. The town owns approx-



Clinton's compact neighborhoods. Photo by Philip Duffy.

imately 322 acres, much of it used for schools, municipal buildings, and parks, playgrounds and playing fields. There are also some publicly owned tracts of conservation land, including a recent open space acquisition near Clamshell Pond. Much of the open space in Clinton is urban or institutional greenspace, such as the grounds of municipal buildings, educational and religious uses, which make a significant contribution to the town's beauty and the pedestrian "feel" of its historic center.

The entire town consists of just over 4,650 acres, including open water. Over time, Clinton's 3,611-acre land area has been divided into many small parcels. Today, the average parcel size in Clinton is about 0.67 acres, but excluding all of the land in public and non-profit ownership – that is, parcels that tend to be relatively large – the average is closer to 0.41 acres. These kinds of statistics separate Clinton from virtually all of its neighbors, for Clinton is surrounded by towns with very low-density residential development and in some cases, vast amounts of open space. Though

¹ See Appendix D, Master Plan Maps.

CLINTON MASTER PLAN

not a city, Clinton has the urban fabric of so many small regional economic centers that once brought capital, jobs, and commerce into rural parts of the state.

DISTINCTIVE AREAS

Clinton's roadways provide useful markers for identifying differences in its land use pattern. The town is crossed by three state-numbered roads – Routes 62, 70 and 110 – and two well-traveled, non-numbered routes connecting Clinton with Bolton and Berlin. For the most part, these roadways and the town's historic railroad tracks divide Clinton into discrete land use nodes.

Main Street, which extends from the Lancaster town line to the north to the Sterling line in southwest Clinton, includes portions of Route 70 and Route 110 and runs parallel to the Boston-Maine (Guilford) railroad tracks. Not surprisingly, there is quite a bit of industrial development along both sides of Main Street, mainly in the central and northern parts of town. The most intensively developed section of Clinton lies east of Main Street, roughly between Allen Street and Union Street, and transitions from a predominantly commercial and industrial pattern to a dense mix of housing in the vicinity of High Street, extending along both sides of Water Street to the floodplain of the Nashua River.

South of Downtown Clinton in an area bounded by Union Street, Mechanic Street, the lower end of Chestnut Street (Routes 62/70) and Lancaster Mill Pond, Clinton has moderately dense neighborhoods of single-family and two-family homes, some built around the turn of the century and others following World War II. These neighborhoods occupy an area with fairly steep slopes that crest at Burditt Hill, an elevation of 510 feet MSL overlooking the Wachusett Reservoir and Lancaster Mill Pond.

West of Main Street, the area north of Rigby Street and the CSX railroad tracks contains a collection of relatively dense land uses: industrial, institutional, moderately dense housing dating to the first half of the 20th century, and limited commercial development. A steep hillside just west of Adams Street partially

divides the industrial uses from Clinton Hospital and the residential neighborhoods that make up Greeley Hill.

In contrast, lower-density land uses extend south of Rigby Street, where a limited network of curvilinear streets indicates a conspicuous break in the development pattern found elsewhere in Clinton. The town's historic cemetery, Woodlawn, and two public housing developments are in this area, but most of the land along Rigby Street and Fitch Road is composed of recent single-family home development in an area known as the Duck Harbor/Rigby neighborhoods. Clinton's ponds are located in this area as well. Some industrial uses, the school complex, a limited assortment of residential and commercial uses occupy the southern end of Main Street.

East of the Nashua River floodplain to the Lancaster and Bolton town lines, the area north of Water Street and Bolton Road is forested, residential, and largely disconnected from the rest of town. Unlike the street grid that defines downtown Clinton, the roads in northeast Clinton are largely dead-end, curvilinear streets serving the homes that have been built there since the late 1950s. Single-family residences occupy small or moderate-size lots along Mount View Drive, Lorraine Avenue, Woodruff Road and Milton Avenue, separated by a large townhouse development known as Ridgefield off Lancaster Road.

South of Water Street/Bolton Road, east of the flood plain and Green Street to the Bolton and Berlin town lines, the land use pattern north of Berlin Street and Oak Street is quite different from that of the southeastern end of town. The Lancaster Mills complex marks the westerly end of this area. Most of the development east of the mill is residential, with higher-density development along Oak Street, Acre Street, and the southern end of Chace Street, and lower-density single-family homes on Chace Street northward toward Bolton Road.

Clinton's southeastern quadrant, generally defined by Berlin Street, Oak Street and Boylston Street (Route 62/70), is forested and less developed than other parts of town. A ridge line of steep slopes crosses this area,

marking the divide between the Nashua and Concord River watersheds. There is a considerable amount of protected open space off Boylston Street on both sides of the watershed divide, including sixty-two acres recently acquired by the town (Rauscher Farm). Moderately dense residential development lines Berlin and Oak Streets, and just inside the town line on Berlin Street is Clinton’s largest condominium development, The Woodlands.

DISTRIBUTION OF LAND USES

Although Clinton has been substantially developed for a long time, the town has more vacant land than may be obvious on first glance. Much of the privately owned, vacant land has limited or no development potential, and the publicly owned vacant land tends to be use-restricted. This does not mean Clinton has already exhausted its potential for growth. In fact, Clinton has many opportunities for redevelopment and infill development due to the age and condition of its built assets.

A striking quality of Clinton is its mix of land uses and the density of established development. Roughly 40 percent of the town’s land is occupied by residential uses that range from traditional single-family homes to multi-family units in converted industrial buildings. Clinton also has a large inventory of two-family and three-family homes, many dating to the early- and mid-19th century. The balance of commercial and industrial development is somewhat inconsistent with the amounts of land that Clinton has zoned for these types of uses, but this is partially because the commercial districts include some housing and there are also some nonconforming business uses in Clinton as well.

VACANT LAND

Less than ten percent of Clinton’s total area is in vacant, privately owned parcels, many

Table 3.1
Class of Use by Number of Parcels and Total Acres

Class of Use	Parcels	Acres	Percent in Class
Residential			
Single-family homes	2,281	956.9	
Two-family homes	541	146.4	
Multi-family*	310	115.	
Condominiums*†	777	2.3	
Multiple residences	23	10.9	
Other residential	32	18.6	
Mixed uses	2	0.6	
<i>Total</i>	3,966	1,250.7	39.9%
Commercial			
Retail	59	44.3	
Restaurant	24	9.5	
Office	17	5.5	
Commercial warehouse/storage	19	16.7	
Other commercial	45	36.5	
<i>Total</i>	164	112.5	3.6%
Industrial			
Manufacturing	53	189.2	
Mining	2	23.2	
Utilities	16	31.8	
Industrial warehouse & distribution	5	77.2	
<i>Total</i>	76	321.4	10.3%
Vacant land (privately owned)	266	466.9	14.9%
Government, institutional, exempt	137	982.7	31.4%
<i>Total</i>	4,609	3,134.2	100.0%

*Source: Clinton Assessor’s Office, FY07 Parcel Data. *For purposes of this table, housing owned by the Clinton Housing Authority is reported as a multi-family use, not “government.” †Condominium acreage is not an accurate representation of the total amount of land supporting condominium developments in Clinton. Since the value of land controlled by a condominium association is assigned proportionally to the value of the housing units, assessor’s records usually omit land from the property record cards of individual condominium units. In some cases, the land associated with condominium developments is recorded as privately owned, vacant undevelopable land; see “Vacant Land.”*

constrained by wetlands or extremely steep slopes. According to data from the assessor’s office, Clinton has 266 vacant parcels with a combined total of 466.9 acres of land. However, the town classifies only 147 of these parcels (271.6 acres) as developable. Considering land with probable development potential, the vacant parcels that could be converted in the future include about 339 acres, ninety-four percent zoned for residential uses. Most of the parcels are small, perhaps with capacity to support a few new homes or a small business. On one hand, the development potential of these parcels is fairly limited; on the other hand, virtually all of the development that could occur will be obvious because Clin-

ton is small and many of its neighborhoods have so little “breathing space.”

In addition to privately owned vacant land, Clinton has partially developed parcels, or parcels with improvements and more land than the minimum area required under existing zoning. Among improved parcels with five or more acres of land, there are nine single-family residences with a combined total of 108.6 acres; three commercial properties with 25.8 acres, and six industrial properties with 213 acres. Not all of this land is developable, however. Determining the infill potential of commercial and industrial properties requires a site-by-site analysis and assumptions about what the infill uses might be, but as a general comment, the average nonresidential floor area ratio in Clinton today is fairly high for small towns: 0.47 for commercial properties and 0.82 for industrial properties. The more likely new growth potential exists on residential parcels, virtually all located in the Residential District (R2), which requires at least 18,000 sq. ft. for a legal lot and 28,000 sq. ft. if the lot is in a non-sewered area.

Clinton also has a large amount of land owned by government agencies and non-profit organizations (Table 3.3). Roughly one-third of the land has improve-

Table 3.2
Privately Owned Vacant Land

Use Class	Number of Parcels	Total Area (Acres)	Average Parcel (Acres)	# Parcels Over 5 Acres
Residential				
Developable	133	253.7	1.9	9
Potentially Developable	23	65.8	2.9	2
Undevelopable	60	88.1	1.5	4
Accessory Land	10	10.5	1.1	1
<i>Total</i>	226	418.1	1.9	16
Commercial				
Developable	11	13.7	1.2	1
Potentially Developable	3	1.0	0.3	0
Undevelopable	18	19.9	1.1	1
<i>Total</i>	32	34.6	1.1	2
Industrial				
Developable	3	4.2	1.4	0
Potentially Developable	2	0.7	0.4	0
Undevelopable	3	9.3	1.3	1
<i>Total</i>	8	14.2	1.8	1
<i>Total All Classes</i>	266	466.9		19
<i>Total Developable</i>	147	271.6		10

Source: Clinton Assessor's Office, FY07 Parcel Data.

ments, ranging from parking lots to major facilities such as Clinton High School. However, most of the land held by public or non-profit property owners is vacant and subject to some type of use restriction that precludes a change of use.

Growth and Change

In 1972, Clinton's first master plan predicted that the town would see very little new growth by 1990. At the time, development of all types – residential, commercial, industrial, public facilities and transportation – covered about 1,550 acres of land. The plan's low-side estimate for 1990 was an additional 200 acres of development and its high-side estimate, 400 acres, or a range of 1,740 to 1,950 acres that would be developed for active uses, mainly

Table 3.3
Land Owned by Government Agencies and Non-Profit Organizations

Ownership	Total	Improved	Vacant	Vacant Land-Restricted
Commonwealth of Massachusetts	596.9	68.7	528.2	528.0
Worcester County	6.0	6.0	0.0	0.0
Town of Clinton*	321.8	198.8	123.0	101.0
Non-Profit Charitable, Religious	57.7	50.6	7.0	2.8
Total	982.3	324.1	658.2	631.8

Sources: Clinton Assessor's Office, FY07 Parcel Data; Montachusett Regional Planning Commission, Open Space Inventory Map (June 2007). *For purposes of this table, "Town of Clinton" includes a small parcel owned by the Lancaster Sewer District. Note: this table excludes property owned by the Clinton Housing Authority.

Table 3.4
Land Use Change, 1971-1999

Class of Use	1971 Acres	1985 Acres	1990 Acres	1999 Acres
Agriculture	116.2	110.8	84.9	70.7
Forest and Wetlands	1,689.7	1,525.2	1,451.0	1,416.2
Outdoor (Active) Recreation	38.9	68.6	60.4	56.1
Higher-Density Residential*	510.9	545.4	600.2	600.2
Moderate-Density Residential	499.9	503.1	528.1	540.0
Low-Density Residential	30.0	44.6	82.1	137.1
Commercial	86.0	106.2	116.3	117.5
Industrial	137.8	137.8	140.3	140.6
Institutional/Urban Open Space†	225.6	257.4	204.5	288.3
Transportation	21.0	38.8	38.8	36.0
Open Water	1,043.2	1,043.2	1,045.7	1,041.2
Other Uses	255.0	273.4	302.1	210.5
<i>Total Acres</i>	4,654.3	4,654.3	4,654.3	4,654.3

Source: MassGIS, U-Mass Amherst Resource Mapping Project. *Higher-density residential includes two-family and multi-family development and single-family homes on small lots. †This class includes educational, religious, municipal and other governmental uses and their associated grounds.

residential.² In fact, the author of the 1972 master plan made a remarkably accurate estimate of the land use changes that might take place in Clinton over the ensuing twenty years. By 1999, Clinton had some 1,961 acres committed to the bundle of uses included in the master plan's growth forecast (Table 3.4).³ The changes are particularly obvious in Clinton's northeast corner: largely undeveloped in 1971 and substantially developed today.

The 1972 master plan anticipated that where real estate investment occurred, it would absorb not only available land, but also redevelopment and reuse opportunities presented by Clinton's historic built assets. Clinton has attracted both types of activity in the past thirty-five years. The acquisition and occupancy of the Bigelow Mill by Nypro, the redevelop-

ment of the Prescott Mills for senior housing, and the conversion of the Bigelow Mechanics Institute to the Museum of Russian Icons represent obvious examples of market interest in Clinton's historic properties. However, Clinton has witnessed less obvious changes in the use of older residential buildings, too.

When the market appeal of condominiums intensified during the 1980s, Clinton began to attract not only new condominium developments but also conversions of older multi-family rental units. Today, Clinton has nearly 760 more condominiums than the number that existed in 1986, the first year for which parcel classification data are available from the state. In the same period, Clinton attracted more interest in condominiums than single-family home development because from 1986 to 2005, the town gained just 402 new single-family dwellings.⁴ Most of the town's condominium units are in new-construction projects such as Ridgefield and The Woodlands, but some can be seen in conversions of multi-unit buildings on Nelson Street, High Street, Gorham Avenue, Nashua Street and Wilson Street. While the multi-family conversions did not cause a net increase in Clinton's total housing inventory, they most likely changed

² Philip B. Herr and Associates, *Planning for Clinton: The Clinton Master Plan* (1972), 27.

³ Note: Acres by land use reported in this section and Table 3.4 differ somewhat from the acres reported in Table 3.1 due to the sources of data used to measure land in use. Table 3.1 reports land use information by acres in *parcels*, drawing from records supplied by the Clinton assessor's office. In this section and Clinton's original master plan, acres in use represent acres "covered" by development, i.e., the sum of buildings and other facilities, the amount of land required to support them, and associated roadways. Since so much of Clinton's development is compact and relatively use-intensive, the difference between parcel acres and coverage acres is not very significant. This is quite different from the situation in very low-density communities, including several of the towns around Clinton.

⁴ Commonwealth of Massachusetts, Department of Revenue, Division of Local Services, "Parcel Counts by Property Class," 1986-2007 [Electronic Version], Municipal Data Bank, <http://www.dls.state.ma.us/mdm.htm>.

the way the properties are taxed, presumably to Clinton’s benefit.

Clinton has experienced a decline in new construction of all types of housing. The housing market has weakened considerably in the past three years, both regionally and nationally, due to several forces: saturation of the condominium market, a change in household formation rates, aggressive, high-risk credit practices among sub-prime mortgage lenders that eventually affected conventional credit as well, and an over-supply of age-restricted housing. In Clinton’s largest condominium development, The Woodlands, roughly one-third of the units approved for construction have actually been built. However, The Woodlands is hardly the only condominium project suffering from poor sales activity in Clinton’s region, and condominiums are not the only housing units with a declining sales volume. For Clinton, overall housing sales in 2007 were about sixty-two percent of the year-to-date sales tallied at the same time in 2005. Similar conditions exist in Lancaster and Boylston.⁵

In the past decade, Clinton has seen only a modest amount of investment in commercial and industrial space. From 2003 to 2007, Clinton issued just one new commercial building permit. The town also has approved additions to existing commercial or industrial buildings and these investments have benefited the tax base, but Clinton has not been able to capture the regional market for manufacturing, research and development, or higher-end office and retail space.

The same forces that have helped to “mothball” Clinton’s historic built assets also reduce its market appeal to companies seeking to locate in Central Massachusetts. Clinton’s beauty has stopped short of creating the prestige it needs to garner a fair share of the re-

Table 3.5
New Construction Building Permits and Demolition Permits, 2003-2006

Class of Use	Calendar Year				Total
	2003	2004	2005	2006	
Condominiums, Townhouses	83	30	108	4	225
Two-Family or Duplex	0	6	1	0	7
Single-Family Homes	47	84	26	23	180
Subtotal Residential	130	120	135	27	412
Commercial Structures	1	0	0	0	1
Demolition Permits	9	9	7	10	35

Source: Clinton Planning Department, 2007.

gion’s economic growth. Together, the town’s limited land supply, distance to the interstate highways system, lack of access to public transportation and modest household wealth make it difficult for Clinton to compete for new business development.

Zoning

Zoning serves as the primary tool for regulating development in every city and town. The Clinton Planning Board also administers subdivision regulations in accordance with state law, but the town has no local wetlands bylaw to supplement the Massachusetts Wetlands Protection Act (M.G.L. c. 131, s. 40), no local wastewater regulations to supplement Title V in non-sewered areas, and no local historic districts established under M.G.L. c. 40C. The absence of these tools means that for the most part, Clinton officials apply and enforce state requirements and negotiate to achieve developer cooperation with local policies. The exception is zoning, which is governed almost entirely by local regulations except for limits established by the state Zoning Act, M.G.L. c. 40A.

Clinton has five principal zoning districts (Map 3.2). For the most part, they reflect recommendations in Clinton’s 1972 master plan. Each district has a purpose, as follows:

- ◆ **Residential Neighborhood District (R1):** to provide areas in which sound residential development may occur and be protected from future conflict with incompatible nonresidential development. 836.2 acres.
- ◆ **Residential District (R2):** to provide an area for low-density residential uses, ag-

⁵ The Warren Group, “Median Housing Sales Price and Number of Sales,” Town of Clinton [Electronic Version], Town Stats, <http://www.thewarrengroup.com/>.

riculture, watershed protection, and conservation of natural resources. 3,182.8 acres.

- ◆ **Business-Retail District (BR):** to provide a downtown with the range of business sales and services generally found in a central business district and to preserve the historic period represented by the existing structures in the area. 67.6 acres.
- ◆ **Commercial District (C):** to provide areas for nonresidential uses serving sales, services and distribution uses, which are not compatible with the retail business district (downtown) areas or residential uses. 215.6 acres.
- ◆ **Industrial District (I):** to provide areas for office parks, industrial parks, manufacturing, fabrication, research, development and assembly, free from the intrusion of residential, retail or commercial uses that might be adversely affected by industrial activity. 352.1 acres.

Clinton also has two overlay districts.⁶ The Flood Plain Protection Overlay District restricts uses within floodway boundaries and the 100-year flood plain. The Wireless Communications Overlay District provides a mechanism for reviewing and acting upon proposed wireless communication facilities.

The boundaries of the R1 District largely correspond to areas that had already been developed for housing when Clinton adopted its first Zoning Bylaw ca. 1972. The R2 District covers all of the outlying areas that had less intensive residential development at the time and virtually all of the land that Clinton’s 1972 master plan identified as suitable for residential development. Much like the R1 District, the I District includes Clinton’s historic industrial nodes but also includes land off South Meadow Road, designated in the

1972 master plan for new industrial uses. The most significant difference between Clinton’s zoning today and the proposals laid out in the 1972 master plan is that land currently located in the C District was intended to be a transitional area with a mix of residential and other uses.

ECONOMIC DEVELOPMENT

Population Characteristics

Clinton’s location and population characteristics play an important part in shaping its economy. The town’s proximity to Worcester, Fitchburg, Leominster and Boston brings residents within reach of a wide range of jobs. Still, Clinton does not have convenient access to regional highways and public transportation, and these factors create constraints on the kinds of businesses the town can attract. Despite its historic role as a rural economic center that supplied jobs both for its own population and residents of the region, Clinton has not benefited from the prosperity that can be seen in many of the surrounding towns.

Clinton’s population grew rapidly between 1850 and 1930, from 3,115 to 12,817 people. Population growth stalled during the Depression, when many businesses closed or relocated. In 1980, Clinton had 12,771 residents, nearly the same as in 1930. Since the 1980s, Clinton has begun to regain population as new housing has been built on the outskirts of town. By 2000, Clinton’s population had

Table 3.6
Population Growth in Clinton and Surrounding Towns

Area	1970	1980	1990	2000
Berlin	2,099	2,215	2,293	2,380
Bolton	1,905	2,530	3,134	4,148
Boylston	2,774	3,470	3,517	4,008
CLINTON	13,383	12,771	13,222	13,435
Lancaster	6,095	6,334	6,661	6,380
Sterling	4,247	5,440	6,481	7,257
Worcester County	638,114	646,352	709,705	750,963
Massachusetts	5,689,377	5,737,037	6,016,425	6,349,097

Source: "Population of Massachusetts Cities, Towns & Counties: Census Counts, 1930-2000 and Census Estimates, 2000-2004", Massachusetts State Data Center/Donahue Institute, University of Massachusetts; 2005 American Community Survey.

⁶ Note: During the master plan process, Clinton also adopted a Bioscience Enterprise Overlay District.

climbed to 13,435, and in 2006, its estimated population was 14,163.⁷ As a major manufacturing center, Clinton urbanized early in its history, leaving fewer vacant parcels to be developed in the twentieth century. By contrast, the surrounding towns remained small and sparsely populated until the 1950s. Since then, Berlin and Lancaster have nearly doubled their populations while Boylston’s population has more than doubled, and the populations of Bolton and Sterling have roughly quadrupled. Clinton still remains the most populous community in its region and the second most densely populated community in Worcester County.

POPULATION AGE

Overall, twenty-three percent of Clinton’s residents are children and fifteen percent are people 65 or older. In the past ten years, Clinton has experienced a decrease in very young children under 5 and young adults 18-34. However, there have been corresponding increases in children age 6-17 and in adults 35-54. There has not been a significant increase in elderly population.

HOUSEHOLDS

Despite Clinton’s relatively flat population growth for much of the twentieth century, new housing construction during the 1990s has led to a recent increase in households. While the surrounding towns have had higher rates of household growth, Clinton’s 5.2 percent increase represents the regional median for households added between 1990 and 2000.

Of Clinton’s 5,597 households, families with children under 18 make up approximately one-third, with another third composed of families without children and the rest are single people living alone. Among families with children under 18, two-thirds are mar-

Table 3.7

Households and Families in Clinton and Surrounding Towns (2000)

Area	Households	Families	% Family Households	% Households with Children <18 Years
Berlin	872	666	76.3%	37.3%
Bolton	1,424	1,202	84.4%	45.7%
Boylston	1,573	1,141	72.5%	34.3%
CLINTON	5,597	3,400	60.7%	30.1%
Lancaster	2,049	1,552	75.7%	39.0%
Sterling	2,573	2,069	80.4%	41.9%
Worcester County	283,927	101,895	67.8%	35.9%
Massachusetts	2,443,580	804,940	64.5%	32.9%

Source: U.S. Census Bureau, Census 2000 Summary File 1 (SF 1) 100- Percent Data Tables P1, P15, P19, P31.

ried-couple families and families with a single parent make up the remaining third. About thirty-seven percent of Clinton’s one-person households are seniors. Six percent of Clinton’s residents live in “non-family” households, or households with two or more unrelated people, such as roommates and adults in congregate housing. While most Clinton households are families, Clinton has significantly more single people living alone and other non-family households than any of the surrounding towns.

RACE, ETHNICITY, AND NATIONAL ORIGIN

In 1970, Clinton had only twenty-five non-white households. Today, the town is far more diverse. In 2000, Hispanic/Latino persons accounted for 11.6 percent of Clinton’s total population. African Americans made up 1.8 percent of the population, and 2.9 percent represented other races including Asian, Native American, Pacific Islander and multiple races. However, enrollment data from the Clinton Public Schools suggest that Clinton’s population may be changing. During the 2005-2006 school year, 74.9 percent of the students in the Clinton Public Schools were white, 20.1 percent were Hispanic, 3.6 percent were African American, 1.3 percent were Asian, and 0.2 percent were Native American.⁸ Although school enrollment statistics do not always reflect the larger population in a community, the school department’s records corroborate anecdotal observations that Clinton has experienced recent population growth among ethnic and racial minorities.

⁷ Massachusetts Department of Revenue (DOR), Division of Local Services, “Population Data, Counts and Estimates” [Electronic Version], citing Bureau of the Census, Population Division.

⁸ Massachusetts Department of Education (DOE), “Enrollment Data by Race/Gender Report,” retrieved for Clinton Public Schools, <http://www.doe.mass.edu/>.

Table 3.8
Race/Ethnicity in Clinton and Surrounding Towns (2000)

Race/Ethnicity	Worcester County	Clinton	Berlin	Bolton	Boylston	Lancaster	Sterling
White	672,915	11,849	2,315	4,029	3,863	5,943	7081
African American or Black	20,498	239	4	4	27	700	34
Hispanic	50,864	1,558	12	33	23	549	59
Asian	19,700	120	23	54	55	85	28
Native American	1,896	18	2	2	7	12	6
Hawaiian/Pacific Islander	277	5	0	1	0	0	1
Some other race	22,037	68	6	5	5	10	11
Two or more races	13,640	186	18	20	28	81	37
Total Population	750,963	13,435	2,380	4,148	4,008	7,380	7,257

Source: U.S. Census Bureau, Census 2000 Summary File 1 (SF 1) 100- Percent Data Table P8.

A significant percentage of the increase in diversity is due to immigration. Federal census data show that of the 374 African Americans residing in Clinton in 2000, 112 were born abroad, mainly in Haiti and Jamaica. Most of Clinton's 148 Asian residents also were born abroad, in China, Korea, Thailand, and India, and nearly half of its 1,570 Hispanic residents came from Puerto Rico, the Dominican Republic, and Central and South America.⁹ The 2000 Census identifies only 104 Brazilian people in Clinton, but it appears that more Brazilian immigrants live in Clinton today. Three local churches now serve the Brazilian community, and Clinton has two Brazilian markets on High Street. In 2005-2006, twenty-five percent of the 239 students enrolled in Clinton's Adult Learning Center were from Brazil.¹⁰ The Adult Learning Center provides English as a Second Language (ESL) classes to adult learners in Clinton and surrounding towns. Sixty percent of the Center's students live in Clinton.

Despite its diversity, Clinton's population remains predominantly white (83.7 percent). Most of the town's white residents report English, Irish, Italian, or French origins, with smaller numbers reporting Polish, Greek, or Scottish. Still, Clinton's cultural diversity

stands out, in part, because the surrounding towns have almost exclusively white populations.

Overall, 9.6 percent of Clinton's population is foreign born. Thirty-seven percent of the foreign-born population entered the country before 1984, meaning that Clinton's foreign-born population includes both long-term residents and more recent arrivals. One third of those born overseas came from Canada and Europe.¹¹ Clinton's foreign-born population seems to be growing. The Massachusetts Department of Education's 2005-2006 statistics show that 19.5 percent of Clinton's 2,046 school students speak a language other than English at home. Similarly, Census 2000 reports that 426 Clinton children between 5 and 17 have a first language which is not English, the most common being Spanish and "other Indo-European" languages. Finally, the census shows that 602 Clinton households are "linguistically isolated," which means that none of the adults in the home speak English well.¹²

Labor Force Characteristics

Clinton's labor force includes 7,568 people, or about sixty-eight percent of the total population 16 years and over.¹³ The **labor force participation rate** in Clinton is similar to that of

⁹ U.S. Department of Commerce, Bureau of the Census, Census 2000, Summary File 3, Table PCT19, "Place of Birth for the Foreign-Born Population," and Table PCT20, "Place of Birth by Year of Entry by Citizenship Status for the Foreign-Born Population."

¹⁰ Christine Cordio, Director, Clinton Adult Learning Center, to Community Opportunities Group, Inc.

¹¹ Census 2000, Summary File 3, Table PCT19, "Place of Birth for the Foreign-Born Population."

¹² Census 2000, Summary File 3, Table P20, "Household Language by Linguistic Isolation."

¹³ DOR, "Labor Force and Unemployment," 1990-2007, and Claritas, Inc.

Table 3.9
Median Annual Earnings by Sex

Employed Labor Force by Earnings	Clinton	Comparison Area					
		Worcester County	Berlin	Bolton	Boylston	Lancaster	Sterling
Total	\$27,491	\$27,854	\$33,818	\$46,961	\$41,920	\$25,465	\$31,782
Male	\$31,942	\$35,761	\$44,500	\$70,682	\$48,818	\$30,257	\$45,000
Female	\$24,205	\$21,491	\$21,948	\$30,613	\$32,273	\$19,199	\$25,369
Full-Time Employed	\$32,946	\$37,184	\$47,742	\$67,279	\$50,237	\$41,080	\$43,148
Male	\$37,263	\$42,261	\$50,711	\$79,167	\$56,019	\$42,367	\$51,227
Female	\$30,035	\$30,516	\$32,330	\$50,278	\$43,277	\$35,417	\$32,734

Source: Census 2000, Summary File 3, Tables P85, PCT47.

most towns nearby, though somewhat lower than in Bolton and Sterling, where affluent, working couples make up a sizeable share of the adult population. Clinton's population is not so homogenous, for its family households tend to be headed by slightly younger people, single-parent families are more common in Clinton, and seniors make up a larger percentage of the population. As a result, the composition of Clinton's labor force is different even though its labor force participation rate is generally comparable to neighboring communities. For example, the ratio of women to men in the labor force is higher in Clinton than in all of the surrounding towns except Lancaster.

OCCUPATIONS AND EARNINGS

Men and women are evenly represented in Clinton's labor force, but their occupations and incomes differ quite a bit. For example, male residents of Clinton tend to work in construction, management, and maintenance occupations, and among those with full-time jobs, the median annual wage or salary income is \$37,263. Female residents tend to hold office and administrative support, food preparation, and personal care service occupations, with median full-time earnings of \$30,035. The earnings gap between men and women is common throughout the country, but compared with nearby towns, the gap in Clinton is much smaller. Men in Clinton earn nearly ten percent less than the average earnings of men throughout the Commonwealth, twelve percent less than other men in Worcester County, and significantly less than men in most of the adjacent towns, as shown in Table 3.9. Both men and women in Clinton earn less than their counterparts in nearby towns because of their occupations, educational levels, and the types of industries that employ them.

EDUCATIONAL ATTAINMENT

In 1970, half of Clinton's adults over 25 had not completed a high school education, and another thirty-six percent had a high school education but no college.¹⁴ While conditions have improved since 1970, Clinton residents still have strikingly low levels of **educational attainment**: the amount of formal education completed by individuals in a given age group. Today, sixteen percent of the town's over-25 population does not have a high school diploma, but more than half never went to college. The percentage of college-educated people in Clinton is smaller than that of any town in the region, and this contributes to the low wages earned by most of its employed labor force and the jobs for which Clinton residents can reasonably expect to compete. While educational attainment in Clinton exceeds the national average, Massachusetts has one of the most highly educated populations in the country. For those whose educational qualifications fall below state norms, it is very difficult to compete for higher-wage employment.

Clinton's young adults also have relatively low levels of educational attainment. A high school diploma represents the highest education level completed by 38.6 percent of the population between 18 and 24 years. This is a significantly larger percentage of young adults completing only a high school education than for the state as a whole (26.5 percent), Worcester County (29.8 percent), and all of the surrounding towns.¹⁵ According to

¹⁴ U.S. Department of Housing and Urban Development (HUD), "Highest Educational Attainment of Persons Aged 25 or More," 1970-2000, retrieved for Town of Clinton, State of the Cities Data System, <http://www.socds.huduser.org>.

¹⁵ Census 2000, Summary File 3, Table PCT25, "Sex by Age by Educational Attainment for the Population 18 Years and Over."

the Census Bureau, Clinton High School graduates pursuing a college education are somewhat more likely than their peers throughout the state to attend a two- or four-year public college than a private college, and those not pursuing college are somewhat more likely to enlist in the military.¹⁶ Although Clinton's public schools are generally competitive on standard educational measures such as test scores and teacher qualifications, many of the town's children face more challenges to completing a higher education. For example, Clinton has larger percentages of non-native English speaking students and students from low-income families.¹⁷

INDUSTRIES AND CLASS OF WORKER

Clinton residents have a relatively greater tendency to work in the manufacturing, construction and hospitality/food service industries and a lesser tendency to work in the professional service and education and health service industries. Private wage and salary employment with a for-profit establishment is by far the norm for most residents of Clinton, and very few own the company they work for, too. Statewide, roughly four percent of all people working in the for-profit sector own their own incorporated business; in Clinton, this applies to less than two percent of all for-profit workers. While self-employed *individuals* are about as common in Clinton as in any other part of the Commonwealth, the proportion of the labor force owning a payroll establishment – a corporation with regular employees – is quite small. In addition, less than ten percent of Clinton's employed labor force holds a non-profit or public-sector job.

PLACE OF WORK

More than a decade ago, thirty-five percent of Clinton's employed labor force worked locally but today, less than twenty-five percent of the labor force has an in-town job. While the proportion of locally employed people has declined statewide, the change in Clinton has been more pronounced. Nearly nine percent travel to adjacent towns for employment, but

the number of people with local jobs (1,653) is about the same as the number traveling to one of the region's urban employment centers (1,600): Worcester, Fitchburg, Marlborough, Leominster, or Framingham.¹⁸ Since Clinton has virtually no access to public transportation, its working-age people rely heavily on private vehicle commutes and it is not surprising to find that 82 percent of the employed labor force drives alone to work every day by car, truck or van. The average commute to work time for Clinton residents, twenty-four minutes, is roughly five minutes less than the average commute time in the Montachusett region and three minutes less than the state average.¹⁹ In the late 1970s, public transportation from Clinton to Worcester was terminated, although limited bus service continued until 2008.²⁰ The loss of public transportation to and from Worcester had a significant impact on the region's workforce.²¹

UNEMPLOYMENT

The unemployment rate in Clinton has hovered above the state's unemployment rate for the past several years, remaining closer to the unemployment rate of Worcester County as a whole. Like the state and Worcester County, Clinton experienced a significant decline in unemployment between 1992 and 2000, rising unemployment between 2000 and 2003, and another period of decreasing unemployment between 2003 and 2004. Since 2005, the annual (not seasonally adjusted) unemployment rate in Clinton has ranged from 5.0 to 5.6 percent, which is generally consistent with conditions throughout Worcester County but nonetheless higher than the statewide rate of 4.1 to 4.9 percent.²²

¹⁶ Census 2000, Summary File 3, Table P29, "Place of Work for Workers 16 Years and Over, Minor Civil Division Level."

¹⁷ DOE, School District Profiles: Clinton Public Schools, 2006-2007.

¹⁸ Census 2000, Summary File 3, Table P29, "Place of Work for Workers 16 Years and Over, Minor Civil Division Level," and "MCD/County-to-MCD/County Worker Flow Files."

¹⁹ Montachusett Regional Planning Commission (MRPC), Comprehensive Economic Development Strategy (2006).

²⁰ Phil Duffy, Master Plan Committee, citing the *Courier and Times*, July 31, 2008.

²¹ Census 2000, Summary File 3, Table P30, "Means of Transportation to Work for Workers 16 Years and Over," and WHEAT Community Services, The History of WHEAT, <http://www.wheatcommunity.net/>.

²² Commonwealth of Massachusetts, Executive Office of Labor and Workforce Development (EOLWD), "Labor Market, Info," and "Labor Force and

Table 3.10
Highest Level of Education, Persons 25 Years and Older (2000)

Education Level	Clinton	Comparison Area					
		Worcester County	Berlin	Bolton	Boylston	Lancaster	Sterling
Population 25+	9,393	495,868	1,626	2,768	2,863	4,989	4,884
Less than high school	16.3%	16.5%	11.7%	2.4%	7.0%	17.8%	8.3%
High school diploma	34.6%	30.2%	28.6%	11.5%	22.5%	26.1%	24.0%
Some college	26.1%	26.4%	23.3%	18.8%	32.8%	25.1%	31.9%
College degree	13.8%	16.7%	25.9%	38.4%	22.3%	18.9%	23.6%
Graduate degree	9.3%	10.3%	10.5%	28.9%	15.4%	12.0%	12.2%

Source: Census 2000, Summary File 3, Table P37; Community Opportunities Group, Inc.

HOUSEHOLD WEALTH

Household Incomes. The earnings potential of Clinton’s labor force directly affects the economic position of its households. While Clinton’s Census 2000 median household income, \$44,740, was fairly close to the median household income of Worcester County, \$47,874, its households had significantly lower incomes than households in all of the surrounding towns. Even though at least two people work in the vast majority of Clinton’s families, the income gap between them and families in other towns is greater than the income gap that applies to all types households. Overall, forty-three percent of Clinton households have low or moderate incomes as defined by the U.S. Department of Housing and Urban Development (HUD).²³

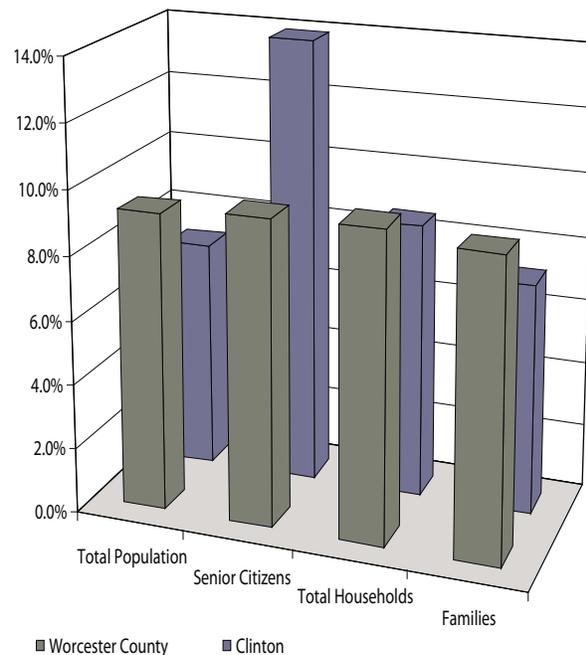
According to data published by the U.S. Department of Housing and Urban Development (HUD), the distribution of household incomes in Clinton is roughly equivalent to the income distribution for the nation as a whole. This is not the case in surrounding towns, where higher-income households make up a noticeably larger share of all households. Overall, the percentage of higher-income households in Clinton has stayed relatively the same over the past thirty years while the percentage of higher income families has increased modestly. The percentage of lower-income households has increased five percent and the percentage of middle-income households has decreased three percent.

POVERTY

Since Clinton has many households with low incomes, it is not surprising to find a higher-than-average incidence of poverty in Clinton. Federal agencies measure poverty in different ways, but the term generally means that people do not have enough income to pay for the essentials: food and shelter.

Poverty rates tend to run higher in communities that have many residents with employment barriers, e.g., foreign-born populations, adults with low educational attainment and low literacy rates, single parents and married couples with low earnings potential and limited child care resources, and people with

Figure 3.1
Poverty Rates in Clinton and Worcester County
 (Source: Census 2000)



Unemployment Rates,” <http://lmi2.detma.org/Lmi/LMIDataProg.asp>.

²³ HUD, “Comprehensive Housing Affordability Strategy (CHAS) Data 2000,” State of the Cities Data System.

severe disabilities. For the most part, poverty is not as pronounced in Clinton as in Worcester County overall, but the poverty rate among households, families and young children in Clinton exceeds that of all surrounding communities. In addition, the poverty rate among senior citizens in Clinton is much higher than in Worcester County, as shown in Figure 3.1.

Employment Base and Wages

Clinton has about 330 employers concentrated primarily in the manufacturing, retail trade, transportation, construction, and hospitality and food service industries. Manufacturing is Clinton's strongest industry overall, employing some 1,600 people, and there are few other jobs in town that pay as highly as these jobs. The proportion of manufacturing jobs in Clinton is twenty-five times higher than the proportion of manufacturing jobs in Worcester County.

The total number of employer establishments in Clinton decreased by twenty-four firms between 2001 and 2006, and most of the change occurred in the manufacturing and education and health services industries. Overall, the town experienced a net gain of seven employers in the same period. Where growth occurred, it seems to have been fairly evenly distributed among construction, transportation and warehousing, business services, real estate sales and leasing, and personal services. In a related trend, the average number of employees per business establishment declined from fifteen to slightly less than thirteen.²⁴

EMPLOYMENT BASE

A community's employment base consists of the total number of wage and salary jobs reported by establishments with employees. Although the total number of employer establishments matters, the size of the employment base, classified by industry, is a more telling indicator of strengths and weaknesses in a local economy. A location quotient helps to compare the employment base characteristics of two or more related geographic ar-

²⁴ EOLWD, Employment and Wages, ES-202, Clinton, Massachusetts, 2001-2006, and Community Opportunities Group, Inc.

Clinton's Key Employers

- ◆ **Nypro**, which services the packing, consumer, automotive, electronics, health care and telecommunications markets. Nypro employs nearly 1,000 people and occupies over 750,000 sq. ft. of space in Clinton. The company's Clinton campus is its largest facility in North America.
- ◆ **Clinton Hospital (U-Mass Memorial)**, a 41-bed acute care facility that employs 280 people in health care and allied professions, along with administrative and support staff.
- ◆ **F. J. Coleman** provides assembly services for various wire and electronic related products. The company employs forty-seven people and produces \$44,368,000 in sales.
- ◆ **Darmann Abrasive Products**, a worldwide leader in the abrasive product design, manufacturing and sales industry. Darmann occupies a 50,000 sq. ft. historic mill in Clinton. The company employs approximately 40 people and produces over \$22,000,000 in sales volume annually.
- ◆ **Weetabix Company, Inc.**, a producer of breakfast cereals and other food products.
- ◆ **Dunn & Co.**, which specializes in book binding, conversions, and repair.

eas – such as a city or town on one hand and a county or labor market area on the other hand. It represents the ratio of the percentage of employment by industry in the community to the percentage found in the larger comparison area. Table 3.11 reports very high location quotients (>3.00) for manufacturing and high location quotients (>1.00) for transportation and warehousing in Clinton, which means these industries provide a larger share of employment in Clinton than in Worcester County or the state. In contrast, industries such as professional and business services and arts, entertainment and recreation have very low location quotients because they provide a comparatively small share of local employment.

Despite the prominence of manufacturing in Clinton’s employment base, the town absorbed a twenty-eight percent decrease in manufacturing jobs between 2001 and 2006, signaling that Clinton’s economy, like that of most historic manufacturing towns, is continuing to shift away from production-based employment and toward employment in the service-providing industries. For example, the number of transportation and warehousing establishments has increased by more than seventy percent, and total employment in these industries has increased by fifty-six percent, since 2001.²⁵

JOB CHURNING

Absolute growth or decline in total employment over several years is a common way of describing the strengths and weaknesses in a community’s economy. However, absolute change masks the constant “churning” that occurs as jobs are created and lost when some companies grow while others downsize or close. **Job churning** is a more useful indicator of the health of a community’s employment base because it captures the total number of jobs affected by growth and change within each industry.

In Clinton, the net gain of nine construction jobs between 2001 and 2006 suggests very slow but stable growth in the construction trades, but in the same period, a total of seventy-nine construction jobs were created or destroyed in the process of producing a five-year gain. Similarly, Clinton experienced a net gain of fourteen jobs in real estate sales and leasing between 2001 and 2006, yet eighty-two jobs “churned” within this indus-

Table 3.11
Location Quotients: Employment in Clinton Compared to State, County Employment (2006)

Class of Industry	Jobs in Clinton	Location Quotients:	
		Compared to State	Compared to County
Goods-Producing Domain	1,784	2.99	2.61
Construction	197	0.99	0.99
Manufacturing	1,588	4.09	3.33
Durable Goods Manufacturing	292	1.14	0.94
Non-Durable Goods Manufacturing	1,295	9.71	7.85
Service-Providing Domain	2,365	0.67	0.68
Trade, Transportation and Utilities	691	0.89	0.85
Wholesale Trade	103	0.58	0.59
Retail Trade	418	0.92	0.88
Transportation and Warehousing	140	1.07	1.02
Information	35	0.29	0.48
Financial Activities	139	0.48	0.57
Finance and Insurance	104	0.44	0.49
Real Estate and Rental and Leasing	36	0.62	1.03
Professional and Business Services	241	0.39	0.46
Professional and Technical Services	168	0.53	0.80
Administrative and Waste Services	48	0.22	0.20
Education and Health Services	708	0.70	0.63
Leisure and Hospitality	239	0.61	0.64
Arts, Entertainment, and Recreation	18	0.27	0.27
Accommodation and Food Services	221	0.68	0.72
Other Services	148	0.93	0.94
Public Administration	164	0.95	0.95

Source: Executive Office of Labor and Workforce Development, ES-202 (2006), and Community Opportunities Group, Inc.

try during the same five-year cycle. Overall, the town’s absolute loss of 716 jobs came about as a result of job churning that affected 802 jobs between 2001 and 2006, mainly in manufacturing and in particular, durable goods manufacturing.²⁶

WAGES

While service-providing industries have generated some job growth in Clinton, they do not pay particularly high wages. Finance, real estate and insurance businesses in Clinton provide a much lower average weekly wage than businesses in the same industries in towns such as Bolton, Boylston and Sterling. Professional and business service companies in the towns around Clinton tend to pay higher wages, too. Although Clinton’s manufacturing wages remain quite high relative to Worcester County and the immediate region,

²⁵ ES-202, Clinton, Massachusetts.

²⁶ Ibid, and Community Opportunities Group, Inc.

Table 3.12
Average Weekly Wages by Class of Industry (2006)

Employment by Industry	Comparison Area						
	Clinton	Worcester County	Berlin	Bolton	Boylston	Lancaster	Sterling
All Jobs	\$871	\$821	\$619	\$1,043	\$770	\$621	\$726
Construction	\$819	\$934	\$859	\$748	\$890	\$812	\$807
Manufacturing	\$1,286	\$1,125	\$991	\$1,011	\$1,064	\$1,093	\$983
Transportation	\$578	\$773	N/A	N/A	\$654	N/A	\$630
Information	\$533	\$1,351	N/A	N/A	N/A	N/A	N/A
Finance	\$782	\$1,095	\$577	\$1,231	\$1,003	\$548	\$1,052
Professional Services	\$766	\$1,005	\$1,111	\$1,262	\$1,092	\$669	\$966
Education, Health	\$651	\$791	N/A	\$576	\$690	\$576	\$618
Hospitality	\$270	\$291	\$212	\$450	\$372	\$187	\$287
Other Services	\$324	\$494	\$395	\$409	\$691	\$518	\$424

Source: ES-202.

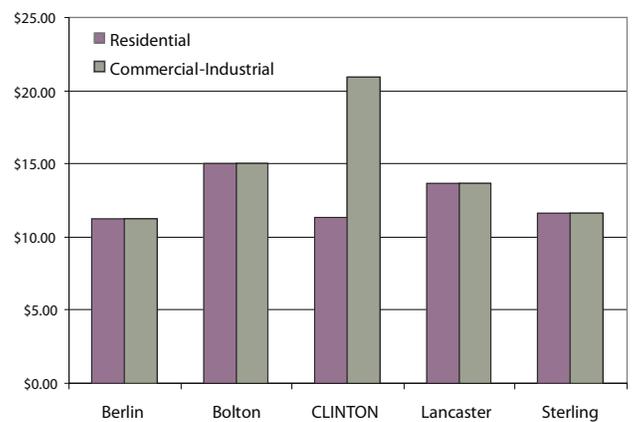
manufacturing employment has declined locally and throughout the state.

PROPERTY TAXES AND LOCAL REVENUE

Massachusetts communities have the option to establish a single tax rate for all types of real and personal property or dual tax rates for residential property on one hand, and commercial, industrial and personal property on the other hand. Clinton's residential property tax rate is the second lowest in the immediate region and its industrial and commercial tax rate is the highest. This offers Clinton both advantages and disadvantages. Its traditional tax policy helps to keep the cost of living low for residents but also makes it more difficult to do business. Clinton's approach to property tax rates is more like that of the Commonwealth's cities and larger, maturely developed suburbs than the small towns in its area, for Clinton is the only one with a split tax rate. Most of the nearby cities, including Worcester, Fitchburg and Marlborough, have split tax rates, too. While Clinton has more commercial and industrial development than its neighbors, it does not have the amenities or transportation access found in the cities with which it competes for labor.

The tax base in Clinton is primarily residential, with residential taxes generating 80.4 percent of the tax levy and industrial and commercial property generating an additional 16.4 percent. (Personal property taxes, paid mainly by nonresidential taxpayers, make up the rest of the tax levy.) Clinton's municipal

Figure 3.2
Property Tax Rates (FY 2008)
(Source: Department of Revenue)



revenues include the tax levy, state aid, local receipts and other sources. In FY 2008, Clinton's budgeted revenue from all sources is \$37.5 million.²⁷

HOUSING

Housing Characteristics

Clinton's history as an industrial village makes its housing stock regionally unique. The beauty of many neighborhoods in Clinton can be attributed to the supply of historically significant houses and multi-family dwellings constructed during the town's peak industrial years. Not surprisingly, there are noticeable differences between Clinton's old and new

²⁷ DOR, "Levy by Use Class" and "Municipal Budgeted Revenue."

CLINTON MASTER PLAN

neighborhoods. As new growth has migrated into outlying parts of town, the styles and sizes of homes have changed, the house lots have increased, and the scale and character of the multi-family developments bear little resemblance to the dense, small-scale dwellings constructed for factory workers 150 years ago. Still, Clinton is remarkable for the diversity of its housing stock, a trait not evident in most of the surrounding towns.

Clinton's housing inventory is composed primarily of wood frame, two- to three-story buildings including single-family homes, attached two-family units, row houses, and multi-family properties. Nearly half of Clinton's 5,817 housing units (49.8 percent) were built before 1930. Most of the residential development that occurred in Clinton between 1930 and 1980 took the form of small infill development including small Capes, two-families, Colonials, and ranch houses. Of the larger multi-family properties in Clinton today, most are public and subsidized housing developments. While Berlin Street has a development of five 18-unit condominium buildings, Clinton's multi-family inventory tends to be composed of smaller, two- to six-family units. The attached two-family home is particularly notable in Clinton's older neighborhoods, and it appears that a significant percentage of these buildings have one owner-occupant and one renter. Overall, owner-occupants are much more likely to live in single-family units and renters are much more likely to live in multi-unit buildings. Both owners and renters live in older housing in relatively even percentages, but newer homes built since 1990 are more likely to be occupied by homeowners.

According to the Assessor's Office, Clinton currently has 3,162 single-family and two-family homes, 772 condominiums, and sixty-seven multi-family properties, and approximately 88.5 percent of all residential properties have an owner living on the premises. This is positive because owner-occupants are more likely to maintain property than absentee landlords. They may also have a tendency to keep rents moderate in order to attract and keep tenants as their neighbors.



Historic workers' housing on Green Street. Photo by Philip Duffy.

TENURE

In 2000, nearly forty-six percent of Clinton's 5,597 households rented the unit they occupied. Clinton has more renters than any of the abutting towns, none of which have more than twenty-one percent renter-occupied units. It also surpasses the state as a whole, for 38.3 percent of the Commonwealth's housing units are occupied by renters. The ratio of renters to homeowners in Clinton is similar to that of small cities in Northern Worcester County. For example, forty-eight percent of the households in Fitchburg and forty-five percent in Gardner are tenants. The ratio of owner-occupants to renters in Clinton has remained relatively stable for the past fifty years.²⁸ The homeownership rate among Hispanic and African American households is lower than among White and Asian households. Only twenty-six percent of Hispanic households in Clinton own their homes.²⁹

HOUSING TURNOVER

In 2000, 55.8 percent of Clinton's residents had been living in the same house since 1995. Clinton's rate of housing turnover (44.2 percent) is slightly higher than the state rate of forty-two percent. Housing turnover in Clinton also exceeds that of surrounding towns, with rates between 29.0 and 39.8 percent.

²⁸ Herr, *Planning for Clinton*, 10, and Census 2000, Summary File 3, Table H7, "Tenure."

²⁹ Census 2000, Summary File 3, Table H11, "Tenure by Race of Householder," Table H12, "Tenure (Hispanic or Latino Householder)," and Table H13, "Tenure (White Alone, Not Hispanic or Latino Householder)."

Table 3.13
Occupancy of Clinton Housing Units by Building Type (2000)

Housing Type	Renter Occupied Units	Owner Occupied Units	All Occupied Housing Units	% Unit Type/ All Units
Single Family Detached	210	2,052	2,262	40.4%
Single Family Attached	93	316	409	7.3%
2-Unit	525	395	920	16.4%
3-4 unit	738	207	945	16.9%
5-9 unit	300	25	325	5.8%
10-19 unit	253	31	284	5.1%
20-49 unit	208	0	208	3.7%
50+	204	0	204	3.6%
Mobile home	31	9	40	0.7%
Total	2,562	3,035	5,597	100.0%

Source: U.S. Census Bureau, Census 2000 Summary File 3 (SF 3) Sample Data Table HCT6.

Clinton's higher rate of turnover is largely due to the movement of tenants. The median year Clinton tenants moved into their homes is 1996 while the median year Clinton homeowners moved into their homes is 1987. Among Clinton residents who lived in a different house in 1995, sixty percent lived somewhere within Worcester County – including people who lived in other homes in Clinton. Eighteen percent moved to Clinton from other parts of Massachusetts, 13.5 percent came from other parts of the country, and slightly more than eight percent from outside the United States.³⁰

Housing Quality

Generally, the historic homes surrounding Central Park near the downtown are well-maintained Victorian-era structures and many property owners have undertaken restoration efforts on their buildings over the past decade. While Clinton's historic mill housing is more modest in scale and less architecturally distinct than the buildings found in the Central Park neighborhood, their historic significance to the town is important. Moreover, they continue to provide an affordable housing choice for residents much as they did during Clinton's industrial era. Today, while many of these homes have been altered by the installation of synthetic siding and often low-budget renovations, their scale and massing remain intact and many build-

ings still retain exterior detailing along rooflines and entrances.

Maintenance of older residences will continue to be a challenge for property owners as lead paint and deteriorating materials add to maintenance costs. Deferred maintenance can have serious repercussions. The burden of rising utility costs can be exacerbated by buildings with deteriorated windows and doors and inefficient utility systems. Moreover, deferred maintenance can result in the irreplaceable loss of historic building fabric. Encouraging owners of historic houses to maintain their older buildings while respecting the structure's historic character will be difficult unless the town can provide incentives for rehabilitation *and* appropriate preservation, such as the Community Development Block Grant (CDBG). Finally, while Clinton has not experienced the extensive tear-down phenomenon experienced by other communities, the demolition and replacement of older homes with new, larger residences is occurring in some parts of town.

LEAD PAINT

Since most of Clinton's houses were built before 1980, lead paint is likely to be an issue for many families. Lead paint was used in housing until a federal ban went into effect in 1978, and any housing built before 1978 can be assumed to have lead paint unless it has been deleaded. State law requires homeowners and landlords to abate lead hazards in any dwelling occupied by a child under the age of 6. From 2001 to 2005, the Massachusetts Department of Public Health (DPH) reported

³⁰ Census 2000, Summary File 3, Table P24, "Residence for the Population 5 Years and Over, State and County Level," and Table H38, "Tenure by Year Householder Moved into Unit."

Table 3.14
Clinton Housing Units by Occupancy and Year Structure Built (2000)

Building Age	Rental Units	Ownership Units	All Units	% Total
1990-1999	39	315	354	6.3%
1980-1989	315	382	697	12.5%
1970-1979	260	147	407	7.3%
1960-1969	223	240	463	8.3%
1950-1959	227	317	544	9.7%
1940-1949	178	163	341	6.1%
1939 and earlier	1,471	1,320	2,791	49.9%
TOTAL	2,562	3,035	5,597	100.0%

Source: US Census Bureau, Census 2000 Summary File 3 (SF 3) Sample Data Table HCT6.

that eight children in Clinton had elevated lead levels and two were lead poisoned.³¹ However, according to DPH estimates, only fifty-two percent of Clinton children between the ages of 6 months to 6 years had been screened for lead paint. The number of children with elevated blood lead levels is important because it appears that a significant percentage of children in Clinton may not have been screened.

OVERCROWDING

The federal census defines **overcrowding** as housing units with more than one occupant per room, and **severe overcrowding** as more than 1.5 occupants per room. According to Census 2000, Clinton had 189 overcrowded units in April 2000. Latino households had the highest rate of overcrowding: eighty-six of 455 Hispanic households. While the rate of overcrowding was conspicuously high among Clinton's Hispanic population, eighty-two overcrowded units were occupied by white householders.³² Anecdotal evidence from local service providers suggests that overcrowding may be under-reported, especially among newer immigrant groups.

Housing Affordability and Housing Needs

Compared with other communities in Eastern Massachusetts, Clinton has always been fairly affordable. Overall, the sale prices of Clinton's single-family homes and condominiums and the rents for its apartments fall be-

low regional market norms. As a result, Clinton offers housing choices that do not exist in the surrounding towns. The prevalence of housing cost barriers throughout the region means that relatively affordable communities like Clinton have a much larger percentage of working-class families and households with limited incomes. Many of them find it difficult to live in Clinton, too, simply because their incomes are not high enough to afford Clinton's relatively low-cost housing. When lower-income people have to spend more than thirty percent of their monthly income on housing costs – rent and utilities on one hand, or a mortgage payment, insurance, and property taxes on the other hand – they are said to be **housing cost burdened**.

RENTAL HOUSING

In 1999, the median **gross rent** for all apartments in Clinton was \$587, and the median **asking rent** was \$612. The low-quartile **contract rent** was \$416 and high quartile, \$627. Eighty-five percent of all Clinton apartments rented for \$800 or less, and only 58 apartments in Clinton rented for more than \$1,000.³³ In addition, 80 percent of Clinton renters paid less than 35 percent of their income on "gross rent," which includes rent and basic utilities. Even with these relatively affordable rents, a significant number of Clinton households had difficulty paying for housing. For example, twenty-three percent of the town's renters paid more than thirty percent of their income for rent, and ten percent paid more than fifty percent. Most renters paying disproportionate shares of their income for rent were very-low-income tenants, i.e., households with incomes at or below fifty percent of **area me-**

³¹ Massachusetts Department of Public Health, Childhood Lead Poisoning Screening and Incidence Statistics by Community, FY98-05, retrieved at <http://www.mass.gov.Eohhs/docs/dph/> on January 18, 2007.

³² Census 2000, Summary File 3, Tables HCT 29A-I, "Occupants per Room," reported for households by race and Hispanic origin.

³³ Census 2000, Summary File 3, Table H55, "Lower Contract Rent Quartile," Table H56, "Median Contract Rent," and Table H57, "Upper Contract Rent Quartile."

Table 3.15
Affordability of Rental Housing in Clinton by Household Income (2000)

Income Relative to Area Median Income (AMI)	Number of renters	% Paying >30% for rent	% Paying >50% for rent	Affordable housing gap	Affordable housing gap: severe burden
Renters <=30%	444	69.1%	55%	306	244
Renters >30% and <=50%	317	55.2%	10%	174	32
Renters >50% and <=80%	649	13.4%	0%	86	0
Renters > 80%	1,096	1.3%	0%	14	0
<i>Total</i>				580	276

Source: SOCDs CHAS Data Book, *Housing Problems Output for All Households, Clinton, 2000*, at <http://www.socds.huduser.org/>.

dian income. By contrast, most renters with incomes between fifty-one and eighty percent of area median income and virtually all households with incomes above eighty percent found housing they could afford. Table 3.15 reports the number of renters and the affordable unit gap in each income category.

It is difficult to tell whether rental trends from Census 2000 accurately reflect Clinton's housing market today. While home prices have fallen somewhat in many parts of the Commonwealth and market rents have stabilized (and in some cases they have declined), wage growth has not kept pace with housing costs in Eastern Massachusetts. The research firm Claritas, Inc. develops demographic estimates based on federal census data and other sources. According to Claritas, Clinton lost low income households and added higher income households between 2000 and 2006. The number of households earning less than \$35,000 per year decreased and the number making over \$75,000 per year increased. The decrease in low-income households may reflect a loss of households due to inability to pay for housing, but it also may point to income growth among households at the lower end of the income scale. The increase in higher-income households likely reflects new households moving into newly built homes, as well as some income growth among moderate-income households.

AFFORDABLE HOMEOWNERSHIP

Clinton's homeowners also face cost burdens. In 1999, twenty-six percent of Clinton homeowners spent more than thirty percent of their gross income on housing costs, and 9.8 percent paid more than fifty percent of their gross income. Similar to the situation among renters, elderly homeowners and households

Gross rent is the total amount a tenant pays per month for rent and basic utilities such as electricity and heat.

Contract rent is the monthly rent agreed to between a landlord and tenant.

Area median income is the median income of all family incomes in an economic statistical area defined by the federal government.

of five or more people appear to be disproportionately affected by housing cost burden.

In 2000, Clinton's prevailing home prices were within reach for many households. At the time, a household at Clinton's median family income (\$55,308) could afford a purchase price of about \$155,000. Since the median sale price for a single-family home was \$147,900 and the median for a condominium, \$164,900, Clinton clearly offered housing affordable to many prospective homebuyers. However, the median sale price rose steadily by \$25,000-\$30,000 per year after 2000, resulting in a total increase of about \$100,000 between 2000 and 2006. Sales of units in new multi-unit complexes may have skewed the median upward. For example, 1,285 residential sales occurred in Clinton between 2003 and 2006.³⁴ During roughly the same period, Clinton issued permits for 176 condominiums at The Woodlands, 179 new single family homes, four two-family homes and fifty-four

³⁴ The Warren Group, Median Housing Sale Prices and Number of Sales, 1998-2006, Clinton, Massachusetts, Town Stats, <http://www.thewarrengroup.com>.

townhouses,³⁵ for a combined total of 423 new housing units: about one third of all units sold. Not all of the housing units permitted have necessarily been completed or sold, but these figures suggest that new construction has exerted a significant influence in Clinton’s housing market.

While condominiums provide affordable homeownership options in many towns, Clinton’s condominiums are sometimes more expensive than its single family homes. Condominiums in Clinton have predominantly been new construction. In 2000, only seventeen older buildings with fifty-seven units (pre-1932) had been converted to condominiums.³⁶ The bulk of Clinton’s condominium inventory can be found in two developments: Ridgefield and The Woodlands, both marketed as luxury condominium communities, with listings from \$279,000 to over \$400,000 before the condominium market began to plummet in 2006. They have tended to attract “empty nester” families and other childless households. According to property management staff, only three or four of the 120 or so occupied units at The Woodlands have children under 18. A review of the census block groups for the Ridgefield area indicates that households are older (with a median age over 50), predominantly white, and small, with an average family size between 1.42 and 1.76 people.³⁷ Very few of the households have children.

SUBSIDIZED HOUSING

Clinton has 471 **subsidized housing** units, including 168 family units, 252 elderly units, and 62 units for people with disabilities. As noted in Table 3.15, Clinton has 761 renter households with incomes below fifty percent of median income.³⁸ The town’s lowest-income renters include 298 seniors, 291 fami-

Table 3.16
Residential Property Sales in Clinton, 1999-2006

Year	Median Sale Price	
	Single-Family Homes	Condominiums
1999	\$136,000	\$138,750
2000	\$147,900	\$164,900
2001	\$168,000	\$185,500
2002	\$177,000	\$202,000
2003	\$224,000	\$212,900
2004	\$234,500	\$242,000
2005	\$266,500	\$268,000
2006	\$248,950	\$243,000

Source: Warren Group, *Town Statistics, Clinton, 1998-2006* retrieved at <http://www.thewarrengroup.com/townstats/results.asp>, January 17, 2007.

lies, and 172 other households.³⁹ Clinton appears to need both affordable elderly units and larger units appropriate for families.

Chapter 40B, the state’s comprehensive permit law, supersedes local zoning if less than ten percent of a community’s total housing stock is affordable to and limited for occupancy by low- or moderate-income households. The Chapter 40B Subsidized Housing Inventory recognizes 9.6 percent of Clinton’s housing as affordable, including 560 units in affordable or mixed- income housing developments with affordable housing deed restrictions.⁴⁰ However, just 7.6 percent are subsidized units, or units with subsidies actually attached to them. To encourage rental production, Massachusetts counts both the market-rate and subsidized units in a mixed-income development toward a community’s percentage of subsidized housing as long as twenty-five percent of the units have long-term affordability restrictions.

The Clinton Housing Authority (CHA) does not administer Section 8 vouchers because it never received an allotment of Section 8 funds from HUD. As a result, families that move to Clinton with a Section 8 voucher must have their Section 8 assistance administered by a housing authority from another town. The lack of a local Section 8 program makes it difficult to determine how many Section 8 voucher holders actually live in Clin-

³⁵ Town of Clinton Building Permit Database, FY2003-FY2006, supplied by Clinton Planning Department.

³⁶ Town of Clinton FY 2007 Assessor’s Parcel Database.

³⁷ Census 2000, Summary File 1, Tables P4, “Hispanic or Latino by Race,” P13, “Median Age by Sex,” P17, “Average Household Size,” and P18, “Household Size, Household Type, and Presence of Own Children.”

³⁸ HUD, (CHAS) Data 2000.

³⁹ Ibid.

⁴⁰ Commonwealth of Massachusetts, Department of Housing and Community Development (DHCD), Chapter 40B Inventory, <http://www.mass.gov/dhcd/>.

Table 3.17
Subsidized Housing in Clinton

Development	Location	Unit Type(s)	Total Units	Affordability
Clinton Housing Authority				
Harborview Apartments	1-90 Lakeside Drive, 60-66 Fitch Rd	Families; Federal public	99 units; 1 bdr: 9 2 bdr: 48 3 bdr: 38 4 bdr: 2	100% affordable
Veteran's Development	1-55 Fitch Rd, 89-107 Woodlawn	Families; State public	34 units 1 bdr: 9 2 bdr: 48 3 bdr: 38 4 bdr: 4	100% affordable
Presentation Apartments	309 Church Street	Elderly; disabled	55 units	100% affordable
Shaughnessy Apartments	271 Chestnut Street	Elderly; Disabled*	40 units	100% affordable
Water Street Development	367 Water Street	Elderly; Disabled ¹	40 units	100% affordable
Pleasant Terrace (with Department of Mental Retardation)	137-139 Pleasant Street	Adults with development disabilities	8 units	100% affordable
Privately Owned				
Prescott Mill	24, 32 Water Street	Elderly (93 units); family (8 units); people with disabilities (11 units)	101 1 bdr: 79 2 bdr: 18 3 bdr: 4	Affordability restrictions expire 12/21/2011
Owner: Meredith Management Corporation				
Oxford House at Queeny Square	1 Coolidge Place		108 units 1 bdr: 23 units 2 bdr: 85	27 affordable for low income people; 81 market rate Affordability restrictions expire 2016
Corcoran House Assisted Living	40 Walnut Street	Elderly, assisted living with 24 hour staffing	42 apartments	100% affordable (60% of median income)
Owner: Hallkeen/ New Spring Senior Communities				
DMH/DMR				
DMR Group Homes	confidential	Adults with development disabilities	18	100% affordable
DMH Group Homes	confidential	Adults with mental illness	7	100% affordable

Total Subsidized Units: 471

Source: Massachusetts Department of Housing and Community Development Subsidized Housing Inventory; Interview, Clinton Housing Authority Executive Director Maryellen Donnelly, January 2006; Interview, Corcoran House Assisted Living Center Executive Director Mary Luschen, January 18, 2006. Note: of 135 elderly housing units (Presentation, Shaughnessy, and Water St), 18 are set aside for non-elderly adults with disabilities, per state requirements.

CLINTON MASTER PLAN

ton. The Clinton Housing Authority administers eleven Massachusetts Rental Voucher Program (MRVP) vouchers, or state-funded rental subsidies. Initiated in the late 1970s, MRVP funding has been frozen for more than a decade. Tenants with MRVP vouchers may continue to use them, but the voucher amount per household is less than provided by the HUD Section 8 program. RCAP Solutions, the regional nonprofit for the Worcester area, has seventeen units of subsidized housing in Clinton.⁴¹

Two of Clinton's housing developments have affordability restrictions that will expire during the next ten years. Oxford House and Prescott Mills have a combined total of 128 affordable units, or nearly one third of the units on Clinton's Subsidized Housing Inventory.



Prescott Mill, redeveloped as 101 units of senior housing. Photo by Meredith Properties, available online at Google Images.

CULTURAL & HISTORIC RESOURCES

Cultural resources are the material record of a town's history. They provide a physical connection with the past and contribute to a community's sense of place. The record of Clinton's rich industrial heritage can be seen throughout its built environment: from mill complexes and workers housing along the Nashua River to a Victorian-era downtown, historic neighborhoods and Central Park, all influenced by the success of Clinton's textile industry. However, Clinton's sense of place is defined by more than its industrial history. The Wachusett Reservoir and a once-extensive rail service permanently altered Clinton's landscape and circulation patterns.

Historic Buildings

ARCHITECTURAL STYLES

Clinton has a varied and impressive collection of buildings that exhibit the hallmark details of the architectural styles popular during the nineteenth and twentieth centuries, from the austere and symmetrical design of the early nineteenth century to the exuberant architectural trim of the late nineteenth century Victorian era. Both "high style" structures designed by leading architects and more modest "vernacular" versions constructed by lo-



Corcoran School, redeveloped for use as an assisted living facility. Photo from The Regis Group.

cal builders can be seen throughout Clinton. Decorative embellishments can be found on a variety of building forms as well.

The historical development of Clinton neighborhoods mirrors the town's evolution from a farming community to a densely developed mill village. Clinton's earliest homes are concentrated on the original streets connecting to Lancaster, including Chace, Water and Main Streets. During the mid-nineteenth century, several densely settled neighborhoods formed in response to the influx of Irish, German, Scottish and English immigrants who arrived to work in the town's textile mills and comb factories: the Irish working-class neighborhoods of The Acre on Oak Street south of the Nashua River and Lancaster Mills; the California neighborhood south of Grove Street; and the Duck Harbor neighborhood north of

⁴¹ RCAP Solutions, <http://www.rhircap.org>.

Coachlace Pond.⁴² Other neighborhoods such as Germantown also were built as distinct ethnic villages with associated churches and small commercial corners.

In contrast, the area north and east of Central Park along Walnut, Prescott and Chestnut Streets served as Clinton's upper-income residential district. Mill owners, supervisors, merchants and businessmen made their homes here. The development pattern in this part of town consisted of large homes on spacious lots, and wide streets, making it conspicuously different from Clinton's working-class neighborhoods. By the middle of the nineteenth century, residential development was concentrated mainly south of Water Street and east of Main Street, with the remaining area largely undeveloped. A middle-class neighborhood on Burditt Hill between downtown and the Wachusett Reservoir developed during the last quarter of the nineteenth century. Attached two-family residences and single-family homes constructed around Carlisle Park and closest to the downtown are the oldest, with houses built between 1850 and 1920 interspersed with newer cape style homes. The High Street North neighborhood also developed primarily during the period between 1890 and 1920 while the Greeley Hill neighborhood developed several decades later between 1900 and 1950. Later twentieth century neighborhoods include The Acre and Woodruff, along with sections of Burditt Hill and Greeley Hill.

RESIDENTIAL BUILDINGS⁴³

Clinton's oldest residences (late eighteenth and early nineteenth century) stand along Chace Street, Water Street and Main Street, providing visual reminders of the town's early agrarian history. Chace Street, a narrow, winding roadway lined with mature trees, is one of Clinton's most scenic roads. Here, several Federal and Greek Revival style homes retain typical characteristics of eighteenth century farm houses, with large barns located

at the rear of the lot, but the agricultural land once associated with them has been devel-



The Foster House (1882), currently owned by the Clinton Home for Aged People. Photo by Community Opportunities Group, Inc.

oped. Documented examples include the Federal style Gardener Pollard Farm (ca. 1797) at 252 Chace Street and the ca. 1828 Federal Style residence with hip roof at 310 Chace Street.

Later neighborhoods contain many of the architectural styles found in traditional nineteenth century mill villages: the Italianate, Second Empire, Queen Anne, and Shingle styles, and early twentieth century styles including the Craftsman and Colonial Revival. Duplexes, rowhouses and tenements were constructed to house the workers at each of the town's mills, including more than 200 tenements for the workers at Lancaster Mills. In fact, the Lancaster Mills supplied some of Clinton's most impressive workers' housing, including brick rowhouses constructed in the 1840s on Grove Street, duplexes with unique gabled dormers on Green Street, and supervisor residences on Chestnut Street. The Bigelow Carpet Company also built tenements for its employees, including an attractive, block-long brick rowhouse on Nelson Street opposite the spinning mills.

The prosperity of the late nineteenth and early twentieth century in Clinton produced a stunning collection of high-quality examples of these period styles, particularly in the neighborhood adjacent to Central Park and Water Street. The Stick Style home constructed for successful merchant John R. Foster (1882) at

⁴² Massachusetts Historical Commission, *Reconnaissance Survey Report for the Town of Clinton* (1983), 6.

⁴³ Unless otherwise noted, all historic data for construction dates was obtained from the Massachusetts Historical Commission's MACRIS database.

271 Church Street is perhaps Clinton's most impressive Victorian-era residence. Designed by architect Henry M. Francis of Fitchburg,⁴⁴ the Foster House exhibits all of the hallmark features of the Stick style, with its prominent tower, asymmetrical façade, and elaborate decorative ornamentation. Although once used as housing for the elderly and still owned by the Clinton Home for Aged People, the building is currently vacant.

Some buildings in the same neighborhood were later altered, most notably by the application of synthetic siding. However, their original grandeur is documented in historic photographs. Two Italianate Style examples – the Horatio N. Bigelow-Gilbert Greene House (1845) at 239 Chestnut Street, recently demolished to make way for a senior center, and the Horatio N. Bigelow house at 149 Chestnut Street (1845-47) now used as the St. John's rectory – can be seen in historic photographs with their original architectural details, including corner quoins and bracketed window hoods and cornices. Possibly these details still remain beneath each building's contemporary aluminum siding.

COMMERCIAL BUILDINGS

While historic commercial buildings exist throughout Clinton, most are concentrated in the downtown area. The town's well-preserved central business district contains buildings rendered in many of the architectural styles from the Victorian era. During the early 1800s, commercial activity was concentrated on High Street, with Greek Revival and Italianate style wood-frame houses and shops. In 1848, the civil engineer for the Bigelows, John C. Hoadley, designed an extensive street plan for a new downtown commercial district. According to the National Register report for this area, Hoadley's design was similar to that of the City of Lawrence, another planned industrial community from the 1840s.⁴⁵ Both communities extended from mill yards to commercial districts to institutional/residential areas centered on landscaped commons. By the turn of the century, Clinton's downtown included primarily multi-

story masonry commercial structures along both High and Church Streets and the cross streets of Church, Union and Water Streets.

Even though no early wood-frame commercial buildings remain today, several early nineteenth century houses still exist along High Street, including 203 and 215 High Street. The commercial district also contains a varied streetscape of architecturally embellished mid- to late-nineteenth century multi-story commercial buildings and more simplistic early twentieth century low-rise blocks. Notable buildings include the Italianate Style Greeley's Block (ca. 1875) at 17 High Street, with its segmentally and round arched windows; 201 Church Street (1885), an excellent example of the Gothic Revival style with later Colonial Revival style storefronts; the Queen Anne style Oxford Block (1884) at 114 High Street, with its brick façade trimmed with carved and incised sandstone, molded terra cotta and bricks laid in various decorative patterns; the Romanesque Revival Doggett Building (1890) at 46-50 High Street, with four Romanesque arches defining the building's third and fourth stories; and the Brimhall Building (1857; façade ca. 1923) at 92-116 High Street, with its renovated façade in the Classical Revival style.

INDUSTRIAL BUILDINGS

Clinton's landscape is dominated by what is arguably one of the Commonwealth's most impressive collections of historic industrial-related architecture. Massive brick buildings that once housed textile mills are concentrated in the downtown area along the Nashua River while smaller buildings constructed to house supporting businesses, such as foundries and machine shops, are located throughout the town. These buildings provide a tangible link to Clinton's industrial heritage, many with original mill names and dates still visible plaques on the building facades. Clinton does not have an inventory of its existing industrial buildings, which would be a critical first step in ensuring that the community's industrial legacy is preserved.

Each of Clinton's textile mill complexes consists of a collection of buildings constructed over the life of each company, and each mill

⁴⁴ *Clinton Courant*, 10 July 1880.

⁴⁵ National Register of Historic Places Nomination for Central Business District, 7 January 1985.

building is unique in its architectural embellishment, with decorative brickwork, arched windows, and period fenestration. Textile production required long, horizontally designed buildings with vast open expanses to house the looms that produced fabric, carpets and coachlace. Today, the mills are in varying states of preservation and owned by various private entities. Historic mill complexes still extant in Clinton include:

Bigelow Carpet Company Woolen Mills, Main Street. This spinning mill complex includes eight brick mill buildings dating from 1810 to 1898. The earliest buildings were constructed for Poignand and Plant. The Bigelow Carpet Company was incorporated in 1854, and ten years later, it embarked on an extensive construction campaign. Many of the buildings in this complex date from the Bigelow's expansion phase. The mill ultimately closed in 1932. Today, the Bigelow Mill's brick tower still dominates Clinton's skyline. Manufacturing and commercial companies occupy portions of the site while a smaller, four-story brick building was recently renovated for residential condominiums.

Lancaster Mills, 1 Green Street. The Lancaster Mills complex is the second mill constructed by the Bigelows, ca. 1844. At its height of operation, the Lancaster Mill was the nation's largest producer of gingham cloth and it included the largest single weaving room in world.⁴⁶ The company ceased operations as a textile mill in 1930. Several buildings in the massive Lancaster Mill complex are owned by individual manufacturing facilities, but the main historic section of the complex – particularly the brick buildings near Green Street – remain vacant. A residential developer recently proposed demolishing portions of the compound for new multi-family housing, but the plan was eventually abandoned and a N.H.-based company has acquired the property.

⁴⁶ A.J. Bastarache, *An Extraordinary Town: How One of America's Smallest Towns Shaped the World* (2005), 115.



Historic mill buildings define Clinton's visual character and development pattern. The Lancaster Mills compound. Photo by Philip Duffy.

Bigelow Carpet Company Mills, 101 Union Street. This complex was constructed in 1850, and it is the third mill built by Erastus & Horatio Bigelow. It includes six buildings dating from 1855 to 1903. In its day, the Bigelow Carpet Company was the world's largest producer of Jacquard, Brussels and Wilton carpets. Today, the elaborately detailed Victorian-era mill building with its extensive brick corbelling is home to the Nypro Company, which renovated the complex in 1972.

Clinton Wire Cloth Company Mills, 56 Sterling Street. The Clinton Wire Cloth Company was constructed ca. 1875 for the weaving of wire mesh, most notably for screen windows and doors. The mill originally included a massive paint drying tower, which was destroyed in the late 1890s. Lloyd & Bouvier Corp. renovated the buildings in 2000 for industrial and commercial use.

Prescott Mills, Water Street. Originally home to the Clinton Worsted Company (1880), the Prescott Mills complex was constructed at the site of John Prescott's first mill in 1654.⁴⁷ In the late 1970s, the facility was renovated for senior housing.

CIVIC BUILDINGS

Hoadley's 1848 design for the downtown area called for a landscaped common with a civic focus east of the commercial district. Toward

⁴⁷ Ibid, 192.



Bigelow Carpet Company Mills, now home of the Nypro Company. Photo by Community Opportunities Group, Inc.

this end, Horatio Bigelow donated a four-acre parcel of land bordered by Church, Walnut, Union and Chestnut Streets, and Hoadley provided the landscape plans. Completed in 1852, Central Park became a repository for several sculptures and memorials. These include an elaborate bronze fountain (a replica of the original fountain destroyed by a hurricane), in the center of the park as well as two monuments, a Civil War Memorial in 1865 (fabricated by M. J. Power) and a Spanish-American War Memorial in 1902 by sculptor M.H. Mosman. The Save Our Sculpture (SOS) campaign documented these historic objects several years ago.

Municipal and institutional buildings were constructed around the common during the last half of the nineteenth century, including Clinton Town Hall, a public library, a school, several churches, a post office, banks and offices, and the Holder Memorial, home of the Clinton Historical Society. Clinton's first Town Hall, which still appears on the town seal, was designed by architect Alexander Estey and constructed 1871-73. Destroyed by a fire in 1907, the building was replaced by a second Town Hall two years later, designed by the Boston architectural firm Peabody & Stea-

rns in the Italian Revival style. The present Town Hall was restored 1994-1995. Clinton's first library, the Bigelow Free Public Library at 54 Walnut Street, was designed by the architectural firm Winslow & Bigelow and built in 1902. In 1900, Clinton built a new school, the Corcoran School, at 40 Walnut Street, designed in the transitional Queen Anne-Colonial Revival style by Boston architect Charles J. Bateman, Sr. After the Clinton School Committee decommissioned the Corcoran School in the 1990s, it was converted to a senior living facility.

Another historically significant municipal building is the Central Fire Station (1898), a buff brick Colonial Revival style structure at 42 Church Street. Town meeting transferred the building to the School Department after the Fire Department constructed a new fire station and the adjacent high school was demolished. When a new elementary school was built on the site of the former high school, the town restored the fire station's exterior, but a complete restoration project will require additional funding. The School Committee still maintains jurisdiction over the Central Fire Station.

The Clinton Sewerage Pumping Station on High Street, also historically significant, is an elegant Romanesque Revival style brick building constructed in 1899. The Massachusetts Water Resources Authority (MWRA) owns the building and used it until the plant was renovated and a new office was constructed. There do not appear to be any future plans for this building.

CHURCHES

The variety of religious structures built in Clinton over the past two centuries attests to the town's diverse ethnic heritage. According to a recent list of local churches, Clinton has sixteen churches within its boundaries. While not all of the town's religious organizations occupy historic structures, many of the parishes have historic ties in Clinton. Denominations present today include Baptist, Catholic, Congregational, Episcopalian, Greek Orthodox, Judaic, Lutheran, and Methodist. Clinton's historic religious structures were constructed in a variety of architectural styles, forms and materials. Most of the buildings are well-preserved, with several recently adapted for residential use.

Churches constructed around or near Central Park include the First Unitarian Church at 250 Church Street (1853); the First Congregational Church (1892-99) a buff brick Gothic Revival structure with elaborate stain glass windows by Redding, Baird & Company and Spence, Moakler & Bell, both of Boston⁴⁸; the First Baptist Church (1936) designed by Arland Dirlam; and the First Methodist Church (1926) at 75 Walnut Street, a Tudor Revival style building designed by Woodbury & Stuart and later renovated into a residence and office.

Others churches were located in the neighborhoods they served, including the German Church (1888), a wood frame Gothic Revival style building with square tower in the Germantown neighborhood; the Greek Orthodox St. Nicholas Church (1926) at 132 School Street; the Synagogue Shaarei Zedech (1929) at 105 Water Street; and Our Lady Jasna Gora



Central Fire Station (1898), Church Street. Photo by Community Opportunities Group, Inc.

(Polish) Catholic Church (ca.1930) at 128 Franklin Street. Additional historic churches include St. John's Roman Catholic Church at School and Union Street, built in 1886 and designed by architect Patrick W. Ford in the high Victorian Gothic style, with elaborate stain glass windows; and the convent and school at Our Lady of the Rosary (1911) at 1 Cross Street, designed by John W. Donahue of Springfield, who also designed the St. John's school and St. Mary's school in Clinton.

MUSEUMS

The Holder Memorial (1904) at 210 Church Street, dedicated by Francis Holder in memory of his parents, houses the Clinton Historical Society's collection. This two-story red brick structure with slate hip roof and distinctive two story portico was designed by architect Emil Greeley in the Classical Revival style. Leave out –." The Museum includes a collection of local artifacts from the Bigelow Mills and Clinton's comb factories, as well as art, historic documents and a military collection.

While not dedicated to local history, Clinton's second museum is impressive in its own right.

⁴⁸ *Programme for Dedication*, in the collection at the Holder Memorial.

Established in 2006, the Museum of Russian Icons at 203 Union Street holds the largest collection of Russian religious icons in North America. The collection includes 260 icons, with artifacts spanning more than six centuries. The Museum faces Central Park in the historic Bigelow Mechanics Institute Building (1853), which originally served as a private men's club. Later tenants included Clinton's postal service and various local businesses.

TWENTIETH CENTURY BUILDINGS

Clinton has numerous early- to mid-twentieth century buildings with historic significance. For example, the Clinton Depot (1914) was designed by Robert Reamer, a nationally renowned architect. Left vacant after railroad service ended in 1959, the building is privately owned today. Although the main portion remains vacant, the lower levels of the structure house various commercial establishments. The Clinton Depot is located at Depot Square, an area framed by the railroad overpass. Depot Square includes a small park and several buildings, notably the Swift Building (1892), a three-story Romanesque Revival brick and brownstone commercial building across from the train station, designed by architect Warren B. Page. The Square has seen little investment in the past few decades. While the park still has mature trees, it needs extensive landscaping and streetscape improvements. The adjacent concrete train bridge and overpass exhibit significant deterioration.

Other twentieth century buildings in Clinton include Lou's Diner (1935) and the Strand Theater (1924), both retaining their original interiors. The brick Gothic Revival style Clinton Armory at 119 Chestnut Street was built in 1914 and designed by James McLaughlin, architect of several other Massachusetts armories and most notably, Fenway Park. This building was recently renovated and received a preservation award from the Clinton Historical Commission.

Historic Structures

A network of railroads once crossed through Clinton, including the Worcester-Nashua Railroad (1846), Boston-Clinton Railroad service, the Fitchburg Railroad (1866), and the Central Massachusetts Railroad (1881). The Cen-

tral Massachusetts Railroad Tunnel (1902) near Wilson Street was built in response to construction of the Wachusett Reservoir, which destroyed the original Central Massachusetts Nashua Valley line. Rail service was re-routed eastward through the new tunnel and then across the valley on a large trestle bridge. The bridge remained for many years after rail service ended and was dismantled in the 1970s. DCR controls the tunnel, which is not open to the public.

Three early twentieth century bridges have been documented in Clinton's historic resources inventory: Duck Harbor Road Bridge (1907), Clamshell Road Bridge over the Boston & Maine Railroad (1903) and the Grove Street Bridge (1904) over the Wachusett Spillway, locally known as the "Greyhound." However, the Duck Harbor Bridge was reconstructed in 1985 and is no longer historically significant.

One cannot visit Clinton without being impressed by the granite edifice and natural beauty of the Wachusett Reservoir and Dam, constructed at the turn of the twentieth century. The dam took more than thirteen years to complete and forever changed the landscape of Clinton and surrounding towns. Upon completion, the dam flooded 5,000 acres in Clinton, Sterling, Boylston and West Boylston, covering six miles of railroad, 19 miles of roads, six major mills, four churches and six schools. All told, 224 houses were removed, 1,700 residents were displaced, and 100 were graves were relocated, along with headstones and monuments, from the cemetery of St. John's Catholic Church in Clinton.⁴⁹

The Wachusett Dam was part of a major engineering complex designed within a park-like setting, reflecting the early twentieth century ideals of the Metropolitan Water Supply. The main part of the dam is 850 feet long and 200 feet high at the deepest part of the gorge, and faced in decorative gray granite. Associated buildings include the Lower Gate Chamber and Powerhouse (1903-04), also dressed in gray granite, designed by the Boston architectural firm Shepley, Rutan & Coolidge.

⁴⁹ Massachusetts Historical Commission *Reconnaissance Report*.

The grounds below the dam were landscaped according to recommendations from Arthur Shurcliff, a partner in the Boston landscape design firm Olmsted, Olmsted & Shurcliff. His design included two bridges, a pool with fountain, and decorative plantings. Both bridges, along with a single span concrete barrel arch bridge (1904) on Grove Street and the Central Massachusetts Railroad Bridge (1905), a double span concrete barrel arch bridge, were faced with granite as well.⁵⁰



Wachusett Dam. Photo by Dale E. Martin (2005). Available online at Google Images.

One of Clinton's most unique historic resources is Fuller Field (ca.1878) at 450 High Street. Many Clintonians believe Fuller Field is the nation's oldest baseball diamond. A Clinton map from 1878 shows a diamond labeled "Clinton Base Ball Ground" in the same location as the current field. Organized baseball began in Clinton in 1865 and games are still played on the field today.⁵¹

Other Resources

Clinton has three cemeteries: Woodlawn Cemetery, St. John's Cemetery (only a portion of which is located within Clinton), and Reservoir Pines Cemetery, founded in 2000. Woodlawn Cemetery at 2 Woodlawn Street is Clinton's most historically significant burial ground, with approximately 6,000 grave stones and Victorian monuments dating from the middle of the nineteenth century. The Woodlawn Cemetery was designed by civil engineer Joshua Thissel in 1853, incorporating the principles of the mid-nineteenth century picturesque rural cemetery movement.⁵² Some of Clinton's most respected citizens are buried at Woodlawn, including Erastus and Horatio Bigelow and their families. The cemetery also has important monuments, includ-

ing a rare New Columbiad cannon at the Civil War Memorial site.

Clinton does not have a town-wide archaeological survey, but it has archeological resources within its borders. Reconnaissance surveys in the vicinity of Clamshell Pond completed for development projects revealed early stone bridges and early twentieth century building remnants.⁵³

Historic Resource Inventory

According to the Massachusetts Historical Commission (MHC), Clinton has a partially complete inventory of its historic resources. Most of the inventory was conducted in 1978, and it includes 172 buildings, burial grounds, objects, structures and areas dating from 1730 to 1960. However, the inventory focuses on residential and industrial buildings. Originals of the survey forms can be found at MHC, and the information they contain can be accessed in MACRIS (Massachusetts Cultural Resource Information System), an online searchable database. Unfortunately, the town does not have an organized storage and catalog system for local copies. The Planning Board has some of the survey forms on file, but they represent only a fraction of the total number of completed inventory forms and

⁵⁰ Wachusett Dam Historic District National Register Thematic Resource Area Report (1990) on file at Massachusetts Historical Commission.

⁵¹ Bastarache, 98.

⁵² National Register Eligibility Report for Woodlawn Cemetery (2006) on file at Massachusetts Historical Commission.

⁵³ "Archaeological Sites Discovered in the Course of the Reconnaissance Survey," 23 February 1999, on file at the Massachusetts Historical Commission.

Table 3.18
Clinton Listings, National Register of Historic Places

Historic Name and Location	Type and Date Listed	Properties (#)
Bigelow Carpet Company Woolen Mills Roughly bounded by Main St., railroad tracks and Coachlace Pond	National Register District 10/06/1983	10 properties
Bigelow Carpet Mill Union and High Streets	National Register District 12/22/1978	6 properties
Bowers School 411 Water Street	National Register Individual Listing 11/10/1983	1 property
Clinton Central Business District Roughly bounded by Union and Prospect Streets and Church and High Streets	National Register District 2/21/1985	35 properties
Corcoran School 40 Walnut Street	National Register Individual Listing 2/04/2000	1 property
First Methodist Church 75 Walnut Street	National Register Individual Listing 11/01/1990	3 properties
Wachusett Aqueduct Linear District	National Register District National Register Thematic Resource Area 1/18/1990	1 property 1 property
Wachusett Dam Historic District	National Register District National Register Thematic Resource Area 1/18/1990	6 properties 6 properties
Water Supply System of Metropolitan Boston	National Register Thematic Resource Area 1/18/1990	7 properties

they omit original photographs. Moreover, many of the forms include only minimal historic and architectural information on each resource. Today’s documentation requirements are far more extensive, including historic context and architectural descriptions and significance.

NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places is the official federal list of cultural resources worthy of preservation. It includes districts, sites, buildings, structures, and objects deemed significant in American history, architecture, archaeology, engineering and culture. Properties listed on the National Register automatically qualify for listing on the State Register of Historic Places. Listing on the National Register does not provide absolute protection for historic resources. However, any application for federal or state funds or permits for a property listed on the National or State Register triggers a review by MHC for negative or adverse impacts.

Clinton has five National Register Districts and three individually listed properties. The National Register nominations occurred primarily as a response to particular circumstances rather than as a strategic preserva-

tion planning effort. Clinton has prepared a an eligibility report to nominate Woodlawn Cemetery to the National Register of Historic Places. While the initial research has been completed, the town needs to hire a consultant to complete the full nomination report. The Clinton Historical Commission, Department of Public Works, and Cemetery Commission are working to identify potential funding sources to complete the nomination.

PRESERVATION RESTRICTIONS

Clinton does not have a demolition delay by-law or a local historic district bylaw to protect its historic resources. However, the town has protected individual buildings with preservation restrictions. According to the State Register, Clinton has three properties with preservation restrictions recorded under M.G.L. c. 184, ss. 31-33: the Holder Memorial (1987) and the Town Common (2000), each as a result of state-funded preservation grants, and the Central Fire Station (2001). Clinton also holds a façade easement on the Oxford Block at 114 High Street, which the town supported with a façade improvement grant when the property was renovated for elderly housing.

NATURAL RESOURCES

Geology, Soils and Topography

Geology, soils, and topography play a key role in the development of communities. Clinton's diverse and beautiful landscape is a product of local geology: the structure and materials of the land and the rocks, minerals and physical formations that compose it. Like all of New England, Clinton's geology reveals the interplay of glacial scouring from the relatively recent past and remnants of intense tectonic activity from the distant past. The erosion, weathering, and accumulation of organic materials on the land since the glacier receded have created a diversity of soil types blanketing Clinton's hills.

GEOLOGY

Clinton is situated geologically along the eastern margin of the Merrimack Belt, bounded to the east by the Clinton-Newbury Fault and to the west by the Wekepeke Fault. A major structural dislocation in northeastern Massachusetts, the Clinton-Newbury Fault consists of west-dipping thrusts and reverse faults, and it is visible in outcrops along fault splays on the southwest shore of Clamshell Pond and Willow Road. The Clinton Fault runs roughly down the center of Lancaster Mill Pond and under the Wachusett Dam, and forms the steep narrow gorge seen from the Dam promenade. Other minor faults are found in the area, too, most associated with the Clinton-Newbury Fault Zone.

The bedrock in Clinton consists primarily of slates, metasiltstones and phyllites, schists, granites, and quartzites (Map 3.3). Years ago, the slates were quarried for roofing materials and tombstones. Due to movement along the Clinton-Newbury Fault zone, the metasiltstones and phyllites contain small chevron folds that can be seen in outcrops under the bridge near Duck Harbor. Clinton's schists, known as the Reubens Hill Igneous Complex (named for the hill next to Clamshell Pond), range in color and consistency from greenish-gray to brownish-gray, fine to coarse-grained well-foliated rock of volcanic origin. The granites in Clinton are light-gray, coarse grained, intrusive igneous rocks classified as Ayer Granite. Numerous outcrops appear along the rail corridor at the North Dike and

the shore of Clamshell Pond. Finally, the quartzites are light-gray, fine grained, deeply bedded and highly resistant rocks. They occur under Burditt Hill, in the cliff along Rattlesnake Hill, and in the railroad cut on the North Dike.

During the Late Wisconsinan period 10,000 to 25,000 years ago, the last ice sheet gradually retreated from New England. As the climate warmed, glacial ice moved across the region and incorporated rock debris, abrading the surface of the bedrock on its journey. The ice-contact and post-glacial deposits left in its path contribute to the character of a community's land and water resources. In Clinton, the most common surficial deposits include glacial till and stratified drift (sands and gravel), with pockets of swamp deposits located throughout the town and extensive floodplain alluvium deposits along the Nashua River (Map 3.4). **Glacial till** is a compact, coarse mixture of broken rock, clay, silt, and boulders. In Clinton, glacial till covers the higher elevations in the central and southeastern parts of town. Shallow bedrock and bedrock outcrops coincide with the locations of thick till, particularly along and east of the Nashua River. **Stratified drift**, or glacial outwash, consists of loose, well-sorted sediments deposited by glacial meltwater. These types of deposits exist in nearly two-thirds of Clinton's land area and tend to support moderate- to high-yield aquifers.

SOILS

Soil is a dynamic resource that affects hydrology, supports plant life, controls biogeochemical cycles, determines plant and animal habitat, and supports human habitation. However, soils are fragile resources, vulnerable both to human impacts and extreme events, such as flooding. They can be easily damaged by erosion, disturbance, or covering over, reducing their value for the natural environment and for human use. Significant erosion can cause damaging sedimentation in streams and low lying land, which in turn can have harmful impacts on natural habitats.

Clinton's soils resulted from the deposition of Glacial Lake Nashua from Boylston to Ayer. The shores of the lake spread along the ridge

now crossed by Chase Street. Over thousands of years, sediments ran off surrounding hills and collected as thick layers of sand, silt and gravel on the lake bottom. Today, sediments left by Lake Nashua extend from South Meadow Pond to Greeley Hill, and can be found along the steep walls of the Nashua River Valley from Philbin Park to Ridgefield. Over time, rivers and tributary streams carved valleys and terraces into these deep, varied glacial deposits. Regular flooding of rivers and streams enhances the soils by leaving alluvial deposits within the level areas of floodplains. Floodplain deposits occur along the Nashua River, particularly in Marhefka Field, and Counterpane Brook.

Soils have identifiable properties that allow for their description and classification. Soils with broadly similar properties and profiles make up a distinct *soil series*. All the soils of one series have generally comparable major horizons (texture and color), composition, and thickness because they developed from similar parent materials in a similar environment. *Soil map units* are typically comprised of one or more components and consist of the soil series name modified by such factors as texture, slope, and stoniness (e.g. Hinckley sandy loam, fifteen to twenty-five percent slopes). They are classified by their origin, formation, and identifiable properties that make them suitable for specific uses. There are nearly fifty soil map units in Clinton, ranging from hydric (wet) soils to well-drained, sandy soils (Map 3.5). Clinton's soil types vary widely due to differences in topography, substrate type, vegetation, groundwater conditions, micro-climate and land-use history. The most common soils in Clinton include Chatfield-Hollis Rock Outcrop Complex, Paxton-Urban Land Complex, Hinckley Sandy Loam, Hinckley-Urban Land Complex, Chatfield-Hollis-Rock Outcrop Complex, Merrimac Fine Sandy Loam, Windsor Loamy Fine Sand, and Agawam Fine Sandy Loam.⁵⁴

Prime Farmland. Soils maps certified by the U.S. Department of Agriculture's Natural Resource and Conservation Service (NRCS) show that Clinton has 1,034 acres of farm-

land soils, including prime farmland, farmland of statewide significance, and farmland of unique importance.⁵⁵ The classification of prime farmland soils is based on pH, lack of excessive stoniness, and favorable climate conditions for agriculture. While state or local important farmland soils do not qualify as prime farmland, they have productive value for food, feed, fiber, or forage crops. In general, soils best suited for agriculture are also well-suited to competing uses, and in many locations Clinton's farmland soils have been developed. Preserving the town's remaining farmland and areas of productive soils may require acquisition of land or development rights to protect all or part of these important resources. Clinton recently took this step by acquiring the Rauscher Farm on Clamshell pond.

Prime Forest Land. Several areas in Clinton meet the definition of prime forest soils under potential timber productivity standards published by the U-Mass Amherst Department of Natural Resources Conservation. The U-Mass standards for white pine productivity coincide with the Natural Resource Soil Conservation Service's definition of prime timberland, i.e., soils with capacity for growing wood at a rate of 85+ cubic feet per acre per year. Much like the classifications of farmland, soils with capacity for timber production also fall into less-than-prime groupings of statewide and local importance, which generally reflect lower rates of production per acre per year, and riparian forest buffer. More than half of the prime forest land in Clinton is "prime" by federal definition (853 acres) while the remaining areas (553 acres) are mainly forest land of statewide importance.⁵⁶

TOPOGRAPHY

Geologic activity and glacial sculpting left a deep imprint on Clinton's topography. The surface topography of the north, typified by the broad plains of Greeley Hill and Woodruff Heights, is less dramatic than in other sections

⁵⁴ For inventory of Clinton soils, see annotated soils map, Appendix D.

⁵⁵ U.S. Department of Agriculture, Natural Resources Conservation Service, Worcester County Northeast Soils Maps at <<http://soildatamart.nrcs.usda.gov/Survey>>.

⁵⁶ DCR, "Soil Productivity Mapping for Use in Forest Management," MassGIS, <<http://www.mass.gov/mgis/primeforest.htm>>.

of town. This is largely due to the occurrence of slates and metasilstones, and thick accumulations of glacial sediments. To the south, the topography rises steeply where resistant quartzites provide Clinton's most dramatic topographic features: Burditt Hill, The Acre, and the narrow gorge between them. Rising 200 feet above the Nashua River and 511 feet above sea level, these hills mark the highest points in Clinton. The Acre's steep slopes serve as the divide between the Nashua River Watershed and the Assabet River Watershed.

Water Resources

WATERSHEDS

Most of Clinton lies within the Nashua River Watershed, which covers a total of 538 sq. mi. and encompasses all or substantial portions of 31 cities and towns in Massachusetts and New Hampshire. The South Branch of the Nashua River flows north from the outlet of the Wachusett Reservoir at Clinton's southwest corner, meanders through Clinton, and merges with the North Branch Nashua River at the "Meeting of the Waters" in Lancaster. From Lancaster, the Nashua River flows 35 miles northward to Nashua, New Hampshire, where it discharges into the Merrimack River. In Clinton, the Nashua River receives water from South Meadow Brook and an unnamed brook, which flow from Sterling to the complex of South Meadow ponds in Clinton, and from the Goodrich Brook. Clinton's southeastern corner is located within the North Brook sub-basin of the Assabet River. The Assabet River is part of the much larger Sudbury-Assabet-Concord River Watershed, known as the SuAsCo. (Map 3.6)

WACHUSETT RESERVOIR

Clinton once obtained its public drinking water from reservoirs in Sterling, but today, residents and businesses rely on the Wachusett Reservoir, a major component of the water supply serving most of the Boston metropolitan area.⁵⁷ An underground aqueduct connects the Wachusett Reservoir and the larger,

more well-known Quabbin Reservoir on the western edge of Central Massachusetts. The Massachusetts Water Resource Authority (MWRA) and the Massachusetts Department of Conservation and Recreation (DCR), Division of Water Supply Protection manage both of these water resources.⁵⁸ Much of the water withdrawn from the Quabbin travels through the Wachusett Reservoir before entering the Cosgrove Intake and being piped through the Cosgrove Tunnel to the MWRA distribution system. The MWRA has permission to withdraw a maximum of 126 million gallons per day (MGD) from the Wachusett Reservoir.

A reservoir's watershed is the geographic land area within which all surface and groundwater flows downhill to the reservoir. The most sensitive part of the watershed, Zone A, is the area within a 400' lateral distance of the bank of a reservoir and within 200' of the banks of its tributaries. Zone B includes the entire area within a half-mile of the reservoir, and the rest of the watershed is called Zone C. Approximately 53 percent of the Wachusett Reservoir watershed is protected land, either through direct ownership by DCR, other state agencies and local governments, or conservation easements. Protecting open space in a watershed is a critical component of protecting surface water quality. The Natural Heritage and Endangered Species Program (NHESP) categorizes the Wachusett Reservoir as Core Habitat because it and the "surrounding undeveloped lands provide habitat for wintering Bald Eagles and breeding Common Loons."⁵⁹

Massachusetts classifies inland waters based on the actual or intended use of the water resource. Class A waters are designated for use as a source of public (drinking) water supply. Class B waters are designated for the uses

⁵⁷ Clinton still owns more than 500 acres in Sterling and Leominster, collectively known as the Wekepeke watershed lands, and retains water rights for a public drinking water supply. Per Chapter 289 of the Acts of 2004, Clinton recently granted a conservation restriction to DCR in order to protect the Wekepeke watershed.

⁵⁸ The MWRA manages the drinking water system and DCR oversees watershed protection and enforcement. Under the Watershed Protection Act (WsPA), also known as the Cohen Bill, DCR regulates land uses, impervious surfaces, and use of hazardous materials around ponds, rivers, streams and wetlands in the watersheds of the Wachusett Reservoir, Ware River, and the Quabbin Reservoir. Despite the size of the Wachusett Reservoir, only a small amount of privately owned land in Clinton falls under WsPA jurisdiction because the watershed generally extends to the west and south.

⁵⁹ NHESP, *BioMap and Living Waters: Core Habitats of Clinton* (2004), 6.

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of protection and propagation of fish, other aquatic life and wildlife; and for primary and secondary contact recreation. Class C waters are designated for the uses and protection of fish, other aquatic life and wildlife; and for secondary contact recreation. The Massachusetts Department of Environmental Protection (DEP) classifies all surface waters within the reservoir watershed as “Class A.” The Wachusett Reservoir is a high-quality water body that presents an abundance of recreational opportunities, but access to Clinton’s portion is prohibited because of its designation as the Intake Protection Zone for the water supply system.

Surface water bodies cover approximately twenty-three percent (1,059 acres) of Clinton’s total area. While most of this acreage was a result of flooding by the creation of the Wachusett Reservoir, there are also ponds and impoundments throughout the town, as well as stream and river corridors, wetlands, and potential vernal pools.

PONDS

Clinton has several ponds, both named and unnamed, scattered throughout the town. The noteworthy water bodies are described below.

South Meadow Pond/Mossy Pond/Coachlace Pond. Located north and west of the Wachusett Reservoir, the South Meadow/Mossy/Coachlace Pond complex consists of about 129 acres of open water and wetlands, including three ponds interconnected by large culverts. The average depth for the pond complex is nine feet, with a maximum depth of twenty-seven feet. Boat access to all of the ponds is available from a single launch. The sixty-eight acre South Meadow Pond was created in the 1880s by damming South Meadow Brook, which flows from highlands in Sterling and Lancaster. The 33-acre Coachlace Pond, a converted swamp created by the damming of Counterpane Brook, lies west of Burditt Hill. The twenty-eight acre Mossy Pond is a spring-fed natural pond that feeds Rigby Brook. All three ponds overlie an important aquifer.



Wachusett Reservoir and Lancaster Mill Pond. Photo by John M. Spaeth (2004). Online at International Database and Gallery of Structures.

Clamshell Pond. Located north and east of the Wachusett Reservoir, Clamshell Pond covers approximately thirty acres and is generally shallow, although it has a maximum depth of thirty feet near the center. The Natural Heritage and Endangered Species Program (NHESP) classifies Clamshell Pond as “Living Waters” Core Habitat, noting that it “supports a robust assemblage of aquatic plants with no invasive exotic plant species, which in turn likely supports a variety of habitats for aquatic invertebrates. Clamshell Pond is one of the few ponds in the area that has little development in its riparian areas and watershed.”⁶⁰ Clinton recently acquired its last working farm, the sixty-two acre Rauscher Farm, which abuts Clamshell Pond.

⁶⁰ Ibid, 8.



Lancaster Mill Pond. The Lancaster Mill Pond lies at the foot of the Wachusett Dam. It was created by damming the South Branch of the Nashua River for the Lancaster Mills.

STREAMS & RIVERS

A number of streams and brooks flow through Clinton, many of them unnamed. Clinton's most noteworthy water courses include:

South Branch of the Nashua River. The South Branch starts at the Wachusett Dam and flows northerly toward Lancaster. DEP has classified the South Branch as Class B waters. To protect the river's natural resources, DEP has established the minimum release flow from the Reservoir at 2.6 cubic feet per second (1.7 MGD). According to the Massa-

chusetts Year 2006 Integrated List of Waters, the Nashua River is designated as a Category 5 water body, or waters requiring a Total Maximum Daily Load (TMDL). The targeted pollutants include pathogens, nutrients, unknown toxicity, and "questionable deposits."⁶¹ The sources of these pollutants include pet waste, winter road maintenance materials, illicit sewer discharges, failing septic systems, bird guano, and illicit discharges of cooling water or industrial wastes. The Clinton Department of Public Works has incorporated several best management practices (BMPs) into NPDES Phase II activities that attempt to address these impairments.

South Meadow Brook. The South Meadow Brook flows southeast from East Waushacum Lake and the wetland meadows of Fitch Pond in Sterling to East South Meadow and West South Meadow Lakes Clinton. It traverses pastureland of the Rota Springs Dairy Farm, a historic remnant of the early dairy industry of Sterling.

Goodridge Brook (sometimes known as Goodrich). The Goodridge Brook is a tributary of the Nashua River that cuts across the northwest corner of town. The brook originates in a wetland system in Sterling, flows south and east until entering Clinton north of St. Johns Cemetery, and then flows north and east until it joins the Nashua River near South Lancaster.

Counterpane Brook. The Counterpane Brook runs underground in some sections. The brook was dammed to create Coachlace Pond, a power source for mills. Clinton's largest aquifer lies underneath the brook, which continues north from the cluster of ponds at Clinton's western border. However, development activities have affected the quality of the water in Counterpane Brook.

AQUIFERS

Clinton's extensive sand and gravel deposits in the western half of town and the floodplain

⁶¹ DEP, Division of Watershed Management, *Massachusetts Year 2006 Integrated List of Waters: Final Listing of the Condition of Massachusetts' Waters Pursuant to Sections 303(d) and 305(b) of the Clean Water Act* (2007), 118.

region of the South Branch Nashua form the basis for two moderate-to-high yield aquifers: the Counterpane Brook and Nashua aquifers. The largest aquifer lies beneath Counterpane Brook and extends nearly the entire length of town. Dense residential, commercial and industrial development has contributed to water quality degradation. The state has designated portions of the Counterpane Brook aquifer as a non-potential drinking water source because of the urban development pattern, industrial uses and railroad bed located in this area.⁶² The Nashua Aquifer is smaller and parallels the South Branch, extending from the base of the dam that forms the Lancaster Mill Pond to the Lancaster town line in the vicinity of Fox Run.

Like watershed protection zones for surface water supplies, DEP has established recharge protection areas for groundwater supplies. Zone I is a 400-foot radius around a public drinking water well, and Zone II covers the entire area that recharges the well under prolonged pumping conditions. The Nashua Aquifer makes up a significant portion of the Zone II recharge area for the wells that provide drinking water in Lancaster. To protect groundwater resources from contamination, DEP places restrictions on development and activity in Zone II areas. These restrictions include prohibitions against certain types of industrial facilities, junk yards, petroleum bulk stations and terminals, landfills, and snow disposal areas. In addition, DEP regulations seek to preserve the overall quantity of groundwater by limiting land uses to an impervious area of not more than fifteen percent or 2,500 sq. ft. of any lot or parcel, whichever is greater, unless permit applicants provide a system of artificial recharge of precipitation that will not degrade groundwater quality.

Although some small private wells exist in Clinton, they are not part of the public water supply. In addition, DEP Interim Wellhead Protection Area (IWPA) maps do not show any state-regulated private wells in Clinton.

To the north and east of Clinton, however, Bolton has several IWPA's.

WETLANDS

Many wetland types, from vernal pools and forested wetlands to floodplains, exist along Clinton's rivers, streams and ponds. Since they are also common recharge zones for groundwater sources, it is important to identify and protect wetlands and floodplains. Though a few large, relatively undisturbed wetlands remain in Clinton, urban development has led to the destruction of several wetlands in the past 200 years. Clinton's major wetland resources include:

- ◆ The banks and vegetated wetlands associated with the Wachusett Reservoir;
- ◆ The banks, bordering vegetated wetlands, forested wetlands, and flood plains associated with the Nashua River and other brooks (Counterpane Brook, South Meadow Brook, North Brook, Rigby Brook);
- ◆ A large wet meadow north of Willow Road;
- ◆ The large vernal pools, vegetated wetlands and forested wetlands between Berlin Street and Wilson Street;
- ◆ The series of ponds, bordering vegetated wetlands and forested wetlands off Candice Street.

Section 404 of the Clean Water Act of 1972 defines wetlands as areas inundated or saturated by ground water (hydrology) at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation (hydrophytes) typically adapted for life in saturated soil conditions (hydric soils). The Clean Water Act prohibits virtually any ground-disturbing activities within 100' of all wetlands unless carried out under an authorized wetlands permit. In Massachusetts, the Wetlands Protection Act (WPA) M.G.L. c. 131, s. 40 protects land under water bodies, banks, river-front areas, bordering land subject to flooding, isolated land subject to flooding, certified

⁶² Massachusetts Executive Office of Environmental Affairs, MassGIS, "Non-Potential Drinking Water Source Areas," and Massachusetts Department of Environmental Protection (DEP), "Determining Non-Potential Drinking Water Source Areas: Policy WSC-97-701" (1997).

vernal pools, coastal wetlands and bordering vegetated wetlands. It defines wetlands by vegetation, hydrology and topography. Wetlands and associated buffer zones that border a surface water body or perennial rivers and streams are a protected natural resource. The protective framework established by the WPA includes authority for local conservation commissions to review and regulate activities that directly affect a wetland resource or that occur within the 100' buffer zone. In 1996, the Rivers Protection Act added a new resource area and accompanying performance standards to the WPA. Many Massachusetts communities enhance the authority of their conservation commission by adopting a local wetlands bylaw and wetlands regulations. Clinton does not have a local wetlands bylaw.

FLOODPLAINS

Major floodplain and floodway areas are depicted on the Flood Boundary and Floodway Maps of the National Flood Insurance Program for Clinton. The Flood Insurance Rate Maps (FIRM) identify areas subject to 100- and 500-year floods along the South Branch Nashua River, Counterpane Brook, South Meadow Brook, North Brook, and Rigby Brook.

Clinton's historical development pattern led to an urban village located on the banks of the South Branch and Counterpane Brook. This built environment exists in close proximity to, and in some cases within, the floodplain. Both the town and state have Comprehensive Emergency Management Plans filed with the Massachusetts Emergency Management Agency (MEMA) to deal with flood-related emergencies or possible dam failure. In addition, Clinton has a Floodplain Protection Overlay District Bylaw to protect residents and property owners from hazardous flooding, to preserve natural flood control characteristics and the flood storage capacity of the flood plain, and to preserve and maintain the groundwater table and water recharge areas within the flood plain. The Floodplain District corresponds to the 100-year floodplain. Clinton's bylaw regulates development within areas delineated on the FIRM to comply with M.G.L. c. 131, s. 40 and with requirements of the Massachusetts State Building Code.

Building within the floodplain requires a special permit from the Zoning Board of Appeals.

Vegetation

Approximately thirty percent of Clinton's total area is forested. Most of Clinton's forested land lies in outlying sections of the town, along the banks of the South Nashua River and within the Wachusett Reservation. Clinton's forests are fairly typical of the southern New England hardwood forest found throughout the region. Oak, hickory, birch, maple, and Eastern white pine dominate the canopy, while the understory is populated with ferns, wildflowers, and assorted shrubs. The mixture of hardwoods and conifers in Clinton provides a wide range of habitats for wildlife.

Among Clinton's unique features is a rare natural community known as Dry Riverside Bluff, located off Bolton Road between the railroad tracks and the Nashua River. Found only in Massachusetts and New Hampshire, the Dry Riverside Bluff community occurs next to rivers in steep, sandy areas. It provides habitat for species that enjoy dry conditions and open space, and it is globally endangered. The soils tend to be excessively drained, loamy sands while the vegetation relies on periodic fires and slope erosion to thrive. Some examples of the types of flora found in a Dry Riverside Bluff environment include American hazelnut, lowbush blueberries, woodland sunflower, trembling aspen, individual or thicketed scrub oak, and goat's rue. In Clinton, this natural community also contains the world's largest population of Spreading Tick-Trefoil (*Desmodium humifusum*), a state-listed endangered species.

In 1988, the town entered into an agreement with The Nature Conservancy, the Massachusetts Division of Fisheries and Wildlife and the Nashua River Watershed Association to manage the Dry Riverside Bluff area and protect the rare species found there. The agreement identified several parcels that should be acquired and protected as a contiguous open space system, including a twelve-acre parcel that Clinton already owned. The Nature Conservancy subsequently negotiated the purchase of a 42-acre parcel along Water Street

and the Nashua River Watershed Association negotiated the donation of a thirteen acre parcel to the town. To date, the other parcels have not been acquired or placed under a conservation restriction.

Fisheries and Wildlife

Clinton's forests, open fields, riverbanks, and wetlands provide a diversity of habitats. The presence of the Wachusett Reservoir is clearly a contributing factor, for sixty-nine percent of the land in the Wachusett Watershed is undeveloped forest and wetlands. Clinton benefits from this largely untouched land.

FISHERIES

The Massachusetts Division of Fisheries and Wildlife stocks the South Meadow, Mossy, Coachlace, and Lancaster Mill Ponds with trout each year. According to state records, the South Meadow ponds have eleven documented species of fish and the ponds provide an important outlet for recreational sport fishing, particularly in the spring. An EPA assessment conducted in 2002 indicates that Clamshell Pond is also suitable for fishing, but it is not stocked regularly and is more difficult for the general public to access. Although the Wachusett Reservoir occupies about twenty percent of Clinton's total area and supports approximately twenty-four fish species, fishing is prohibited along the entire shoreline in Clinton because DCR regulates the area as an intake protection zone. Classification as an intake protection zone helps to preserve the Wachusett Reservoir and its surrounding open space as habitat for wildlife.

WILDLIFE

Many common species have been observed in Clinton, including large and small mammals, amphibians, reptiles, and birds. The large mammals include black bears, moose, and white-tailed deer. Some of the smaller mammals that reside in Clinton include grey foxes, red foxes, bobcats, fishers, hares, mink, raccoons, striped skunks, bats, mice, moles, shrews, squirrels, and beavers. Among amphibians, Clinton has spotted salamanders, the eastern newt, eastern red-backed salamander, milksnake, and the American toad. Mallards, wild turkeys, mourning doves, the common raven, the European starling and a

wide variety of common birds reside here as well. In addition, a statewide database maintained by NHESP shows that several rare or endangered species have been observed and reported in Clinton: two amphibians, two birds and four vascular plants. There have also been locally reported sightings of the yellow lady's-slipper near Clamshell Pond and the Wachusett Reservoir, but these have not been documented by NHESP.

The Wachusett Reservation serves as important wildlife habitat in Clinton. For example, NHESP reports that the Common Loon (*Gavia immer*) has made its home here. Protected under the Federal Migratory Bird Treaty Act, the Common Loon spends its winters in Florida and the Gulf of Mexico. After nearly a century's absence, it reappeared in Massachusetts ca. 1975. Since then, management efforts have helped increase the Common Loon's breeding population from one recorded pair in 1975 to eleven pairs in 1992. According to NHESP, the leading cause of adult loon mortality on New England lakes is lead poisoning from fish sinkers. Additional threats include acid rain, pesticides, shoreline development, recreational boaters, and the flooding of nests due to fluctuating water levels. The Common Loon is classified as a species of special concern.

NHESP records indicate that another rare bird, the Grasshopper Sparrow, was observed in Clinton in 1999. Two rare amphibians have been observed here as well: the Marbled Salamander (*Ambystoma opacum*) and the Four-Toed Salamander (*Hemidactylium scutatum*). The Marbled Salamander was documented in Clinton as recently as last year (2006). Although it is mainly a terrestrial species found in deciduous or mixed woods of the southern New England hardwood type, the Marbled Salamander depends on wooded vernal pools or shallow depressions for breeding. The Four-Toed Salamander, a species of special concern, relies on forested areas, bogs, red maple and Atlantic white cedar swamps, vernal pools and other perennial wetlands for habitat. Habitat destruction by road construction projects, timber harvesting and development has placed this species at risk.

The four rare vascular plants contained in NHESP's database include the threatened Grass-leaved Ladies'-tresses (*Spiranthes vernalis*), Dwarf Mistletoe (*Arceuthobium pusillum*), which is a species of special concern, and two endangered species, Papillose Nut-sedge (*Scleria pauciflora* var. *caroliniana*) and Spreading Tick-trefoil (*Desmodium humifusum*). The dates of observation for these plants range from 1898 to 2001.⁶³

VERNAL POOLS

Vernal pools are unique habitats centered on ephemeral ponds that typically dry out once a year, or at least once every few years. As a result, vernal pools do not maintain reproducing fish populations. They provide critical habitat for several amphibian and invertebrate species whose life cycle depends on habitat that is free from fish predators. While this type of habitat is naturally scarce and not explicitly protected, there are a number of rare and endangered species whose populations depend on protecting vernal pools in the landscape. The NHESP Aerial Survey of Potential Vernal Pools identifies potential locations of twenty-six vernal pools in Clinton. Six have been certified, all located in the southeast corner of town near Clamshell Pond.⁶⁴

OPEN SPACE

Open space contributes to the environmental health, visual character, and quality of life in a community. Clinton has a small inventory of protected open space, in part because the town itself is small. However, Clinton also has an urban development pattern shaped by its industrial history, and the town has qualities that make it more like a tiny city than a small town. As shown in Map 3.7, its open space ranges from the large state-owned Wachusett Reservation around the reservoir to a formal town common and several neighborhood parks and playing fields. Clinton's open space inventory was recently enhanced by the ac-

quisition of the Rauscher Farm, a sixty-two acre site adjacent to Clamshell Pond.

The locations and ownership characteristics of a community's open space play an important role in town planning. When open space is owned or otherwise controlled by a local conservation commission or non-profit conservation group, it will most likely remain open space in perpetuity. Privately owned land sometimes remains undeveloped, too, and when covered by a conservation restriction, it enjoys the same protection as land owned in fee by a local conservation commission.

Open Space Inventory

Clinton recently completed an Open Space and Recreation Plan for the town,⁶⁵ which compiles a current inventory of open space parcels in the community. Clinton has approximately 860 acres of open space, 88 percent of which is protected in perpetuity due to ownership by the town, the Clinton Greenway Conservation Trust, DCR or the Massachusetts Division of Fish and Wildlife, or privately held but subject to a recorded covenant or easement.⁶⁶ Most of the protected land is in conservation and passive recreation use, but Clinton's open space inventory also includes public parks such as Central Park, Carlisle Park, and Rogers Field. Further, the town owns property in educational, civic and recreational uses which, while not legally protected from conversion or redevelopment, are unlikely to change without approval by town meeting. Lands with this type of "limited" protection constitute about 10 percent of Clinton's open space inventory.

In Massachusetts, property owners with more than five acres of land in agricultural, horticultural, forestry or recreational use qualify for a significant reduction in property taxes as long as the land remains undeveloped. Under M.G.L. c.61, 61A and 61B, privately owned forest land, farmland and recreational land remains taxed for its use value, not its market

⁶³ Massachusetts Department of Fish and Game, MassWildlife, Natural Heritage and Endangered Species Program, Rare Species Occurrences by Town [Electronic Version], <www.mass.gov/dfwele/dfw/nhesp/>.

⁶⁴ Natural Heritage and Endangered Species Program, Certified Vernal Pools (2007), MassGIS, <www.mass.gov/mgis/cvp>.

⁶⁵ Town of Clinton Open Space & Recreation Plan 2007-2011. See Appendix A for current open space inventory.

⁶⁶ Acreage based on Geographic Information System (GIS) land area calculations, not land area reported on an assessor's property record card.

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value, until the owner or a buyer opts to convert the property to another use. Before the land can be developed, the city or town that granted the tax reduction has a legal right of first refusal to acquire the property and preserve it as open space. Open space under a Chapter 61, 61A or 61B agreement is typically classified as having “temporary” protection, i.e., subject to decisions by the owner, a buyer with site control, or the community. Clinton recently exercised its right of first refusal by purchasing the sixty-two acre Rauscher Farm, which had been the subject of a proposed housing development. Although Clinton has a few remaining parcels over five acres, there are no additional properties under Chapter 61, 61A or 61B agreements and this partially explains the Rauscher Farm’s importance to the town. Clinton does not have a statutory right of first refusal to acquire any of the remaining privately owned land within its borders.

Clinton’s land use pattern is dominated by a compact, densely settled core that has spread out incrementally over time. Most of the larger open space parcels are in outlying areas, particularly around the Wachusett Reservoir. However, the small landscaped parks and playgrounds in Clinton are very important to the character of the town as a whole and the neighborhoods they serve. The parks function much like their counterparts in urban communities: places for play and respite, and institutional or civic green spaces that enrich the urban character of surrounding built areas. The inventory of open space and recreation land in Clinton currently includes properties owned by government agencies, non-profit organizations, homeowner associations and private citizens.

COMMUNITY SERVICES & FACILITIES

Municipal Services & Facilities

TOWN SERVICES

The municipal services that Clinton provides are fairly typical among Massachusetts towns. Like most communities, Clinton does more for its population than it is required to do by law. To residents and businesses, many



Central Park in Downtown Clinton. Photo by Community Opportunities Group, Inc.

local government services qualify as “essential” regardless of whether the state mandates them. For example, municipalities are not required to have a police department, yet nearly every town in the Commonwealth has one. Similarly, municipalities do not have to provide solid waste disposal services, recreation programs, a senior center or a public library, but towns that provide these services usually think of them as an indispensable part of what it means to be a community. Table 3.19 lists the major categories of municipal services provided by the town of Clinton.

TOWN HALL

Clinton Town Hall on Church Street is situated in an enclave of civic, institutional and commercial buildings clustered around the town common (Central Park). Built in 1909 in the Italian Renaissance Revival style, Town Hall serves as Clinton’s primary government office building. Most town departments are located at Town Hall, including the Town Administrator, Town Clerk, Town Accountant, Town Treasurer, Tax Collector, Retirement Board, Assessors, Veteran’s Agent, the Community and Economic Development Office,

the Department of Public Works administration, and Clinton’s permitting agencies: the Building Department, Planning Department, Conservation Commission and Board of Health. Together, these departments have 23 full-time and three part-time employees working in the building each day, handling most of Clinton’s core administration and finance responsibilities. Some also provide staff support to town boards and committees that meet at night.

Town Hall is a two-story structure with a tower and a partially finished and occupied basement level, eighteen offices and four meeting rooms. It includes a total of 39,422 sq. ft. of gross floor area and approximately 30,400 sq. ft. of net floor space. The first floor contains a magnificent auditorium that is used for town meetings, elections, plays performed by the Clinton Community Theatre, and occasional private functions as well. In general, Town Hall is a busy public building. In addition to the administrative functions it supports, Town Hall is used for public meetings every night during the week.

Clinton completed a \$2.5 million renovations project at Town Hall between 1994 and 1996. The building is generally in good to excellent condition, but it has a number of access barriers. For example, there is a ramp and an accessible parking space, but the

door at the top of the ramp is not accessible and the concrete pad at the bottom of the ramp is in poor condition. The entrance also lacks signage. Although the basement-level restrooms are designated as accessible, they do not meet current standards for accessibility. The first floor restrooms are used as accessible restrooms, but they, too, are not completely barrier-free because the thresholds are too high. Clinton’s Americans with Disabilities Act (ADA) Transition Plan identifies a total of twenty-one barrier removal needs at Town Hall, ranging from appropriate signage to lighting for the accessible entrance, installation of a TTY phone, tables accessible to people using wheelchairs in the Board of Selectmen’s chambers and the Assessor’s hallway computer, and directional signage to the elevator.

BIGELOW FREE PUBLIC LIBRARY

The Bigelow Free Public Library at 54 Walnut Street is a Colonial Revival style building constructed in 1902 with funds from the Carnegie Foundation. It is an impressive facility, with Greek friezes modeled on the Elgin marbles, vaulted ceilings, original interior wood trim, and clay ceiling tiles. The most recent alterations occurred in 1992, when a small addition was constructed to accommodate an elevator, stairs and vestibule, and a fire escape was added to one of the upper-story windows. The library also has a relatively new roof.

Table 3.19
Municipal Services in Clinton

Administration & Finance	Public Safety	Public Works
Town Administrator	Police	Highways & Drainage
Town Clerk	Fire/Emergency Medical	Water and Sewer
Assessors	Animal Control	Trees and Cemeteries
Town Accountant	Building Inspector	Solid Waste Disposal
Treasurer	Civil Defense	
Tax Collector		Culture & Recreation
Retirement Board	Human Services	Public Library
	Board of Health	Recreation Department
Community Development	Council on Aging	Historical Commission
Planning Board	Veterans Agent	
Conservation Commission		
Economic Development		

Sources: Town of Clinton FY07 Operating Budget, Annual Town Report, Year-End Schedule A Report (FY 2005).

CLINTON MASTER PLAN

In small towns, public libraries often meet cultural, social and informational needs that are not addressed by any other local institution. This appears to be true in Clinton as well. Despite the library's limited number of staff and budget constraints that cap its hours of operation at five days per week, the Bigelow Free Public Library offers a wide variety of programs and services. The library building includes three usable floors: a ground floor with a large computer room, restrooms and storage space; the first floor, which holds the adult books collection and reading rooms, and the second floor, where the children's library and the young adult collections are located. The library has both closed and open stacks, each holding approximately 116,000 books. The library uses a traditional card catalog and library card system, but the library's staff have been placing bar codes on the books in anticipation of a stand-alone computerized catalog system. The Bigelow Free Public Library is connected to the Central Western Library Consortium, which enables local library patrons to order books from other libraries in Central Massachusetts.

The library has limited parking, including six parking spaces and three accessible parking spaces. Since the main (historic) entrance to the building has steps, the rear entrance is designated as accessible and there is an accessible path leading to it. However, the entrance is not fully accessible because the door is too heavy, not wide enough, and lacks appropriate hardware. The threshold is also too high. In addition, the building's restrooms have some inaccessible features. For these and other reasons, the Town's ADA Transition Plan identifies the Bigelow Free Public Library as Clinton's highest priority for barrier removal.

The first floor and basement areas of the library are heated by an oil boiler installed ca. 1950. There is no air conditioning on the first floor. In 2005, Nypro provided funds to install air conditioning in the second floor children's rooms and a new electric heating system.



Clinton's Bigelow Free Library. Photo by Community Opportunities Group, Inc.

PUBLIC SAFETY

Police Station. The Clinton Police Station at 176 Chestnut Street was renovated in 1998. It is a one-story building with a finished basement and a total of approximately 13,000 sq. ft. of gross floor area. The Police Station has nine holding cells, an interrogation room, an evidence room, a crime lab, a community meeting/training room, two locker rooms, a weight room, five restrooms, a break room, records and evidence storage, general storage and a maintenance room.

Although the building is generally in good condition, it has already needed roof repairs and replacement of some of the exterior siding. In addition, the Police Department has ongoing technology and communication needs that are not included in a capital funding plan. According to the Police Chief, the department needs new computers and software every four to five years and two new police cruisers every year. The town owns nine cruisers (three unmarked and six marked). The Police Department employs twenty-nine full-time police officers, four dispatchers and one administrative assistant. There is enough space in the Police Station to support the department's operations and records storage needs, and both the building and its associated parking area are accessible to people with disabilities.

Fire Station. The Clinton Fire Station at 449 Main Street was constructed in 1988. It is a one-story structure with a finished basement

and total gross floor area of 14,038 sq. ft.. The building includes a bunk room, a meeting room and kitchen, an office for the Fire Chief, three other office spaces and six vehicle bays. Since the Fire Station occupies a steeply sloped site, three of the vehicle bays are in front of the building and three are below it. The Fire Station has access barriers, including a steep entrance ramp, a narrow doorway and a shallow foyer. Overall, the building is in fair condition.

The Fire Department is responsible for fire protection, licensing and inspections, and emergency medical services. Its fleet consists of a ladder truck, three engines, a brush truck, two ambulances and a special ambulance used by dive team. The Fire Department employs a full-time chief, twenty-four career firefighters and a part-time administrative assistant.

Other Facilities. Clinton's old central fire station at 42 Church Street is no longer used as a fire house. An attractive, three-story buff brick structure with a tower, the old fire station was built in the Colonial Revival style in 1899. It contains about 15,000 sq. ft. of gross floor area and 8,900 sq. ft. of usable floor area. The exterior has been restored and the building is protected by a historic preservation restriction. Although it is currently under the School Department's jurisdiction, the old fire station is not used for educational purposes. In addition to the old fire station, Clinton owns a building at 359 High Street where the town's Civil Defense office is located.

PUBLIC WORKS

The Department of Public Works (DPW) has administrative offices at Town Hall, but its field operations are based at a public works garage and recycling center on Woodlawn Street and a water filtration plant on West Boylston Street. Clinton's DPW includes several divisions: roads and drainage, which also oversees solid waste disposal; water distribution; water treatment; sewer service; and cemeteries and trees. The Board of Selectmen oversees the DPW and serves as the Town's water and sewer commissioners.

Public Works Garage. The Public Works Garage at 99 Woodlawn Street was constructed in 1970. It consists of three one-story, pre-fabricated metal buildings and garage bays with a combined gross floor area of about 18,000 sq. ft.. All of the DPW's equipment (trucks, plows, front loaders, sanders) as well as salt and sand are stored at Woodlawn Street. In addition, the DPW maintains underground fuel tanks and gas pumps that serve all of the Town's vehicles. Most of the DPW's twenty-five employees work at the Public Works Garage.

A recycling center is located in the parking lot, which is partially paved but not striped for parking or travel lanes. It is not accessible to people with disabilities.

Water Filtration Plant. The Clinton Water Filtration Plant at 55 West Boylston Street was constructed in 2002 in response to state requirements. It is a two-story brick building with approximately 23,000 sq. ft. of floor area. The building meets current accessibility requirements. Two DPW employees work at the water filtration plant.

The DPW is responsible for maintaining all of the streets under Clinton's jurisdiction, or approximately 47.5 centerline miles of roads.⁶⁷ In the last three years, the DPW's roads division has paved several main roads and generally coordinates paving projects with water line maintenance and replacement. Clinton relies heavily on state Chapter 90 funds to finance road improvements. The roads division is also responsible for trash pick-up. While rubbish disposal and recycling are two separate entities, both are housed at the DPW garage. The DPW provides for weekly curbside trash pick-up and charges \$2.00 per bag in a recently initiated "pay-as-you-throw" program. Residents deliver and sort recyclables at the DPW garage at no charge.

Clinton receives water from the Massachusetts Water Resources Authority (MWRA) and operates and maintains its own distribution system. The distribution system includes fifty miles of water mains, three storage tanks and

⁶⁷ Massachusetts Department of Revenue, "2006 Road Inventory Year-End Report," citing MassHighway.

three pump stations. According to the DPW, Clinton's public water system is in better shape than its sewer lines. The DPW tries to replace at least 3,500 feet of water mains each year. Clinton's three water tanks include two at Burditt Hill and on one Mulberry Street. While the 1.5 million gallon tank on Burditt Hill is new, the 0.75 million gallon tank is old and it needs rehabilitation and painting. The one million gallon tank on Mulberry Street was recently rehabilitated. Of the three water pump stations, North Dyke is new and located at the treatment plant. The booster pumps at Burditt Hill and Cameron Street are older but well-maintained.

The MWRA is responsible for the wastewater treatment facility in Clinton, but the DPW manages the collection system: about fifty miles of sewer lines and seven pump stations. Sewer service is available in ninety-nine percent of the town, with an estimated fifty to 100 homes served by septic systems. Most of the sewer lines are original 19th century clay pipes. In general, the sewer collection system is not in good shape and there are no plans to improve it. The DPW maintains it and fixes problems as they arise. Due to the poor condition of the sewer collection system, the MWRA has imposed restrictions on new sewer tie-ins in Clinton.

Finally, Clinton has two cemeteries, both overseen by the DPW. They include the historic Woodlawn Cemetery and the new Reservoir Pines Cemetery on West Boylston Street. The town has sold all of the burial plots at Woodlawn. The new cemetery includes room for future expansion.

OTHER MUNICIPAL SERVICES & FACILITIES

The Clinton Council on Aging has been running a Senior Center on the ground floor of a commercial building at 200 High Street. The Town leases 2,500 sq. ft. of space from the property owner and provides \$11,000 per year for rent, maintenance, and office and cleaning supplies. The space configuration includes a large multi-purpose room and kitchen. Limited storage space is located in the rear of the building and the Council uses it to store medical equipment and food.

The Senior Center employs a full-time director, a full-time transportation coordinator, three part-time van drivers and a part-time outreach coordinator. Volunteers package and deliver fifty meals per day for "Meals on Wheels" and the Senior Center provides a daily congregate lunch for thirty to sixty people. However, the kitchen facility is small and not designed or equipped to operate as a commercial kitchen, and since the Senior Center's maximum capacity (by code) is seventy-two people, functions have to be limited to sixty in order to assure adequate space for staff and volunteers. In addition, the building is not handicapped accessible. The Town's lease includes four parking spaces, and one is accessible. Due to the limited amount of parking, seniors have had to park along High Street or behind the building, or elsewhere in the downtown area, sometimes walking a considerable distance to reach the Senior Center.

In an effort to identify realistic options for the Senior Center's future, the Town hired an architect to examine several options. In 2007, residents agreed to spend \$1.4 million to acquire a new site and build a permanent home for the Council on Aging. The town solicited bids and proposals from downtown-area property owners with land meeting minimum size and other specifications, and decided to acquire the former American Legion hall - the historic Gilbert Greene estate. The building is being demolished to make way for a new facility.

Public Schools

SCHOOL FACILITIES

Unlike most of the adjacent towns, Clinton operates its own K-12 school district. The town has three schools – an elementary, middle and high school – and a school administration building that also houses an early childhood center and an adult learning center. On balance, Clinton's school facilities are in very good condition and they reflect the enthusiasm that many Clinton residents expressed for the schools during public meetings for this master plan.

Clinton Elementary School. The Elementary School at 100 Church Street opened in 2002.

It is a bright, modern, four-story building with approximately 165,000 sq. ft. of floor area. Its core facilities include a large library, gym and cafeteria. The Elementary School has large classrooms with plenty of space for children's activities and storage, and spacious hallways. It is divided into four wings and designed to accommodate 874 students from prekindergarten through fourth grade, with seven or eight classrooms per grade. Since 2002, K-4 enrollments in Clinton have ranged from 808 to 884.⁶⁸ The building is heated with natural gas and has air conditioning.



Clinton Elementary School. Photo by Community Opportunities Group, Inc.

Clinton Middle School. The Middle School on West Boylston Street was constructed in 1975 and renovated in 1996. It is a two-story building that serves about 620 students in grades five through eight. Although the oldest of Clinton's three public schools, the Middle School is spacious and well maintained. It is an exterior brick, interior concrete block building with ample light and access to playing fields adjacent to the building and across the street. The only noteworthy problems Clinton has experienced with the Middle School involved asbestos ceiling tiles that had to be removed from the first and second floors. The building also is not air conditioned, which limits the usefulness of second-floor space during the summer.

Clinton High School. Also located on West Boylston Street, Clinton High School is a two-story brick building constructed in 1998. It is a spacious, light-filled facility that serves about 550 students. The core facilities include a cafeteria, gym, library, music rooms and an auditorium. The building has wide halls, no interior door thresholds that would impede access for people with disabilities, and the restrooms are reasonably accessible, too. The High School does have some architectural barriers, however: a front door that is too heavy for a mobility-impaired person to open, the fire alarm system that lacks visual access for people with hearing impairments, inaccessible showers in the girls' locker room,

and missing curb cuts for access to the playground.

Superintendent's Office and Early Childhood Center. Located at 150 School Street, the School Administration and Early Childhood Center is a converted parochial school with three usable floors and 49,790 sq. ft. of floor area. The School Superintendent's office is located on the first floor, along with other administrative offices for the School Department and a drop-in preschool and gym. The second floor has adult learning classrooms, offices, a student lounge, computer room, and storage space. The first- and second-floor rooms are bright, clean and spacious. Although the floor finishes are a bit worn, the building is well maintained and in good condition. The first-floor offices are larger than they need to be for the functions they currently serve, reflecting their past as classrooms. A special needs elementary school occupies the basement level, which has classrooms, a library, computer room, cafeteria, and offices and storage. In general, the basement area is less appealing and commodious than the spaces found on the first and second floors.

The Early Childhood Center building has some accessibility features, but it also has architectural barriers. For example, the basement restrooms are designated as accessible, but neither restroom has all of the required accessibility features (sink and mirror heights, grab bars, accessible hardware). Water fountains in the hallways throughout the

⁶⁸ Massachusetts Department of Education, "Long-Term Trends in K-12 Enrollments by Individual District," 1987-2007.

building also are not accessible. In addition, the elevator cab is too small, and the railings at the building’s accessible entrance do not conform to current codes.

ENROLLMENT AND DEMOGRAPHIC TRENDS

Clinton seems to be following a pattern that exists in many communities. While enrollments are up somewhat in the lower elementary grades, Clinton is generally experiencing stable if not slightly declining enrollments at the middle school and high school (Figure 3.3). Since 1990, the town’s highest rate of K-12 enrollment growth occurred in the late 1990s, when the number of children in the elementary and middle school grades rose by six to eight percent and high school enrollments by ten percent in a matter of two successive school years. There does not appear to be an imminent problem of space shortage in Clinton’s school buildings, particularly since the town has constructed two new schools within the past ten years.

Despite the fact that Clinton has not been under the same degree of enrollment growth pressure seen in many towns near I-495, the Clinton Public Schools have a number of challenges that other, more affluent towns in the region have not faced. Clinton has a noticeably large percentage of low- and moderate-income families and compared to neighboring towns, a larger percentage of students whose first language is not English and a much larger percentage of students from Hispanic or Latino families. The town is seeing growth in its Brazilian population as well. These popu-

lation characteristics bring significant cultural diversity to Clinton – diversity that does not exist in other towns nearby. Still, the same qualities place some unique demands on the public schools (notably English learning programs), municipal services such as the public library, and a variety of community-based organizations.

The proportion of the school budget devoted to special education services in Clinton is on par with the state as a whole, but Clinton does not have the same financial resources to support its public schools. What the town accomplishes with such a limited budget is remarkable, but overall, Clinton spends less per student than the statewide average and that of neighboring towns.

Public Parks

Clinton has several spectacular urban parks, playgrounds and ballfields, both on school grounds and in neighborhood settings. Most of these facilities are managed by the Clinton Parks and Recreation Department. The town’s parks include:

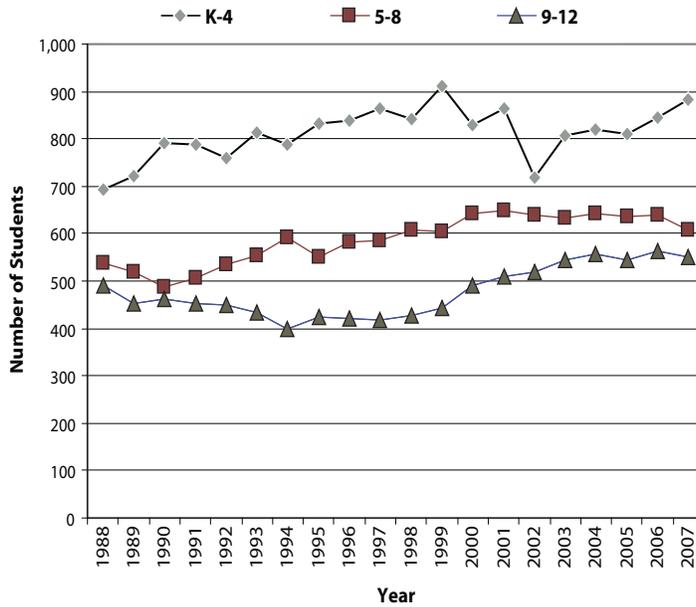
Central Park. Clinton’s signature park is the town common at 243 Church Street, known locally as Central Park. It is a formal, 3.82-acre square bounded by Church, Union, Walnut and Chestnut Streets. On-street parking is available on all four streets. The park is in excellent condition and it is fully accessible. There are about fifteen benches, paved

Table 3.20
Public School Spending in Clinton, 1998-2008

FY	K-12 Enrollment	Pct. Change	Chapter 70 Aid	Pct. Change	Actual Net School Spending (NSS)	Pct. Change	Actual NSS Per Student	Chapter 70 % Actual NSS
1998	1,900	-0.4%	\$6,615,128	3.4%	\$11,827,755	7.7%	\$6,225	55.9%
1999	2,045	7.6%	\$7,900,531	19.4%	\$13,328,740	12.7%	\$6,518	59.3%
2000	2,039	-0.3%	\$8,206,381	3.9%	\$13,799,978	3.5%	\$6,768	59.5%
2001	2,007	-1.6%	\$8,557,606	4.3%	\$14,847,305	7.6%	\$7,398	57.6%
2002	2,091	4.2%	\$9,094,344	6.3%	\$16,191,060	9.1%	\$7,743	56.2%
2003	2,070	-1.0%	\$9,094,344	0.0%	\$16,420,126	1.4%	\$7,932	55.4%
2004	1,985	-4.1%	\$8,493,786	-6.6%	\$16,702,556	1.7%	\$8,414	50.9%
2005	2,019	1.7%	\$8,794,604	3.5%	\$16,011,816	-4.1%	\$7,931	54.9%
2006	1,990	-1.4%	\$8,894,104	1.1%	\$17,877,705	11.7%	\$8,984	49.7%
2007	2,076	4.3%	\$9,908,530	11.4%	\$18,635,767	4.2%	\$8,977	53.2%
2008	2,034	-2.0%	\$10,454,735	5.5%	\$19,738,439	5.9%	\$9,704	53.0%

Source: Massachusetts Department of Education.

Figure 3.3
K-12 School Enrollments, 1988-2007
 (Source: Department of Education)



walkways, a fountain, several memorials and many mature trees.

Turini Park. Located at the end of the downtown shopping district on High Street, Turini Park is a small 0.061-acre pocket park. It is well maintained with a memorial, three benches, lighting and trash cans. The paved path and the benches are not accessible.

Memorial Park Depot. Also a small pocket park, Memorial Park is a formal 0.835-acre park near the downtown area at the corner of Sterling and Main Streets. It has on-street parking, accessible paved paths, eight benches and a memorial.

Carlisle Park. A formal square park similar to Central Park, Carlisle Park is a rolling 1.16-acre neighborhood park bounded by Beacon, Franklin, Clinton and Park Streets. The meandering paved paths and several benches are accessible. On-street parking is available on all sides.

Duffy Park. Overlooking Coachlace Pond on New Harbor Road, Duffy Park is a beautiful 0.057-acre pocket park. It has three benches and a memorial. The path and the benches are not accessible. Parking is available on the street.

Philbin Memorial. The Philbin Memorial is a tiny 0.031-acre pocket park across the street from the Philbin Memorial Park and Playground on Berlin and Chace Streets. The memorial is accessible and has a paved path and bench.

Philbin Memorial Park. This 0.931-acre park has play and climbing equipment, open green space and a basketball court. The park has lighting for night use. On-street parking is available and there are sidewalks on Chace Street. The park is not accessible for people with disabilities, however.

Fuller Field. Fuller Field is a historic 7.62-acre park for baseball and football that is used by teams in Clinton and the surrounding region. The baseball diamond dates to the 1870s. A five-member commission manages the field and the town pays for a part-time caretaker. Portions of the field are accessible to spectators. There are bleachers and concessions. On-street parking is available.

Vale Street Athletic Fields. This is 6.12-acre multi-purpose park with two baseball diamonds, a basketball court, a skate park, open grass play spaces, bleachers and lighting. There are no paved pathways and as a result, the park is not accessible for people with disabilities. On-street parking is available. Local companies lease advertising space on the baseball diamond backstops.

TRANSPORTATION & CIRCULATION

Transportation Infrastructure

ROADWAYS

Clinton is centrally positioned between Route 2 to the north, I-290 to the south, I-495 to the east, and I-190 to the west. Additionally, Clinton is connected to surrounding towns and nearby cities such as Worcester and Leominster by several state-numbered routes and other minor regional roadways. Clinton's evolution as a regional economic center is imprinted in the local road network, for a classic grid of interconnecting streets serves a nineteenth century enclave of industrial buildings and the downtown business district in the center of town. By contrast, its outlying roads



Fuller Field (left) and Carlisle Park (right). Photos by Community Opportunities Group, Inc.

are largely rural, winding streets that support a lower-density pattern of residential development.

Functional Classification. Clinton is within the jurisdiction of the Montachusett Regional Planning Commission (MRPC), which provides roadway classifications for municipalities in its region. These functional classifications, established by the Federal Highway Functional Classification Manual, guide the design of road widths, speeds, and safety measures. Roadway classification is divided into *principal arterials*, *minor arterials*, *major collector roads*, *minor collector roads*, and *local roads*. It is further divided into urban and rural areas based on location and population density. The 2003 Regional Transportation Plan prepared by the MRPC classifies Clinton as a “small urban area.” According to MassHighway records, Clinton contains 48.63 miles of roadway systems within its boundaries.⁶⁹

- ◆ **Interstate Highways and Principal Arterials.** Interstate highways and principal arterials form the regional network of roads connecting major urban areas throughout the United States, providing access to urban activity centers and major commercial areas. They serve only motorized vehicles with controlled access, carrying high volumes of traffic. There are no

interstate highways or principal arterials within Clinton.

- ◆ **Minor Arterials/Major Collectors.** Arterials are secondary streets that support and connect to principal arterials. They provide for travel within geographic regions at lower speeds. They may also serve long-distance travel movements and connect principal arterials on a regional level. Collectors are charged with gathering trips from local roads and effectively distributing them to arterials. A collector system may access residential, commercial and industrial areas and connect with local roads.

Multiple roads within Clinton are functionally classified as minor arterials or major collectors. Route 110 generally runs north south within the town, cutting through the commercial core at Main Street. It overlaps with Route 62 and Route 70 before turning into Water Street and then High Street. Route 62 is mostly residential west of Greeley Street, with land uses changing to commercial and industrial closer to Main Street. East of Main Street, Route 62 winds through the Town following the shoreline of the Wachusett Reservoir before turning east towards Berlin. Route 70 also runs generally north-south, parallel to Route 110 in north Clinton and then overlaps with Route 62 along the Wachusett Reservoir. Berlin Street runs from Chase Street to Route 62 in Berlin.

⁶⁹ Massachusetts Department of Revenue, Division of Local Services, citing MassHighway, 2006 Road Inventory Year-End Report, Municipal Data Bank, <http://www.dls.state.ma.us/mdm.htm>.

- ◆ **Local Roads.** Local roads form the most basic unit of roadway systems. They directly access homes, businesses, institutional, and industrial areas and provide access between adjacent properties. Clinton has a connective grid-like road network, especially around the center of town and Carlisle Park. Following general growth trends, the road network in the outskirts of the town is more spread-out, serving specific housing developments and industrial areas.

BRIDGES

Bridges are an important component of the circulation system, providing connections over railroads, lakes, rivers, and streams. Data on bridge locations and conditions are compiled from the Executive Office of Transportation and Construction (EOTC) and MassHighway’s inventory of bridges within the Commonwealth. Bridges are rated on a scale of 0 to 100, with 100 denoting the highest quality based on standards applied by AASHTO (American Association of State Highway and Transportation Officials). Another study of functionally obsolete bridges classifies bridges that are structurally sound but do not meet the current AASHTO design standards. Table 3.22 shows the bridge listing for Clinton with their rankings. According to MassHighway, Clinton has no functionally obsolete bridges. Out of the structurally deficient bridges tabulated below, the Water Street Bridge on the North Nashua River was designated for improvements in the FY 2003-2007 Transportation Improvement Program (TIP).

PEDESTRIAN & BICYCLE ACCOMMODATION

A connective pedestrian and bicycle environment is key to a comprehensive transportation system. It provides alternatives to automobile driving, encourages physical activity, and creates space for community interaction. Increased foot-traffic within commercial areas helps retail businesses, reduces short-distance vehicular trips, and makes the area safer for all users. Clinton’s downtown commercial area has a connective sidewalk system and crosswalks at major intersections. However, some sidewalks need repair and maintenance. On roadways located outside

Table 3.21

Functional Classification of Roadways within Clinton

	Interstate	Arterial	Collector	Local	Total
Urban	0	13.42	4.18	31.03	48.63

Data Source: MRPC Regional Transportation Plan 2003

the downtown core, the sidewalks are disconnected, narrow, and in some cases missing on residential streets.

Trails and bikeways are essential amenities for providing multi-modal options and improving the quality of life for local residents. Clinton currently has no trails or designated bicycle routes within its corporate limits. However, numerous plans are underway to provide bikeways within the town. The Nashua River Watershed Association (NRWA) is working toward acquiring land along the Nashua River to create the Nashua River Greenway. This potential 14-mile greenway would connect Fitchburg to Clinton. The section in Clinton is anticipated to be an urban bikeway providing transportation and recreational bicycling within the town.

Additionally, Clinton could also become part of the mid-state regional trail system, using the abandoned Massachusetts Central Railroad located in the southern part of town. The railroad originally connected Boston to Northampton, covering over 104 miles. Completed sections of this rail trail include the Norwottuck Rail Trail from Amherst to Northampton, the Wachusett Greenway north of Worcester, and sections of the Alewife Linear Park in Cambridge/Somerville. Another potential rail trail serving the local area could be located along the out-of-service CSX owned railroad section of the Lancaster Mills line.

PARKING FACILITIES

Clinton provides both on-street and off-street vehicular parking facilities in the downtown area. Angle and parallel parking are available on High Street (between Water Street and Union Street), Walnut Street (between Water Street and Union Street), and Church Street (between Chestnut Street and School Street). A municipal off-street parking lot is located off Walnut Street, close to Central Park, and Oxford Court. In addition to public parking

Table 3.22
Bridge Listing: Functionally Obsolete (FD) and Structurally Deficient Bridges (SD)

Bridge No	Over	Under	Owner	Functional Class	Year Built	Year Rebuilt	AASHTO Rating	Deficiency
C16001	ST110 High St	Water SBR Nashua River	MassHighway	Urban Arterial	1942		71.8	
C16002	Hwy Water St	Water Nashua River	Town	Urban Minor Arterial	1919		47.8	SD
C16003	St 62 & 70 Chestnut S	Water Nashua River	MassHighway	Urban Arterial	1936	1965	59.6	SD
C16004	Hwy N Harbor Rd	Comb B&M RR & Brook	MassHighway	Urban Collector	1985		96.8	
C16011	Hwy Clamshell Rd	RR ABAND BMRR	Town	Urban Local	1903		58.4	
C16018	Hwy Access Rd	Water Lancaster Pond	Other State Agency	Minor Collector	1904		93.0	
C16019	Hwy Access Rd	Water Spillway Wachusett Reservoir	Other State Agency	Minor Collector	1904		22.0	SD

Source: MRPC - 2003 Regional Transportation Plan

facilities, numerous commercial businesses and industrial parcels provide parking lots for their employees and customers. Interviews with town staff indicate that residents believe there is not enough parking in the retail district. This may be due to parking being unavailable just outside some businesses. The public parking lot off Walnut Street is often underutilized.

Mode Share

The Bureau of the Census collects a variety of transportation data for the decennial census, such as where people work and how they commute to work, or the **mode** of transportation they use for commuter trips.

Table 3.23 reports the modes of transportation used by Clinton’s employed residents in 1990 and 2000. Based on the working population of persons 16 years or older, eighty-two percent drove alone to work, which represents an increase of just over five percent between 1990 and 2000. The number of commuters carpooling dropped by a significant twenty-two percent in the same period. Similarly, census data show a decrease in the number of people who walked or rode their bicycle to work. Another clear change can be seen in the increasing number of people working from home. This

may be a result of more flexibility allowed by employers, technological advances that allow telecommuting, and increasing traffic congestion over the past decade.

A census evaluation of the time required to travel to work illustrates that people spend more time commuting today than in 1990. In 2000, one-third of Clinton’s commuting population spent over one-half hour in travel time. Sixty percent of the employed labor force left for work before 8 a.m., though an increasing number commuted at off-peak hours. The town experienced a 141 percent increase in people leaving for work after 10 am.

Commuting Patterns

In addition to reporting transportation mode shares, the Bureau of the Census tracks commuting patterns every decade. These patterns usually reflect a community’s location and land uses, available transportation alternatives, and distance to larger employment centers. Table 3.24 reports commuting patterns for residents and workers in Clinton. A large percentage of workers commuting to Clinton come from the surrounding areas within a twenty-mile radius of the town. Similar patterns can be seen among Clinton residents commuting to work in other towns.

Table 3.23
Means of Transportation to Work

Subject	1990 Census		2000 Census		Change 1990 to 2000	
	Number	Percent	Number	Percent	Number	Percent
Workers (16 Years+)	6,722	100.0	6,726	100.0	4	0.1
Drive Alone	5,243	78.0	5,512	82.0	269	5.1
Carpooled	952	14.2	736	10.9	-216	-22.7
Public Transportation (Including Taxicab)	36	0.5	38	0.6	2	5.6
Bicycle or Walked	346	5.1	229	3.4	-117	-33.8
Motorcycle, Other Means	48	0.7	76	1.1	28	58.3
Worked at Home	97	1.4	135	2.0	38	39.2

Data Source: U.S. Census.

In general, the percentage of locally employed residents declined between 1990 and 2000, as was the case throughout the Commonwealth. In addition to Clinton, the cities of Worcester, Leominster, and Fitchburgh and the towns of Lancaster and Sterling generate roughly sixty percent of the people who commute to jobs in Clinton.

Public Transportation

Clinton lies within the area served by the Worcester Regional Transit Authority (WRTA), which provides public transportation service to Worcester and twelve surrounding communities, including Auburn, Boylston, Brookfield, East Brookfield, Holden, Leicester, Millbury, Oxford, Shrewsbury, Spencer, Webster, and West Boylston. Transit facilities within the WRTA area are available through two modes: buses and paratransit. Clinton also lies close to the Montachusett Regional Transit Authority (MART) service area, though it is not served directly by this agency.

BUS SERVICE

The WRTA currently operates bus service between Worcester and Clinton only on weekdays. Bus Route 17 operates through Boylston and Shrewsbury to Clinton, and it is limited to seven trips a day (including both inbound and outbound trips). The bus route operates on Route 70 connecting to Chestnut Street and Water Street and ending at the U-Mass Memorial Hospital. The WRTA is conducting a study to evaluate and plan for future transit needs in the Worcester area. Preliminary findings in the Worcester Comprehensive Service Redesign Study prepared by Urbitran, Inc.,

recommend eliminating Route 17 due to low ridership. The study also recommends scheduling changes if the route is not discontinued. Due to the large increase in price or fuel, elimination of this bus route should be reexamined.

A study conducted by the MRPC for the Clinton Community Development Plan (2004) also evaluated the WRTA bus route and recommended minor changes that would allow the buses to reach Worcester in time for train connections to South Station. The study also made recommendations to reschedule the evening outbound bus timing to 5:30 pm instead of 5:00 pm, to allow commuters traveling on the 5:23 pm train to Union Station in downtown Worcester to use this bus service. In addition, the MRPC Study evaluated commuter patterns and potential transit ridership options from Clinton north to Leominster/Fitchburg and southeast to Marlborough, Southborough and Framingham.

Connections to Leominster/Fitchburg could potentially follow Route 62 into Sterling and then into Leominster via Route 12 or Route 70 into Lancaster to Route 117 and then into Leominster. A connection to Marlborough could potentially connect through Berlin (Route 70 to Route 62), Hudson and then Marlborough, Southborough and Framingham. This would also provide residents in Clinton the option of using MBTA commuter rail services between Worcester and Boston from stations located in Southborough, Ashland or Framingham.

Table 3.24
Origins & Destinations of Person Commuting to and from Clinton

Residence of Persons Employed in Clinton	Number of Employees	%	Workplace of Clinton Residents	Number of Residents	%
Clinton	1,653	34.0	Clinton	1,653	24.6
Worcester	416	8.6	Marlborough	594	8.8
Leominster	381	7.9	Worcester	550	8.2
Lancaster	257	5.3	Lancaster	292	4.3
Fitchburg	210	4.3	Hudson	196	2.9
Sterling	173	3.6	Westborough	184	2.7
Gardner	77	1.6	Leominster	180	2.7
Spencer	72	1.5	Shrewsbury	152	2.3
Lunenburg	69	1.4	Framingham	146	2.2
Hudson	65	1.3	Sterling	140	2.1
Shrewsbury	65	1.3	Fitchburg	130	1.9
Other MA Towns	1,263	26.0	Other MA Towns	2,413	35.9
Other States	155	3.2	Other States	96	1.5
Total	4,856	100.0	Total	6,726	100.0

Source: U.S. Bureau of the Census, Census 2000, MCD/County-to-MCD/County Worker Flow Files. Numbers may not total due to rounding.

PARATRANSIT

WRTA provides paratransit services to residents in Clinton based on the Americans with Disabilities Act (ADA) requirements. All buses are ADA accessible and follow the same schedule as regular bus service. Eligible users are required to register and request services in advance. This service is provided for any trip purpose including hospital visits, grocery shopping, and so forth.

RAILROADS

Commuter and freight railroads are an integral part of the regional transportation system. In Clinton, there are two active freight railroads. Operating east-west service through the industrial core of Clinton is the Fitchburg Secondary Track, owned and operated by the CSX Corporation. This railroad operated from the main Fitchburg line to Framingham before a section in Leominster was abandoned. Surrounding communities support using this section for a future rail trail. The north-south service line is the Worcester Railroad, owned by Boston and Maine (B&M) railroads and operated by Pan Am Systems (formerly Guilford Transportation Industries). The line connects Ayer to Worcester, operating through Sterling, Clinton, Lancaster, Harvard, and West Boylston.

Considering all active and inactive rail lines, Clinton has 11 railroad crossings – five at grade, and six grade-separated crossings. Two of the five grade crossings are public. Of these, the crossing at Water Street is recommended for the installation of gates. Local authorities have also identified the crossing at South Meadows as an intersection that needs safety improvements, due to the presence of steep grades and the absence of warning lights.

Traffic Volumes & Roadway Safety

ROADWAY SAFETY

MassHighway maintains an accident database with crash histories for all cities and towns. Table 3.25 indicates that accidents recorded in Clinton increased by about 40 percent in 2005 compared by 2003 and 2004. However, the number of injuries in these accidents remains largely unchanged.

The intersection at Brook Street/Main Street absorbed the highest number of accidents between 2003 and 2005. In addition, the Main Street/Water Street/Sterling Street and High Street/Water Street intersections are more prone to accidents than other intersections in town.

Table 3.25
Crash History by Critical Intersections

Intersection	2003	2004	2005	Total	Average
Sterling Street / Brook Street	0	0	1	1	0.33
Sterling Street / Greeley Street	2	2	4	8	2.67
Brook Street / Main Street	8	3	7	18	6.00
Brook Street / High Street	3	2	4	9	3.00
Main Street / Water Street / Sterling Street	6	2	7	15	5.00
High Street / Water Street	3	7	5	15	5.00
Main Street / Union Street	4	1	6	11	3.67
Union Street / High Street / Mechanic Street	1	1	2	4	1.33
Chestnut Street / Mechanic Street / Grove Street	1	2	4	7	2.33
Chestnut Street/ Green Street	2	1	3	6	2.00
Main Street/ Church Street	1	0	2	3	1.00
Chestnut Street/ Church Street	4	1	3	8	2.67
Water Street/ Chestnut Street	3	2	4	9	3.00
Boylston Street/ Cameron Street/ River Street	3	4	2	9	3.00

Source: MassHighway Crash Report 2003 – 2005

TRAFFIC VOLUMES

Traffic volumes can be monitored with traffic counts collected by MRPC and MassHighway. Counts are usually collected from May to October each year. Existing data available from MassHighway and MRPC do not contain enough historical information to show trends.

However, the traffic volumes on Berlin Street indicate an average increase of five percent per year between 2003 and 2006. Table 3.26 (next page) shows that the state numbered routes serve as gateways from outlying towns and act as major thoroughfares, carrying the highest traffic volumes in Clinton.

Table 3.26
Average Weekday Daily Traffic Volumes on Key Roadways in Clinton

Roadway	Route Number	Location	Traffic Volume Data			
			2003	2004	2005	2006
Beacon Street		East of Main Street (Rte 110)			680	
Berlin Street		South of Chase Street	6,500	6,900	7,100	7,500
Bolton Road		At Bolton Town Line			4,300	
Brook Street		East of Main Street			2,200	
Brook Street	Rte 62	West of Main Street		7,600		
Brook Street		East of West Street			2,300	
Chestnut Street		South of Union Street			5,900	
High Street	Rte 110	At Lancaster Town Line			5,900	
High Street	Rte 62 & 110	North of Water Street			6,700	
High Street	Rte 62 & 70	North of Union Street				4,900
Main Street	Rte 62 & 70	South of Brook Street			8,200	
Main Street	Rte 110	South of Union Street (Rte 62)			8,300	
Mechanic Street	Rte 62 & 70	North of Chestnut Street			9,300	
Oak Street		East of Boylston Street (Rte 62 & 70)			480	
Sterling Street	Rte 62	At Lancaster Town Line			9,500	
Water Street		East of High Street			8,200	
Water Street		East of Vale Street	6,900			
Willow Road	Rte 62	At Berlin Town Line				3,600
Woodlawn Street		Between Pine Street & Fitch Road				1,400
Boylston Street	Rte 70	At Boylston Town Line	5,600			
W. Boylston Street	Rte 110	At Sterling Town Line		3,500		
Sterling Street		South of Brook Street	6,200			
Union Street		Between Walnut St. & Chestnut St.	4,500			

Source: MRPC and MassHighway



Chapter 4 Issues, Opportunities & Challenges

4. Issues, Opportunities, & Challenges

LAND USE

The land use element of a master plan provides a policy framework for managing growth and change. In all towns, including Clinton, the land use pattern that exists today reflects both historic conditions and recent development, the latter being an expression of a community's zoning regulations. Land use planning goes hand-in-hand with zoning and ultimately, a master plan's land use map ought to form the basis for major zoning policies. Planners believe that a plan should guide how zoning is used, and that zoning is not a substitute for a plan. In many communities, however, zoning promotes outcomes that conflict with the master plan. Sometimes zoning bylaws represent what residents say they want, but if their wishes reflect current interests and concerns more than a reasoned look at the long-term needs of the community as a whole, development that complies with zoning is likely to trigger changes that do not please anyone. A master plan needs to provide that reasoned look - and zoning should be the vehicle for implementing it.

Clinton's land use challenges are quite different from those of many Massachusetts towns. While it has some vacant land, Clinton has numerous properties that will most likely attract redevelopment in the future. The redevelopment opportunities that exist in Clinton may be just as difficult for the town to manage as the new growth opportunities that confront local officials in small, low-density communities elsewhere in Eastern and Central Massachusetts. In fact, redevelopment often inspires more conflicts than growth that occurs on vacant land because in urbanized places like Clinton, development already exists in just about every back yard. Redevelopment and reuse projects affect many abut-

ters, and even when properties lay vacant or underutilized for a long time, not everyone agrees about the best way to revitalize them. In Clinton, uncertainty about the merits of reuse was particularly apparent during recent discussions between the Planning Board and the new owner of Lancaster Mills.

Many residents and town officials would like the historic mills to remain contributing components of the town's commercial tax base, yet mill reuse projects are costly propositions. Since a large inventory of industrial land and relatively new industrial buildings are available elsewhere in the region and in other parts of the state, it is difficult to convince growing companies to invest in mill renovations when it is easier and cheaper to build new on construction-ready land or spend only modest amounts to retrofit existing flex space. Clinton has been fortunate to lure companies like Nypro, which occupies the former Bigelow Carpet Mill at 101 Union Street. Other mill properties have evolved as senior housing (Prescott Mills) and a mix of commercial, industrial and residential uses (Bigelow Woolen Mills), but the fate of the Lancaster Mills complex remains unclear. One factor that makes redevelopment so difficult for communities is that zoning alone is rarely enough to steer older properties, particularly large or complicated properties, toward a desired reuse plan. Flexible financing, tax incentives, cost offsets such as publicly funded infrastructure improvements, expedited permitting, and pre-permitting can be crucial vehicles for redevelopment.

Although keeping historic mills on the roster of commercial taxpayers is important to the town, Clinton has other significant planning issues to resolve. The choices Clinton makes to address these issues will have an indel-

ible impact on its economic future. Clinton is a small urban center surrounded by fairly affluent communities. Its housing values are low and its households do not enjoy the same economic advantages as their counterparts in nearby towns. The center of town is well preserved, but not all of the downtown area is inviting, vibrant, and walkable. While Clinton has an impressive collection of historic homes, it also has some conspicuous housing quality problems and evidence of low-budget renovations that have detracted from the character of older multi-family buildings. A community's prestige has an impact on its attractiveness to prospective companies, the quality of commercial development that occurs within its borders, and its position in the regional housing market. Clinton has very little room to grow, but it has considerable room for change. The challenge for this master plan is to identify options for guiding change in ways that can make Clinton's built environment even more appealing.

Future Development Potential

Investments in new residential development and to a lesser extent, new commercial development, have absorbed a significant share of the 659 acres of vacant developable land identified in Clinton's 1972 master plan. The condominiums and most of the single-family homes in the northeastern corner of town, some of the residential development along Berlin Street, Fitch Road and Rigby Street, and homes near the reservoir on Terrence Avenue all occurred in the years surrounding the last master plan. Clinton's remaining 272± acres of vacant, potentially developable land will eventually face increasing development pressure, for even though the housing market is very weak and the economy is in recession throughout the United States, the present decline in new construction is really "breathing room" between waves of housing demand and economic expansion. When the housing market recovers, Clinton's growth issues will center on managing its diminishing supply of vacant land and its inventory of older homes. Though not as intense in Clinton as in Boston's west suburbs, demolition and replacement of older homes with new, larger residences can already be seen in some parts of town.

When housing demand recovers, Clinton's growth issues will center on managing its diminishing supply of vacant land and its inventory of older homes. Though not as intense in Clinton as in Boston's west suburbs, demolition and replacement of older homes with new, larger residences can already be seen in some parts of town.

Clinton is largely in a "redevelopment mode," that is, a community in which residential and nonresidential development will tap existing built assets more than vacant land. This makes it difficult to estimate Clinton's build-out capacity because the town's future development pattern and physical form may look similar to that of today even though the actual constellation of land uses could be quite different. In addition, Clinton's "regulatory buildout" capacity, or the total amount of development that could occur under its present zoning, is not a reliable indicator of the growth for which Clinton should plan. The following issues have to be considered in any future development forecast for Clinton:

- ◆ **Industrial Development.** A literal application of Clinton's industrial zoning regulations suggests that roughly 475,000 sq. ft. of new industrial floor area could be built on the town's vacant industrial land. However, most companies seeking industrial land are not interested in small lots that can accommodate a considerable amount of space in multi-story buildings. The average floor-area ratio for new industrial development today is approximately 0.33-0.37, not the ratio theoretically attainable under Clinton's zoning regulations (2.25-2.50). To lure 475,000 sq. ft. of new industrial space, Clinton would need 25± contiguous acres of construction-ready land – not the five acres that currently exist. Similarly, the town's regulatory buildout for new commercial space would require roughly four times its present supply of vacant commercial land.
- ◆ **Residential Development.** The only residential use allowed as of right is the single-

family dwelling, yet Clinton clearly has a history of attracting multi-family condominium developments. No buildout analyst would predict future growth based on the possibility that a planning board will issue special permits, yet Clinton's own experience suggests that confining a new growth forecast to single-family dwellings could distort the town's residential development potential.

- ◆ **Historic Preservation.** Even though Clinton would like its historic mills to remain usable for industrial or commercial purposes, the town has no regulatory mechanisms in place to preserve these buildings. It offers some regulatory incentives, but Clinton has not given itself authority to determine the appropriateness of demolition or even to stay a proposed demolition for a limited period so that other options can be explored. If any of the historic mill buildings were demolished to make way for new, modern facilities, the resulting floor area would almost assuredly be less than that which exists today – in part due to preferred space configurations for new industrial buildings and also due to Clinton's off-street parking requirements. As a result, Clinton's industrial buildout could be significantly less than the sum of existing industrial floor area and new space that could be built on vacant developable land.
- ◆ **Chapter 40B.** Clinton's inventory of affordable housing under M.G.L. c.40B ("Chapter 40B") is currently 9.49 percent of the total number of year-round housing units reported in the last decennial census (5,817). Although the town is just 30 units shy of the ten percent minimum under Chapter 40B, its potential exposure to comprehensive permits could be at least 250 units. Clinton will fall below 9.49 percent by the time the next federal census occurs because its total housing inventory has clearly grown since Census 2000. Chapter 40B enables developers to qualify for waivers from normal zoning requirements, usually to achieve higher-density development and to build housing in industrial or commercial zoning districts. This means that a residential buildout

forecast based on current zoning requirements will probably underestimate the town's housing growth potential.

2001 BUILDOUT STUDY

In 2001, the regional planning agency prepared a buildout analysis of vacant land in Clinton, following a state-prescribed buildout methodology that relied upon available Geographic Information System (GIS) data. Due to the definitions and assumptions embraced by the state's methodology, the buildout analysis assumed that Clinton had 1,600 acres of vacant developable land – or approximately 44 percent of the town's entire land area. Although making assumptions about the issuance of special permits is usually discouraged in buildout studies, the forecast generated for Clinton included a proportional distribution of single-family, two-family and multi-family units and culminated in an estimate of 3,784 new dwelling units. Moreover, the study anticipated that as much as 3,323,518 sq. ft. of new commercial and industrial space could be built on the 115 acres of nonresidentially zoned land believed to be vacant and developable.

Unfortunately, the land area calculations used in the 2001 study represented a simple aggregation of all vacant, relatively unconstrained land in each zoning district, without regard to the actual location of the land, parcel boundaries, land ownership, or the use of land for purposes accessory to existing development. As a result, the analysis represented a significant overestimate of Clinton's future development potential.

MASTER PLAN BUILDOUT STUDY

Clinton's 1972 master plan preceded the advent of GIS technology and relied upon a conventional, well-established, parcel-based approach to forecast land use change in Clinton. While GIS is available today, Clinton does not have a GIS system in place or a digital version of its assessor's maps. This means that preparing a buildout analysis with recent (2007) data requires an approach very similar to that used 35 years ago: a parcel-by-parcel review of Clinton's vacant land.

Table 4.1
Estimated Future Development Potential of Vacant Land in Clinton

Vacant Land by Class	Acres	Sq. Ft.	Build Factor/ Effective FAR	New Units/ Floor Area	“Market” FAR	New Floor Area
Residential Land	279.4	12,168,922	0.75-0.84	548	---	---
Commercial Land	14.7	640,332	0.45	288,149	0.33	211,310
Industrial Land	4.9	213,444	0.63	134,470	0.35	74,705

Source: Clinton Assessor’s Parcel Data; Community Opportunities Group, Inc. “Residential land” includes (1) vacant developable or potentially developable parcels with enough area to meet the minimum lot requirement in the R2 District, (2) abutting vacant parcels that could be assembled to create a conforming house lot, and (3) excess land on large parcels with an existing residence.

Table 4.1 presents a “regulatory” or zoning-based estimate of the amount of residential and nonresidential development that could occur on Clinton’s remaining vacant land, and a comparison estimate of development that is more likely to occur on the commercial and industrial land given typical market preferences. These estimates do not account for any increase (or decrease) in housing units or nonresidential space that could arise from redevelopment and intensification of uses on land already developed for residential, commercial, industrial or institutional purposes. If the residential land reported in Table 4.1 were developed for multi-family dwellings by special permit, the total number of new housing units could be as high as 1,290.

Zoning Issues

Clinton recodified and updated its Zoning Bylaw in 2001. The recodification process involved a number of “housekeeping” or “clean-up” changes and also introduced new concepts such as “Flexible Development” and “Planned Development/Mill Conversion,” both allowed by special permit from the Planning Board. Flexible Development offers a mechanism to develop single-family, two-family or multi-family housing in any zoning district in exchange for protected open space. It also offers the possibility of higher-density development in exchange for additional public benefits: more open space, or affordable housing, and senior housing or size-restricted housing units. The Planned Development/Mill Conversion option works like an overlay district because it applies only to existing mills with more than 20,000 sq. ft. of floor area in the BR, C, and I Districts. The intent of Planned Development is to enable the conversion of older mills to a new use or a mix of uses, including housing, but in mixed-use

projects each use is limited to a maximum of 70 percent of the project’s gross floor area.

RESIDENTIAL DISTRICTS

While important, Flexible Development and Planned Development do not substitute for the regulations that govern conventional development. Clinton’s standard use and dimensional regulations will continue to have a significant influence over choices made by private property owners. On this note, the town’s residential use regulations are striking for the degree to which they differ from Clinton’s established land use pattern. For example, the only permitted residential use in Clinton’s two residential zoning districts is the detached single-family home. Even in the R1 District, which has many two-family and multi-family units, the Zoning Bylaw limits these uses by requiring a special permit from the Planning Board. A new single-family home requires at least 12,000 sq. ft. in the R1 District and 18,000 sq. ft. in the R2 District, while two-family homes require 18,000 sq. ft. and 27,000 sq. ft. respectively. Multi-family dwellings (three or more units) require 24,000 sq. ft. for a three-unit building and an additional 9,000 sq. ft. per unit in the R1 District, and 36,000 sq. ft. for a three-unit building an additional 9,000 sq. ft. per unit in the R2 District.

COMMERCIAL AND INDUSTRIAL DISTRICTS

Clinton made conscious choices to differentiate its two business districts. Uses permitted in the BR District, on lots of at least 5,000 sq. ft., are those one would expect to find in a central business zone: retail, restaurants, service uses, offices, and places of assembly and entertainment. Clinton allows buildings of up to five stories and 50 feet in the BR District, which helps to accommodate the downtown’s historic structures by making it easi-

er to adapt them to market conditions. The Zoning Bylaw prohibits or requires a special permit in the BR District for land-consuming uses and uses not oriented toward pedestrians; instead, it reserves these kinds of activities for the C District. Unlike the residential districts, where the Planning Board serves as special permit granting authority, special permits in the business districts require approval from the Board of Appeals or, in two cases, the Board of Selectmen.

The C District allows a mix of residential, commercial and industrial uses, though not quite as anticipated in the 1972 master plan. All of the permitted business uses in the BR District are also permitted in the C District, but many uses prohibited or discouraged in BR are allowed in the C District. Significantly, adult entertainment uses can be developed by special permit in the C District, which covers a considerable amount of land along the northern stretch of Main Street – including areas with established neighborhoods.

The C District also provides for a number of industrial uses by special permit. In fact, the C District and I District have remarkably similar use and dimensional regulations. Two factors separate these zones: light manufacturing and research laboratories are allowed by special permit in the C District and by right in the I District, and the maximum height of buildings in the C District is 35 feet and three stories, but 50 feet and five stories in the I District. In effect, Clinton has established a preference for taller buildings in the BR and I Districts and made the C District an area for a wide range of uses, but in buildings with conventional residential heights. Of course, the scale of development allowed in the C District is much different than that allowed in a residential neighborhood, for buildings can cover up to 50 percent of a lot in the C District but only 25 percent in the two residential districts. Due to Clinton's off-street parking requirements, however, it is unlikely that a retail building could "build out" on a conforming lot at the height and coverage allowed in the C District.

USE REGULATIONS

Clinton has a concise set of zoning definitions, but they could be modernized and broadened to include newer land use concepts. For example, it would be wise to provide basic definitions for such uses as "assisted living residence" and "group home." Also, adding a definition for "gross floor area" may be important because it serves as the parking space metric for uses such as retail, office, and personal services. In addition, Clinton could consider providing definitions for more specific classes of research and development and revisit the way R&D uses are regulated in the Zoning Bylaw.

It will be important for Clinton to determine whether some of its permitted and special permit use terms have become archaic or evolved into land use practices that are no longer desired. The benefits of a concise list of uses may be offset by disputes over the meaning of broadly defined (or undefined) terminology, such as "motor vehicle light service." Many communities divide "indoor commercial recreation" into refined use groupings that enable a strategic approach to the mix of uses allowed in two or more business districts. For example, the town may want to promote legitimate theatre or cinemas in a downtown area and encourage skating rinks or bowling alleys in another business zone. Similarly, the standard definitions of "restaurant" and "fast-food or drive-in" in Clinton's Zoning Bylaw do not account very well for a popular type of food service establishment: the walk-in deli or sandwich shop, which usually has little if any seating and no drive-up service but does sell rapidly prepared foods.

SITE DEVELOPMENT REGULATIONS

Clinton imposes basic controls on off-street parking, signs and landscaping, and its town boards review proposed developments for compliance through site plan review or the special permit process. For many business uses, Clinton requires an unusually large amount of off-street parking and large parking space dimensions. The town attempts to control the impact of signage by establishing an upper-limit on the size of permitted signs, scaled to the wall area of a building or the number of business tenants on a lot, while allowing the Planning Board to grant spe-

cial permits for larger signs that meet or approximate a series of sign design guidelines. Finally, Clinton requires nonresidential and multifamily developments to make modest landscaping improvements. Neither the landscaping nor off-street parking regulations address sustainable design.

OFF-STREET PARKING REQUIREMENTS

Establishing appropriate off-street parking requirements requires an understanding of the nature of each land use and realistic parking demands associated with it. Excessive parking ratios can cause a needless surplus of parking, limit reasonable development that is otherwise permissible, lead to environmental damage, and serve as an indirect form of growth control – a result that off-street parking requirements are not designed to address. Sometimes parking ratios can be inadequate, too, notably for uses such as medical facilities and clinics.

Clinton requires a considerable amount of parking for some commercial uses. For example, the parking ratio for retail stores and services is one parking space per 150 sq. ft. of gross floor area, or 6.6 spaces per 1,000 sq. ft. This very high ratio also applies to motor vehicle, trailer, or boat sales and rental. Similarly, the parking ratios for both restaurant or fast food or drive in restaurants require one space per 75 sq. ft. of gross floor area, along with a minimum requirement for each tenant or separate enterprise. More appropriate standards exist in communities such as Concord, which requires one parking space per 250 sq. ft. of retail floor area and one space per three seats of restaurant capacity plus one space per employee on the largest shift.

Since retail uses are likely to be a major development feature in Clinton’s business districts, Concord’s retail parking ratio would make more sense for small retail stores, e.g., under 20,000 sq. ft. For larger retail uses, off-street parking could be reduced even more, e.g., a minimum of 4.5 and a maximum of 5 spaces per 1,000 sq. ft. of gross floor area. Clinton’s parking ratio for a professional office is appropriate, but it could be reduced for buildings of more than 25,000 sq. ft., where some carpooling occurs and should be encouraged

and a lesser ratio would make sense. In the case of larger office buildings, the town could consider a minimum of 2.5 and a maximum of 3.3 per 1,000 sq. ft. of gross floor area.

The Zoning Bylaw allows the Planning Board to grant a special permit for reduced parking, based on the needs of each use and the lack of detrimental impact of public benefit, as well as for reduced loading area requirements. However, Clinton could consider allowing a “waiver” provision within site plan review instead of requiring a special permit. Waiver provisions exist in other zoning bylaws in the Commonwealth, and can help to curtail excessive impervious surface and parking. Since the Planning Board is allowed to establish and determine the parking ratios applicable to certain industrial uses, the flexibility of a waiver provision deserves serious consideration.

SITE PLAN REVIEW

In Massachusetts, site plan review is generally an administrative review process that determines “how” one goes about developing a land-use rather than an “if” one can develop an otherwise permissible use. The site plan review section of Clinton’s Zoning Bylaw authorizes the Planning Board to evaluate the site layout of a proposed development based on a minimum threshold of development or renovation. Similar to most site plan review bylaws, the review process in Clinton includes consideration of basic zoning compliance, site engineering, and other characteristics proposed to enable a development to fit on a site, including ingress and egress, drainage, grading, parking and loading areas, landscaping, and building coverage or footprint.

The content requirements of site plans applications are fairly straightforward. They include detailed engineering requirements, topographic details, drainage and landscaping plans, a conceptual building plan with architectural elevations of all proposed buildings, and a color rendering. Approval of a site plan by the Planning Board must insure that projects achieve certain objectives: maximizing vehicular and pedestrian safety, and minimizing adverse impacts on wetland areas and storm water flow from the site, and impacts

such as cut and fill on the site, tree removal, soil erosion, visual intrusiveness, etc.

Clinton's site plan review process also includes language to minimize the destruction of scenic views and establishes an important additional objective: "Minimize unreasonable departure from the character, materials, and scale of buildings of buildings in the vicinity come, as viewed from public ways and places." While this objective is important, design guidelines for development or redevelopment within or adjacent to downtown and Clinton's historic areas do not exist. Some communities employ either an advisory or mandatory design review process on proposed development and site plans submitted in certain areas or based on a certain scale of development. However, Clinton does not have design guidelines that would help to guide decisions about building form, bulk, massing, and the relationship of such construction to the street and other buildings, particularly in Downtown Clinton. Design guidelines may be critical to preserving the unique features and character of Clinton that so many residents treasure.

Zoning Opportunities

Given the downtown area's unique built environment, future development here needs to be encouraged in a manner that is compatible with the built form of this part of town. Toward this end, Clinton could enact special downtown district regulations and allowances, distinct from the current BR and C District requirements. Guidelines such as those developed for Uptown, Inc., could be used as a starting point. The town also needs design guidelines, either advisory or mandatory, and incentives for both the future reuse and development. In addition, Clinton could examine use regulations that will encourage the most appropriate reuse of buildings and land. For example, it is questionable whether a multi-story building with retail on the first floor, and office, residential, or artist-in-residence uses on the floor(s) above could be developed under Clinton's downtown zoning regulations today. While Clinton allows multi-family dwellings in the BR District by special permit, the Zoning Bylaw does not explicitly provide for mixed-use development. Discouraging two-family uses in the downtown area is under-

Clinton requires a considerable amount of parking for some commercial uses. Excessive parking ratios can cause a needless surplus of parking, limit reasonable development, lead to environmental damage, and serve as an indirect form of growth control - a result that off-street parking requirements are not designed to address.

standable, but contemporary mixed-use development could enliven retail and business uses to the benefit of Clinton's tax base. Additionally, mixed-use redevelopment would create more options to utilize existing buildings and thereby preserve the architectural integrity of the area.

SPECIAL OVERLAY DISTRICTS & FORM-BASED ZONING DISTRICTS FOR THE DOWNTOWN

The BR zone has many appropriate dimensional requirements for the traditional form of a downtown. Unfortunately, Clinton does not have local historic districts and there is limited protection in zoning for the preservation of downtown's traditional buildings. However, the town could enhance the zoning protection offered to the downtown by adopting special overlay or form-based zoning sub-districts, as discussed below. (See Figure 4.1)

Central Business Overlay District. The area depicted in Figure 4.1 as the Central Business District (CBOD) is characterized by a series of commercial block buildings that line the street at the edge of a wide sidewalk, creating a visually attractive streetscape. Primarily built in the Renaissance Revival and Sullivan-esque styles of the late 19th and early 20th centuries, these buildings range from three to six stories and have projecting eaves and flat roofs. Architecturally, the first floor is differentiated in window and door treatment from the upper stories. This is true by use as well, with primarily retail and service oriented businesses on the first floor, and offices and residential above. Parking is available via on-street and back lot parking areas. This overlay district should have design guidelines that emphasize articulated buildings, preservation

of the building styles of the late 19th and early 20th centuries, and parking areas subordinated to the form of buildings.

Central Park Overlay District. Surrounding Central Park and along Church Street, Clinton has a series of Romanesque Revival (1840-1900s) churches and municipal buildings that create a significant architectural presence. Typically these buildings are built of stone or brick, with pitched roofs and semi-circular arches at the windows and doors. They are close to the street, too, with a comfortable pedestrian zone of sidewalks, landscaping and street trees. Many of the buildings have obelisk-like features such as towers and steeples. Several residential buildings also line the common, built in styles compatible with the character of the area such as the Stick style John R. Foster House. New form-based planning guidelines and incentives for property-owners for the reuse or redevelopment of land and buildings could apply in the Central Park Overlay District (CPOD), with emphasis on preservation of the area's unique built form and design virtues.

Northern Gateway Overlay District. The Northern Gateway Overlay District (NGOD) could serve as an appropriate transition from the C District area along Main Street, north of the proposed (CBOD) in the vicinity of Water Street and the Springfield Terminal and CSX rail lines at Depot Square. This area contains primarily twentieth century residential and commercial buildings with very little common architectural style or features. Other than the Samuel Platt House built in 1823, the area has no historic structures of note. However, the Hamilton/Depot Square area has enormous cultural significance. It could be improved with some form-based design guidelines for future development or redevelopment, to establish a transition distinct from strip commercial zoning and to create a northern gateway into Downtown Clinton. Design guidelines here would provide greater

Figure 4.1
Zoning Opportunities:
Downtown Overlay Districts



flexibility than those in the CBOD, but would utilize and leverage the form and character of that district to inspire redevelopment or new development in this area.

Southern Millpond Gateway Overlay District. The southern gateway area along Chestnut Street is characterized by the stretch of Lancaster Mill Supervisor housing on the western side north of the millpond. Developed in the 1840s as part of the mill complex, these buildings represent New England mill village vernacular architecture in form and style. The Southern Millpond Gateway Overlay District (SMGOD) could extend northward to the Clinton Armory and Triangle Park at the fork between Union and Chestnut Streets. Culturally this is a significant area that reflects the historic patterns of mill development in Clinton. This district could serve as an appropriate transition from the industrial and residential zones along both sides of Chestnut Street, south of the CBOD and Central Park.

ECONOMIC DEVELOPMENT

Downtown Clinton

Downtown Clinton is a good example of the commercial centers found in late 19th century industrial towns. Bounded by High, Union, Main and Water Streets, Clinton's downtown is a charming business district organized around a formal grid of streets, with a mix of older commercial blocks, institutional buildings and some newer structures. It has retail establishments, restaurants, personal services, automotive services, and some social service organizations. According to records from the assessor's office, the downtown area has more than twenty-five buildings with retail uses, twelve beauty salons, three florists, three health clubs or gyms, over twelve restaurants, cafes and bars, approximately ten auto-related service businesses, and several professional offices, insurance agencies and other service establishments.¹ Due to Clinton's compact development pattern, a large share of the town's housing stock is located within walking distance (roughly one-half mile) of the downtown area.

Recent streetscape improvements along High Street, downtown's primary commercial corridor, have contributed to a pleasant environment for pedestrians. Many of the older buildings on High Street are two- and three-story structures with first-floor retail and restaurants and some upper-story office or residential space. Clinton's downtown has a few noteworthy local landmarks, including the historic Strand Theatre on High Street, which draws patrons both from Clinton and the surrounding towns. It opened as a vaudeville theatre in 1924 and converted to a movie house at the end of the 1970s. Today, the Strand Theatre operates as a cinema pub, offering recently released films and dinner to its customers. Another local landmark, the Old Timer Restaurant on Church Street, has been owned and operated by the McNally family



Downtown commercial block. Photo by Harry Dodson.

since 1929. It employs about 40 people and generates \$1.6 million in sales per year.

Although the downtown area is quite pretty, it has a number of constraints. The rolling topography of Downtown Clinton contributes to its beauty, yet the same condition makes some portions of the district a challenge for pedestrians because the slope of the land from High Street to Main, Union and Water Street is fairly steep. The sidewalks along Union Street and portions of Main Street also need repairs. In addition, it seems clear that some of downtown's retailers and service businesses struggle to operate profitably in Clinton. The eating and drinking establishments serve both local and non-local clientele and in general they do well, for these types of businesses generate annual sales comfortably above the amount that could be attributed to local patrons. While most of downtown's commercial buildings are in good to fair condition, some have moderate to substantial repair needs. The district does not appear to have a large percentage of vacant commercial space, but it has underutilized space and sparse evidence that Clinton's market is strong enough to attract regional retail or higher-end speciality shops.

ECONOMIC CONDITIONS SURVEY

When viewed from the vicinity of the Wachusett Reservoir dam, Clinton's undulating hills, the Nashua River, the forests, and the rooftops of homes, businesses and churches suggest a village of timeless beauty. However, Clinton's

¹ Town of Clinton, FY06 Assessor's Parcel Database.

image from a distance belies “on the ground” indicators of a troubled economy, which can be seen from several vantage points within the town. An economic conditions survey conducted for this master plan highlights many issues that Clinton needs to address in order to improve the quality of life for its residents and its position in the regional market for commercial and industrial space.

The master plan survey occurred in three phases (May 2007, December 2007, and January 2008). Its purpose was to document conditions in the built environment that support or impede commercial, industrial or mixed-use development. It focused on predominantly commercial and industrial areas with retail, manufacturing, restaurants, and office uses, and the town’s major gateways. Evaluations were based on site visits, analysis of reports and documents, and photographs with consideration to site layout, building condition, traffic circulation, and road, sidewalk and pavement conditions. The evaluation criteria are listed to the right.²

OBSERVATIONS

Roads. Clinton currently maintains 48.7 miles of public roads, including Routes 62, 70, and 110. Most of the roads on the outskirts of town are narrow, curvilinear two-lane roads, while the roads in the central part of town are predominantly linear and rather narrow, and they tend to be two-lane roads dotted sporadically with turn lanes. The general pavement condition of most of the roads is fair, with evident cracking, but they appear to be maintained. The state routes are well marked, and for the most part the signage throughout town is clear and easy to follow. However, the width of the roads is a challenge due to the concentration of manufacturing and warehousing and the attendant truck traffic. Clinton’s roads clearly were not designed to carry such traffic, especially at high volumes, which lead to excessive wear and tear create public safety issues as well.

Sidewalks and Parking Lots. The sidewalks in Clinton are in varying states of disrepair. On High Street outside the town center and on

Economic Conditions Survey Criteria

Sound; Good Condition. These buildings or sites contain no or relatively minor defects, they are adequately maintained and require no treatment outside of normal ongoing maintenance.

Sound; Minor Repairs Needed. These buildings or sites contain deficiencies which require minor repairs to secondary structural elements, such as façades, gutters, exterior finishes, windows, doors, stairwells and fire escapes. These conditions may be corrected with regular maintenance.

Sound; Repairs Needed. These buildings or sites contain deficiencies which require major repairs to secondary structural elements or minor repairs to primary structural elements. These conditions may be corrected by replacement or rebuilding components by those in the skilled building trades.

Substandard; Needs Redevelopment. These buildings or sites contain evidence of major defects over a widespread area and would be difficult to address through normal maintenance. Major repairs or redevelopment would be required to correct primary and secondary structural elements.

Substandard; Abandoned or Obsolete. These buildings or sites contain evidence of major defects over a widespread area. They appear to be structurally unsound and potentially dangerous to inhabit.

Main Street, the sidewalks have a tendency to be paved into parking lots and connected to the street without any buffering from either a curb or landscaping. This raises safety concerns, as clearly delineated sidewalks, separated from vehicular circulation, are essential for encouraging pedestrian traffic. In the industrial corridors, sidewalks are occasionally missing on some parcels and this also makes pedestrian access to and from the downtown area a challenge.

Many of the parking lots in Clinton are small, with five to twenty parking spaces. The condition of pavement varies by site, and ranges from freshly paved to ungraded gravel. Parking lots are often connected to the streets

² Economic conditions survey tables and maps may be found in Appendix B.

without buffering, curb cuts or clearly defined edges. This presents both safety and aesthetic problems.

Industrial Buildings. Many of the large industrial buildings in Clinton are first- and second-generation industrial facilities. While historically important and in some cases integral to the town's visual character, they tend to be outdated for most types of industrial operations today. Regrettably, the multi-story industrial buildings of the past have been rendered obsolete by modern facilities that tend to be single-story and warehouse-like, occupying large parcels of land and featuring easy access bays for loading and unloading materials. To industrial users, these kinds of facilities offer several advantages because they are easy to retool and retrofit as new technological innovations become available. Clinton has some modern industrial facilities, such as the Scholastic Facility on Adams Road, but most of the industrial space consists of aging mills. Some of the mills have undergone rehabilitation, yet the reuse of Clinton's historic mills, especially given the spatial constraints of its compact development patterns and narrow roads, presents notable challenges to attracting new large-scale industrial development.

The smaller industrial buildings in Clinton are mostly small manufacturing facilities housed predominantly in older two-story brick buildings or metal-frame warehouses. Many of these buildings need maintenance and they are not particularly attractive. The facilities that use large machinery or vehicles tend to park their equipment haphazardly on the lot, and there are a number of industrial sites that require removal of obsolete machines. Conditions such as these present a potential danger, for many of the sites are not fenced and they have no landscaped buffer.

Commercial Buildings. Most of the commercial properties in Clinton are designed for retail uses, in addition to some small offices, restaurants, banks, and auto service shops. Retail activity is concentrated primarily in Downtown Clinton and along Main Street and High Street (in the Commercial District).

Clinton has two shopping plazas, both anchored by grocery stores and located on Main Street. Though generally in good condition, the buildings have dated façades and need minor cosmetic repairs. The supermarket plaza near the Lancaster border on Main Street has some vacant space. The strip mall across the street, where the Blockbuster is located, is in sound condition but requires somewhat more extensive cosmetic repairs than the other plazas. The same area has several fast food restaurants, a dry cleaner, a Chinese restaurant, and some auto-oriented retail. The fast food restaurants are either new or fairly new, and in good condition. The building that houses the Chinese restaurant and dry cleaner, while also in good condition, has a deteriorating façade. High Street has a variety of small retail operations mixed in with housing that cater to storage, auto recycling or repair, restaurants, and a salon leading into the town center. The buildings along High Street are in generally good condition. Some require minor repairs or updating, but in general they seem well maintained.

Clinton has several small office buildings and a number of very well maintained financial institutions. The office space in Clinton is used by lawyers, consultants, veterinary and health care practices, accountants, and other professionals. There are not many office buildings, and most are located in the center of town. Most of the office space in Clinton is Class C, generally suited for small businesses that do not require state-of-the-art facilities.

The town is peppered by a number of gas stations and package stores. While generally not very attractive land uses to begin with, in Clinton they represent some of the least attractive parcels and buildings. Many of the gas stations could use building repairs and alterations to the site design to improve safety and appearance. In addition, the gas stations often have parking lots that are not separate from the street and sidewalks, and this makes circulation confusing and unsafe for pedestrians. The package stores tend to be somewhat run down and in need of repairs and maintenance. The downtown is pleasant, with historic multi-story buildings, but many of the buildings are underutilized, with some vacancies and an odd assortment of shops

that probably do not generate the foot traffic required to make a downtown area vibrant.

Despite Clinton's historic beauty, its downtown and other commercial and industrial areas have a "worn" appearance that does not bode well for the town's ability to attract high-quality businesses. Since Clinton does not offer the market advantages of convenient highway access or construction-ready land, it needs ways to compensate for these perceived drawbacks if the town hopes to compete successfully for a share of the region's growth in higher-paying jobs. New, larger-scale commercial and industrial developments often pay for public improvements, either by making physical improvements or providing funds for the municipality to make the improvements. However, it will remain very difficult for Clinton to lure developments of the size or quality to achieve these ends unless the town commits more local resources (or other public funds) to improve the condition of its infrastructure, utilities, and public realm.

Economic Development Capacity

Clinton is part of a regional Economic Target Area (ETA) that includes several cities and towns in the Montachusett area. The town has capitalized on its ETA designation by executing several Tax Increment Financing (TIF) agreements to spur reinvestment and new business growth. A TIF qualifies businesses for a partial property tax exemption and a state income tax credit over the life of the agreement. The use of TIF agreements to lure companies has become so common in Massachusetts that today, many businesses in a relocation or an expansion mode virtually expect (and sometimes insist upon) the tax advantages of a TIF, and sometimes they "shop" for the best TIF deal from several interested municipalities.

Clinton has an Office of Community and Economic Development (OCED) staffed by an economic development director. The town does not finance the OCED's operating budget with general revenue. Instead, the department has relied upon program income from old UDAG loan repayments, and in the past Clinton successfully competed for CDBG

funds from the state. As a CDBG recipient, Clinton also established and operated a downtown revitalization program under the aegis of Uptown, Inc.

It is not clear how the town will maintain the OECD once its remaining program income funds are depleted. Over the past few years, Clinton has been unable to obtain additional CDBG funding to maintain its community and economic development programs. According to the town, there is enough program income in reserve to keep OECD staffed for about two years.

In 2008, Clinton joined many other Massachusetts cities and towns by adopting the provisions of M.G.L. c.43D, the Expedited Permitting Law. The town designated several "Priority Development Sites" (PDS), or areas that are now eligible for accelerated permitting decisions by town boards. A PDS designation helps to promote development opportunities because each site becomes eligible for listing in a statewide database maintained by the Massachusetts Alliance for Economic Development (MAED). In addition, it is supposed to leverage priority status for state investments in new or improved infrastructure. While adopting Chapter 43D will help to increase the visibility of Clinton's industrial properties, it does not change the town's regional market position or guarantee that difficult-to-develop properties will become more attractive to companies in an expansion or relocation mode.

Influence of the Regional Economy on Clinton's Opportunities

Clinton's economy and prospects for economic health are undeniably linked to conditions around it, both in the Greater Worcester Region and the North-Central Region. Some key factors that will shape the size, composition and vitality of the regional economy – and Clinton's – include transportation, commercial and industrial investments, the size and make-up of the labor force, and housing.

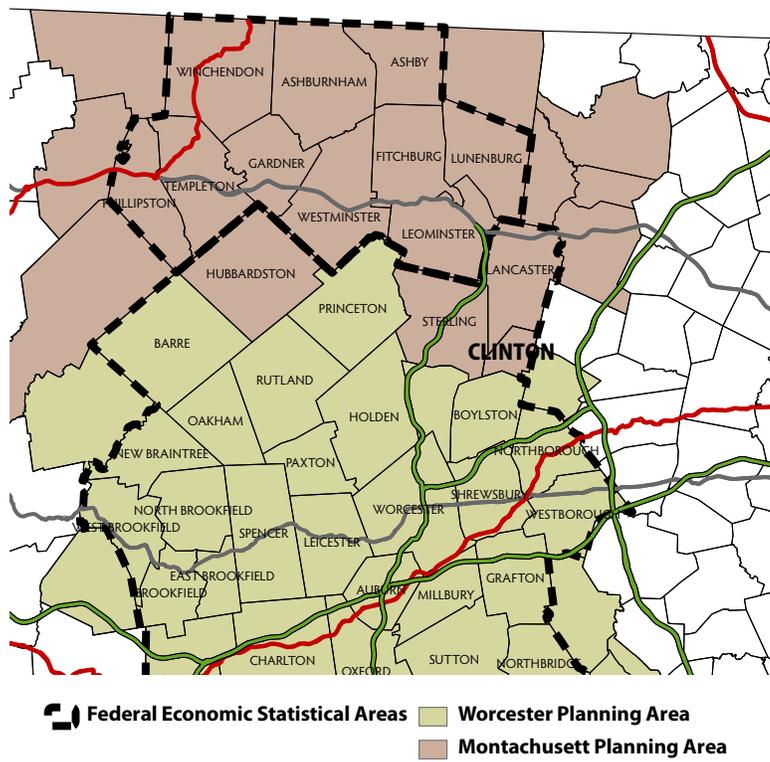
For economic planning purposes, the Greater Worcester region is essentially coterminous with the Central Massachusetts Regional Planning Commission's service area (Figure

4.2). It includes 40 communities with a combined total population of about 750,000. Many of the communities are small, semi-rural or suburban locales. Worcester, the seat of the Worcester metro area, is home to about 175,000 people and the second largest city in the Commonwealth. Its economy was initially tied to mill development along the Blackstone River, but the city has become a hub for biotechnology and medical research, financial, and insurance services.

Today, Worcester has 15 colleges and universities and three leading health science institutions. It is continually undergoing redevelopment and revitalization. Worcester also is easily accessible to the nine million people who live within a 75-mile radius. Due to its location in the center of Massachusetts, Worcester is less than a one-hour drive from Boston, Providence, Hartford, and Springfield. The area is a hub of transportation networks including six major highways, passenger and freight rail service, an airport, and access to seaports and several international airports.

The North-Central/Montachusett Region extends north from Worcester to the New Hampshire border. It includes five historic centers – Athol, Clinton, Fitchburg, Gardner, and Leominster – and two secondary centers, Ayer and Winchendon. This area’s major transportation feature is Route 2. While Clinton falls within the North-Central Region (Montachusett Regional Planning Commission), its economy is influenced by conditions both in the Montachusett area and the Greater Worcester Region, as suggested by the somewhat different boundaries used by federal agencies to report economic statistics for Central Massachusetts communities (Figure 4.2). Most Clinton residents commute to jobs in these locations, and most of the people who work in Clinton each day commute from the same collection of cities and towns. Job growth, retail development and housing de-

Figure 4.2
Central Massachusetts Planning and Economic Regions
(Sources: Bureau of the Census, MassGIS)



velopment occurring in either area influences the opportunities Clinton has to shape, or re-shape, its local economy.

COMMERCIAL AND INDUSTRIAL SPACE

Much of the commercial and industrial space in the Greater Worcester region is concentrated within the City of Worcester. Downtown Worcester’s office vacancy rate is 12.7 percent, much higher than the “target” five percent vacancy rate in a healthy market. In addition, the City has problems with abandoned buildings, for Worcester currently has sixty-six abandoned commercial and industrial properties. Part of the problem both in Worcester and region-wide is that many existing industrial and commercial properties are brownfields. Outside Worcester, commercial and industrial activity is largely concentrated in Westborough, Shrewsbury, Auburn, and Millbury. The area as a whole experiences some degree of retail leakage to communities such as Natick, Marlborough, and Wrentham, which have major regional shopping malls, but the City’s retail base generates enough sales to support a larger population than its own.

CLINTON MASTER PLAN

In the North-Central Region, commercial and industrial space is concentrated in Fitchburg and Leominster. The region is currently beset by a lack of space for businesses to expand and not having enough land with the necessary infrastructure to support industrial and commercial activities. A Fitchburg-Leominster market survey shows that lease rates for new industrial space in these cities range from \$3.25 - \$5.50 per sq. ft., triple net. Small projects and projects with a larger percentage of office space are renting in the upper end of the range while rental rates for larger blocks of space fall toward the lower end of the range. Ground floor mill space rents from \$1.50 - \$3.50 per sq. ft. Similar trends can be seen in sales prices, for modern facilities greater than 50,000 sq. ft. have been selling for \$20 per sq. ft. and good quality, smaller buildings for up to \$40 per sq. ft. Market activity indicates that many firms prefer to obtain additionally needed office space through leases or purchasing existing buildings instead of new construction.

There is a demand within the region for industrial buildings between 5,000 and 20,000 sq. ft. Larger buildings tend to stay on the market much longer, sometimes years at a time. In Clinton, the market has been slowing and the average time on the market for industrial and commercial properties is 311 and 192 days respectively. Clinton currently has 14 commercial properties on the market, including 6,000 sq. ft. of new office space in one side of the new Clinton Savings Bank and a downtown building that holds four retail stores and eleven apartments. A variety of larger industrial buildings and a nearly fourteen-acre site abutting a shopping center are available, too, including a 12-acre industrial site.

REGIONAL JOB GROWTH

The Greater Worcester Region has been adding jobs to the economy at a faster rate than the state as a whole, but slower than the nation. The growth occurring in Central Massachusetts is attributable to a favorable business climate and affordably priced housing. The industries generating job growth include services, construction, accommodation and food services, professional services, finance, and insurance, which contributed 2,500 new jobs to the area between 2001 and 2006.

These industries represent 50 percent of all firms in the area.

The region's economy has made a conspicuous shift from manufacturing to services. Manufacturing declined six percent from 2001-2006 due to the closure, consolidation, or relocation of 275 manufacturing firms. Deindustrialization in the Northeast, a long occurring trend, is the result of high-cost labor, land, and energy resources in addition to global trends of outsourcing and "off-shoring." The non-durable goods, information, agriculture, and forestry industries all declined during the same period, yet showed marked gains in wages, suggesting that these firms have become more specialized and require more skilled workers.

In the North-Central Region, service jobs make up nearly half of the employment base, with manufacturing providing an additional twenty-five percent. Unemployment here exceeds the national average and has been hovering at seven percent for the better part of the decade. Industries that have experienced the largest job losses are manufacturing, transportation, utilities, communications, wholesale and retail trade, and the finance and real estate sectors. The North-Central Region is a cluster centered on plastics and metals manufacturing. The current inventory of manufacturing companies includes polymers, plastics, metals fabrications, and food processing. These firms are supported by business services, mainly in the finance, insurance and real estate sectors. Region-wide, the health care, hospitality, electronics, biotech and nanotech are expected to grow. Industries currently in an expansion mode make high-tech products for the aerospace, defense, and automotive industries.

LOCATION ADVANTAGES AND GROWTH OPPORTUNITIES IN CLINTON

Clinton has a number of positive qualities. It remains a fairly affordable community, it has enviable charm and character, and it has retained a respectable tax base that does not rely solely on residential property taxes. Clinton also has a number of challenges, including an inefficient government structure, dated regulations, lack of modern industrial space,

Clinton needs to promote workforce development and education, for there are labor shortages of highly skilled workers and this seems particularly evident in Clinton. Partnerships with academic and training institutions should be encouraged and continue to be cultivated so that prospective businesses have a reasonable expectation of meeting their labor needs. Further, access to adequate day care, health care, and other human services must be addressed to ensure that a healthy local economy actually benefits local residents.

narrow roads that make safe passage difficult, and a labor force with a comparatively low level of educational attainment.

Some of the commercial and industrial property issues in Clinton are minor and could be resolved with intelligent, relatively low-cost cosmetic improvements. The downtown area is quaint and has considerable potential. Maintaining an attractive downtown and keeping the area safe and inviting will likely help to lure some of the cultural and entertainment amenities the town wants to provide. With the availability of four retail stores in one building on the market, there is potential for investment in a more vibrant town center. However, the zoning for Downtown Clinton needs to be updated, strengthened and clarified to ensure complimentary development, good design and historic preservation.

Since Clinton has an industrial tradition that contributes to its visual character, it makes sense to focus on the redevelopment of blighted mill buildings so they can be re-used for commercial and residential purposes. The town needs to craft realistic, market-conscious and design-sensitive regulations to guide the redevelopment of these properties. The commercial space in the mills should be upgraded to include basic, modern provisions for business activity: high-speed internet and communications systems, efficient heating and cooling, and related components that make desirable, high-quality office space.

Manufacturing remains one of Clinton's primary sources of employment, so the town could focus on generating the conditions that industry finds favorable, including what the market demands. Industrial property developers and marketing agents report that currently there is no significant demand for stand-alone buildings greater than 50,000 sq. ft. Smaller buildings ranging from 20,000-50,000 sq. ft., in good condition, generate the primary demand. Clinton has buildings available that offer space within this size range, and efforts to court new tenants should be coordinated well beyond those of the listing agent. Organizations such as MassDevelopment, the Chamber of Commerce, and the Montachusett Regional Planning Commission should be engaged to help coordinate planning efforts with Clinton's OECD and assist in marketing and attracting new businesses to Clinton.

There are a number of strategies Clinton can use to attract new business, including tax incentives, which Clinton has already used to assist some local businesses, along with sorely needed infrastructure improvements. In addition, public-sector involvement with redeveloping and pre-permitting facilities for private-sector use is a tested, traditional means of attracting new investment. However, these incentives tend to create a "zero sum" game, and the location decisions made by businesses tend to have less to do with short-term incentives than a variety of other factors.

Even more fruitful strategies for Clinton would be to promote workforce development and education, for there are labor shortages of highly skilled workers and this seems particularly evident in Clinton. Since Massachusetts has the most educated population in the nation, the state is capable of attracting high-end jobs and the population needs to keep pace. Partnerships with academic and training institutions should be encouraged and continue to be cultivated so that prospective businesses have a reasonable expectation of meeting their labor needs. Further, access to adequate day care, health care, and other human services must be addressed to ensure that a healthy local economy actually benefits local residents.

CLINTON MASTER PLAN

Finally, continuing to plan for the future is the most important strategy Clinton can pursue, rather than adopting reactive policies to unpopular development. What Clinton needs most is a clear sense of direction and a plan for how to work toward it. Streamlining municipal functions, updating regulations, creating a mechanism for organizing and disseminating information in the community, and crafting a shared vision are all necessary to move forward. If Clinton is to be marketed as a more attractive place to live, conduct business, shop, and achieve other goals the town has set for itself, Clinton must first be prepared to become this place.

BROWNFIELDS

The Montachusett area is plagued by brownfields, for nineteen out of twenty-two communities in the North-Central Region - including Clinton - have identified brownfield sites within their borders. The Montachusett CEDS Report (2006) indicates that several communities have had success with brownfields remediation and redevelopment. For example, Fitchburg was able to convert the former General Electric Steam Turbine plant into Putnam Place, a four-building center with 300,000 sq. ft. of space for office and manufacturing uses. Leominster converted a former municipally-owned site into the I-190 Industrial Park, which houses Home of Crisci Tool & Die and Innovative Fulfillment Services. The City of Gardner also converted cleaned-up manufacturing sites into a public library, municipal parking, and affordable housing, while Ayer and Athol constructed a fire station and a police station (respectively) on brownfields in their town centers.

A recent market survey of the Fitchburg-Leominster area reports that there has been no activity in Leominster or Fitchburg to build new industrial buildings in the past year. Most of the recent construction has involved owner-occupied buildings customized to serve specific purposes. The market costs of existing industrial property remain below the cost of replacement in the Montachusett area and this, combined with the region's weak real estate market, has kept new construction down. Still, despite policy preferences for "redevelop first," the North-Central Region has several industrial and research

park sites available. Gardner currently has one thirty-five acre site, Lancaster has one forty-acre site, and Leominster has two sites: one includes sixteen acres and the other, 120 acres.

THE DEVENS FACTOR

Against the backdrop of these locally driven initiatives is the redevelopment of Fort Devens, the North-Central Region's most significant redevelopment project. Decommissioned in 1991 and acquired by the state in 1995, the land now called "Devens" is home to over 75 companies that employ more than 4,000 people. Devens is unusual because of special legislation that controls both the disposition and governance of the former military base, which covers portions of three towns, Harvard, Ayer and Shirley. While MassDevelopment owns and markets the property and finances most of the development projects, a state-chartered, "one-stop" permitting agency known as the Devens Enterprise Commission has exclusive jurisdiction over all development review. The most notable recent addition to the Devens roster is the new \$660 million Bristol-Meyers Squibb biotechnology plant, slated to open in 2009. The company expects to employ 350 people at first, and potentially up to 550 people depending on the market. The plant will be devoted to manufacturing a rheumatoid arthritis medication. Devens officials hope that luring Bristol-Meyers Squibb will bring more facilities like it in the future.

Redevelopment Opportunities

Clinton is like many towns in the region with an industrial past and an uncertain future. This dichotomy is evident upon seeing the town with its old mills, some of which have been renovated while others lay dormant and seem to clash with new warehousing facilities. The dated shopping centers are made obvious by the modern plazas that house big-box retail in neighboring towns. It is apparent that Clinton is somewhere on the fence with pressures to keep up or fall to the wayside. Investment and good planning will be needed to secure a good future for the town.

The constraints Clinton faces range from aging and obsolete buildings, narrow roads, and almost complete build-out. Since there is very

little available open land to develop, the town will need to focus on redevelopment of existing properties. Clinton has several areas that could become the focus for active redevelopment planning:

- ◆ **Area 1.** The industrial area west of the town center along Sterling Street and Main Street, including Parker Street and Brook Street, has already seen some redevelopment of the old mill buildings. A number of manufacturing firms currently occupy Sterling Street, and Parker Street to a lesser extent. There is currently one large tract undergoing demolition in this area, and the twelve-acre site of the former Wire and Cable facility is currently on the market with building removal by the seller as an option. In addition, at the intersection of Sterling Street and Parker Street there is a series of obsolete buildings that appear to be vacant. These sites have considerable redevelopment potential as well, but may require demolition.

Since this area is adjacent to newer facilities on Adam Street, rehabilitation and redevelopment of the area to suit modern industrial uses would be complimentary to the neighboring uses, and assist in the retention of manufacturing that currently exists in the area.

- ◆ **Area 2.** The area between Green Street and Cameron Street houses several large mill buildings. Most were part of the massive Lancaster Mills compound, which developed over a period of years. Several of the later buildings have tenants, including Weetabix. The mill structures represent an older generation of manufacturing facilities, and some appear to be in poor condition. Encouraging renovations and facility upgrades to prevent the buildings from becoming completely obsolete should be pursued in this area.

Figure 4.3
Redevelopment Opportunity Areas



Until recently, the rest of the Lancaster Mills complex on Green Street was slated for mixed-use redevelopment, including the creation of housing units. Community opposition and concerns raised by at least one neighboring business eventually led the developers to withdraw their proposal. However, the site needs to be redeveloped and it is unlikely to be redeveloped solely as an employment center. Alternative development scenarios should be explored, but the town has to weigh the value of the mills preserved and the value of the property for some future industrial or commercial use.

- ◆ **Area 3.** The shopping area on Route 70 near the Lancaster border serves some of the daily shopping needs of residents. However, there are some vacant stores in the shopping plaza and the property needs to be marketed to attract new tenants. Adjacent to the shopping center, there is a fourteen-acre site that has been approved for condominium development, but it also could be used for retail development. Expanding the current shopping plaza to allow for more modern retail space may be more attractive to new tenants than

the existing facility. The additional retail space could be used to help prevent retail seepage into the surrounding communities, as Clinton does not currently have enough retail options to support its residents. As most of the retail space in this area is dated, new investment would likely encourage reinvestment in existing buildings if the area attracts more customers.

HOUSING

The westward migration of housing and population growth from the Boston area has resulted in regionally high rates of growth in communities along and west of I-495. Pressure for new homes has moved even farther to the west, reaching small towns off Route 2 and west of I-190. The North-Central Region, which includes Clinton's housing market area, has absorbed a moderate growth rate in the past two decades. The total population increased 6.1 percent from 1990-2000, resulting in a Census 2000 population of about 228,000 people. In the past five years, however, the region's fastest growing towns have been Hubbardston, Templeton, Groton, Royalston, Petersham, and Phillipston, all growing at a rate of eight percent or more. At the same time, Shirley and Ayer have lost slightly less than one percent of their population. Leominster and Fitchburg are the only communities with populations greater than 40,000. Growth in the North-Central Region's western section is partially because residents have been priced out of housing in the eastern part of the region, primarily by encroachment of Boston-area suburbs.

Echoing the national decline of the housing market due to overdevelopment and poor lending practices, the North-Central Region's housing market has stagnated somewhat. Across the state in 2006, single-family home sales fell 12 percent and condominiums, 10 percent. In addition, single-family home prices dropped by 2.5 percent while condominium prices fell by less than one percent. Nevertheless, some new residential developments can be seen throughout the North-Central Region, including single-family homes, condominiums and townhouses, and a few apartment complexes.

Of Clinton's 6,000 housing units, half were built prior to 1940. It has the lowest median value of housing, the lowest median sale prices, and the largest percentage of multi-family housing in the immediate area. Over the past twenty years, Clinton has averaged between 200-300 housing sales per year, with peak sales in 2004 and 2005. Sales have declined since the end of the housing boom, leveling off to sales activity similar to that of 1996. This largely follows national trends. The decrease in sales will eventually reverse when the housing market begins to rebound.

Clinton has a wide variety of housing options that range from quaint historic single-family housing to modern units in redeveloped mills. Roughly forty percent of Clinton's housing units are single-family homes while the remainder consists of multi-family housing or apartment buildings. In addition, Clinton has a number of new housing developments ranging from a small cluster of townhouses on Greeley Street to The Woodlands, a dense condominium development with townhouses, apartments, and detached houses. However, The Woodlands has experienced difficulties with unit sales and is nowhere near buildout.

Clinton's affordability is an asset for continuing to attract a diverse population. Planning now for market recovery would make sense, along with creating the regulatory framework to prevent the razing of residential structures to make way for larger housing that is incompatible with neighborhood character. Most reasonably priced houses will sell, and Clinton is one of the remaining nodes of reasonably priced housing in the region. At the same time, its affordability and extremely low residential tax rate serve as disincentives to maintain and improve residential properties, particularly in neighborhoods with low property values. The cumulative effects of razing older homes, neglecting the quality of historic multi-family housing, and permitting infill development without adequate design controls could mean a loss of character and fundamental change in the physical form of Clinton's established neighborhoods.

Another reason for Clinton to devote more attention to housing development and pres-

The cumulative effects of razing older homes, neglecting the quality of historic multi-family housing, and permitting infill development without adequate design controls could mean a loss of character and fundamental change in the physical form of Clinton's established neighborhoods.

ervation is Chapter 40B. Clinton did not become a magnet for comprehensive permits at the height of the market, despite the fact that it has public sewer service - a factor that frequently influences decisions by mixed-income housing developers. Several smaller towns near Clinton, including those with limited public utilities, did attract comprehensive permit developers and the projects did not always proceed on friendly terms. While Clinton was not faced with the comprehensive permit challenges many of its neighbors contended with between 1999-2006, it is important for the town to understand that being close to the ten percent statutory minimum under Chapter 40B is not the same as reaching or exceeding ten percent. Moreover, Clinton's relative lack of experience with Chapter 40B has led to some understandable confusion about the law and how it works.

The town needs to be planning ahead for 2011-2012, when the Census Bureau will begin to release data from Census 2010 and the Department of Housing and Community Development (DHCD) will update the Chapter 40B Subsidized Housing Inventory. The most likely "target" for comprehensive permit developments will *not* be vacant residential land. Instead, comprehensive permits for mixed-income development usually involve difficult-to-develop sites, older commercial and industrial buildings that are obsolete for nonresidential use, and vacant industrial parcels that are too small or not conveniently located for industrial uses.

CULTURAL & HISTORIC RESOURCES

PRESERVATION CAPACITY

Clinton values its industrial legacy and the quality of its built environment, so it is not surprising to find that residents, businesses and local organizations have worked hard to promote civic pride. Many years ago, the Clinton Beautification and Historic Restoration Project placed bronze plaques throughout town to document important milestones in local history. The plaque at the Prescott Mill recognizes the site of the first Prescott Grist Mill built by Clinton's original settler, John Prescott, in 1654. In 1998, the Clinton Area Chamber of Commerce produced *Historic Clinton, a Walking Tour Guide*, highlighting Central Park and surrounding buildings. Several books document and celebrate Clinton's heritage, too. Local historian Terrence Ingano wrote *The History of Clinton* in 1993 and *Images of America: Clinton* in 1996. More recently, the Clinton Historical Society published A.J. Bastarche's *An Extraordinary Town: How One of America's Smallest Towns Shaped the World* (2005). While not a complete local history, the book provides background on many of Clinton's important events, buildings and people.

The OECD and downtown merchant association group, Uptown, Inc., have a specific interest in revitalizing Clinton's historic downtown. During the 1990s, Uptown, Inc. ran a successful façade improvement program with CDBG funds. In exchange for financial assistance to improve their buildings, property owners granted façade easements to the town. A design guidelines manual (*Downtown Design Guidelines*, 1996), developed for the program remains useful as a source of technical assistance to property owners, but financial assistance is no longer available.

These kinds of initiatives matter because they demonstrate public appreciation of Clinton's special history. Actual preservation capacity is more complicated, however. It requires sustained funding, staff, regulatory tools, organized relationships with regional and state agencies and crucially, resource documentation. Given Clinton's peerless collection of historic buildings, its limited investment in preservation capacity is quite striking. Clin-

CLINTON MASTER PLAN

ton has two groups devoted to historic preservation and cultural appreciation, but since they have no staff, these organizations rely entirely on committed volunteers:

- ◆ The **Clinton Historical Society**, a non-profit 501(c)(3) organization, was established in 1894 to promote appreciation of Clinton's history and to preserve and maintain local artifacts. It also maintains the Holder Memorial, where it hosts tours, educational programs and community outreach events and provides genealogical and other local research opportunities.
- ◆ The **Clinton Historical Commission (CHC)**, a seven-member town board, focuses on preservation advocacy and planning and has certain responsibilities prescribed by law (M.G.L., c.30, s.8D). After many years of inactivity, the Commission was reestablished in 2004. It has a very limited budget, only \$1,000 per year, and meets on a quarterly basis. The Commission hosts an annual preservation awards program that recognizes noteworthy preservation efforts, such as the renovated Clinton Armory. Most recently, the Commission has been exploring options to preserve the Lancaster Mills complex.

PRESERVATION PLANNING

Clinton does not have a town-wide preservation plan for its historic and cultural resources, and local plans prepared over the past 30 years have sporadically recognized the role that Clinton's heritage plays in defining its character. For example, its 1972 Master Plan was nearly silent on historic and cultural resources, but this omission exists in many town plans from the same era. More recently, the *Downtown Clinton Market Study* (2003) did not address the commercial district's architectural significance, although it encouraged the reuse/restoration of the Central Fire Station as a component of downtown streetscape improvements. The earlier *Downtown Design Guidelines* (1996), prepared for Uptown, Inc., encouraged owners of downtown commercial properties to preserve, restore and accentuate the original architectural features of their buildings. These guidelines were intended for use by participants in Clinton's downtown fa-

Clinton's existing historic resources inventory is incomplete. Many of the survey forms are outdated, and areas of the town remain underrepresented. Updating the existing inventory will be the first critical step in future preservation strategies to ensure that Clinton understands and can address the complexity of its historic resources.

cade improvement program, which has not been funded by the state for several years.

Clinton's existing historic resources inventory is incomplete. Many of the survey forms are outdated, and areas of the town remain underrepresented. Updating the existing inventory will be the first critical step in future preservation strategies to ensure that Clinton understands and can address the complexity of its historic resources. Neither the CHC nor other town boards can be expected to function as effective agents of historic preservation unless they have the right tools, and a comprehensive inventory is the most basic preservation planning tool. Since the CHC has no staff and a limited budget, it is unrealistic to assume that Clinton could hire a preservation consultant to complete the inventory unless town meeting approved a special appropriation for this purpose.

Local volunteers willing to undertake the survey work could seek technical assistance from staff at the Massachusetts Historical Commission (MHC), which will host workshops on documentation requirements at the request of local officials. Completing the inventory would help the CHC carry out more educational programs, such as a house plaque program or neighborhood walking tours. It also would provide the basis for additional National Register districts and help the town set tangible preservation goals.

REGULATORY ISSUES

Local historic resource inventories and National Register listings represent an initial step toward preserving a community's historic fabric. However, neither of these endeav-

ors ensures that buildings and landmarks will actually be protected in the future. Effective preservation also needs regulatory authority, yet Clinton has not adopted any of the preservation bylaws available to cities and towns. In Massachusetts, local historic districts under M.G.L. c.40C continue to provide the only legally enforceable means to protect historic buildings. However, communities have also used neighborhood conservation districts (NCD), demolition delay bylaws and scenic road bylaws to encourage preservation and limit negative impacts on historic resources.

A neighborhood conservation district bylaw is designed to protect the overall character of a neighborhood by regulating building demolition, major alterations and new construction to ensure that proposed changes respects the scale, massing, setback and materials of the historic buildings and the surrounding neighborhood. Unlike a local historic district bylaw, which establishes a rigorous review and decision process for any alterations to a building's exterior architectural features, the NCD typically focuses more on general neighborhood characteristics such as the siting and scale of buildings, the relationship of buildings to each other and to the street, and the relationship between the built and natural environment.³ This bylaw is recommended as an alternative for neighborhoods where local historic district requirements would be considered too restrictive.

A demolition delay bylaw is a preservation tool that communities use to postpone whole or partial demolition of a historically significant building so that town officials and property owners can work together to find a feasible alternative to demolition. Aspects of the bylaw can be tailored to best meet the needs of local communities. More specifically, a community can determine which properties will be subject to the bylaw and the specific term of the delay period. Some bylaws define applicability by age, e.g. all buildings over 50 years old, while other bylaws use a year-of-construction threshold, such as all structures built before 1930. Some communities with

a comprehensive historic inventory have designed their bylaws to apply only to buildings included in their inventory. While most communities in Massachusetts have imposed a six-month delay period, many have found that six months is not sufficient time to find alternatives for properties determined "preferably preserved" and have extended their delay period to one year, and in some cases, to 18 months.

Many of the towns around Clinton also have no preservation bylaws or regulations. By pooling regional resources, the CHC and its counterparts nearby could work collaboratively with the Massachusetts Historical Commission and the statewide non-profit preservation organization, Preservation MASS, Inc. to facilitate discussions, conduct preservation forums, and form technical assistance relationships that help small volunteer groups carry out complicated preservation projects.

Clinton's recently revised zoning bylaw (2001) does include mill reuse regulations that intend to encourage preservation of the mills. The bylaw allows higher density development and a mix of uses within historic mill buildings and requires applicants to preserve significant architectural features. However, the regulations apply only to projects conducted voluntarily by proponents seeking to redevelop a historic mill. It is not clear whether Clinton's regulatory incentives are sufficient to attract the types of projects that town boards and residents want to see.

PRESERVATION PRIORITIES

Historic Building Interiors. Clinton retains some wonderfully preserved historic interiors. However, their future is not guaranteed. The CHC and other local officials should work with property owners to preserve or restore Clinton's architectural interiors, most notably the 20th century interiors of the Strand Theater and Lou's Diner. Preservation restrictions under M.G.L. c.184, ss. 31-33 can be used to protect both exterior *and* interior features of a historic building.

Lancaster Mills. Clinton is extremely fortunate that many of its mills have been preserved and reused. They contribute significantly to

³ Rebecca K. Bicksler, Neighborhood Conservation District Study for the City of Urbana, Illinois, Department of Community development, Planning Division, July 2006.

the visual character and economic health of the town. Restored mills such as the Bigelow Carpet Company complex now owned by Nypro and the residential renovation of the Prescott Mills provide important success stories. Ensuring the preservation of Lancaster Mills would be enhanced by formally recognizing the historic importance of the mill complex and its surrounding collection of associated workers' housing. Documenting the history of the Lancaster Mills for future designation as a local historic district will be critical for building support to preserve this industrial landmark and preventing inappropriate alterations or outright demolition.

Clinton Depot. Another community landmark, the Clinton Depot and the adjoining Depot Square, should be a key preservation priority for the town. The CHC's recent program on the history of the Clinton Depot is an important step toward restoring this elegant 20th century train station and revitalizing Depot Square. However, this area has not been surveyed as part of the town's existing historic resources inventory and it needs to be documented. The Planning Board, the CHC, the Clinton Historical Society, the Office of Community and Economic Department, and the Clinton Area Chamber of Commerce should make this a priority preservation and redevelopment area.

Financing Historic Preservation. Funding for preservation planning and development projects is limited and the application process can be cumbersome and time-consuming. State grants for historic inventory surveys and planning projects are available, but they require a local match. Moreover, it is difficult to predict when state funding sources will be available from year to year. Other grant sources have limitations that may prove difficult for small towns to use. Today, communities have to be creative in seeking funds for preservation projects.

More than 120 communities in Massachusetts have adopted the Community Preservation Act (CPA) in order to provide funding for historic preservation, open space and affordable housing. By adopting CPA, communities can impose a surcharge on local property tax

and create a dedicated revenue stream for acquiring open space, providing affordable housing, preserving historic buildings or improving outdoor recreation areas. Given Clinton's significant collection of historic properties, the town should adopt CPA primarily as a funding source for historic preservation. Since Clinton tends to have a fairly large percentage of lower-income homeowners, however, the town should consider some exemptions from the surcharge. Clinton also would benefit from building rapport with state agencies such as the Massachusetts Historical Commission and the Department of Conservation and Recreation, and preservation groups such as Preservation MASS.

NATURAL RESOURCES

Environmental Hazards and Risk Conditions

Clinton's visual beauty and the location of a major drinking water supply in its back yard belie the presence of environmental hazards throughout the town. In fact, the same conditions that makes Clinton so unique and appealing – its industrial heritage and compact village center – also increase the risk of difficult-to-develop sites due to contamination and cleanup costs. The types of hazards vary by location and land use history, and some have been partially or fully remediated.

CONTAMINATED SITES

Clinton has several sites that have been contaminated with oil or other hazardous materials. DEP monitors them through the Bureau of Waste Site Cleanup (BWSC) under M.G.L. Chapter 21E and 310 CMR 40.00, the Massachusetts Contingency Plan (MCP). For tracking purposes, the state divides contaminated sites into two groups: sites identified as contaminated and the type of cleanup they require – commonly known as Chapter 21E sites – and cleaned sites that still retain some oil or hazardous material contamination. The Activity and Use Limitation (AUL) Program maintains a register of properties in the latter category. The program identifies activities and uses that may and may not occur following clean-up, the property owner's ongoing obligations, and the maintenance conditions

Table 4.2
Chapter 21E and AUL Sites in Clinton

Owner	Address	Tracking Number (RTN)	Category	Contamination
MacGregor Mills	75 Green Street	2-0015167	21E	Cyanide
William Reisner Corporation	33 Elm Street	2-0001009	21E	Oil
Boston Gas Plant	136 Pleasant Street	2-0010846	21E	Coal Tar Pitch
Amory Packaging Corporation	184 Stone Street	2-0000029	21E	Unknown
Prism Development	140 Brook Street	2-0015745	21E	Oil & Hazardous Material
Parker Construction Company	Rigby Road	2-0000692	21E	Unknown
Cardillo Service Station	712 Main Street	2-0014360	21E	Oil
Main Street Coal and Fuels, Inc.	546-556 Main Street	2-0014559	21E	Oil & Hazardous Material
Main Street Coal and Fuels, Inc.	546-556 Main Street	2-0015420	21E	Oil
Rockbestos Suprenant Cable	172 Sterling Street	2-0011434	AUL	Oil
Surprenant Cable Corp	172 Sterling Street	2-0011386	AUL	Oil & Hazardous Material
Injectronics	1 Union Street	2-0012702	AUL	Fuel Oil #6
Lancaster Mills Fmr	1 Green Street	2-0001037	AUL	Petroleum Based Oil
Shanberg Estate	811 817 Main Street	2-0011387	AUL	Oil & Hazardous Material
MDC Watershed Management	500 Wilson	2-0010013	AUL	Fuel Oil #2

Source: DEP, 2006.

that must be followed to ensure safe use of the property in the future.

Table 4.2 lists the Chapter 21E and AUL sites that currently exist in Clinton. Some have been remediated to meet state standards, i.e., response actions were sufficient to achieve a level of no significant risk or at least to ensure that all substantial hazards were eliminated.

STORMWATER AND COMMON HOUSEHOLD CONTAMINANTS

As a federally designated urbanized area, Clinton is subject to Phase II of the National Pollutant Discharge Elimination System (NPDES), established by the EPA under the Clean Water Act. While Phase I instituted a federal permitting and monitoring process that applied only to larger cities and certain industries, Phase II extends similar requirements to all communities with urban population centers, as defined by the Census Bureau. To comply with Phase II NPDES regulations, communities must implement programs to reduce stormwater runoff and submit annual progress reports to DEP, the state agency responsible for issuing Phase II permits jointly with the EPA. Clinton filed a Phase II NPDES application with DEP's Bureau of Resource Protection in 2003, as required by law. The application includes a six-part stormwater management program to be implemented over a five-year period.

As Clinton continues to develop, the effects of stormwater runoff on surface water and groundwater will increase. Road and parking lot runoff, lawn fertilizers, pesticides, and herbicides are sources of groundwater contamination associated with intensive land uses. Stormwater runoff contains hydrocarbons, nitrogen, suspended solids and coliform bacteria deposited on the street by cars, pets, and other sources. Untreated runoff is a major source of poor water quality and it has the potential to contaminate both surface and groundwater. Impervious areas also contribute to flooding by increasing peak stormwater flows as water travels more quickly over hard surfaces, bypassing groundwater recharge and discharge that are crucial to normal stream flow. As part of the Wachusett Reservoir management plan, much of the watershed contributing to the Reservoir has been protected by the MWRA or the adjacent towns. However, the Nashua River and nearby aquifers provide drinking water for towns downstream from Clinton.

Traditional systems for controlling stormwater runoff rely on curbs, gutters, catchbasins, pipes, and culverts to divert stormwater to other locations quickly. In contrast, Best Management Practices (BMPs) involve the use of open, natural drainage systems that improve water quality of the runoff and aid flood prevention. These systems include wet basins, vegetated swales and creation of wetlands

to retain and recharge stormwater pollution while absorbing pollutants. Swales detain stormwater for short periods of time while ponds and wetlands treat stormwater for longer periods. Though usually the preferred approach for stormwater management, infiltration practices are not always appropriate for discharges near drinking water resources. At the Cosgrove Inlet facility, the MWRA recently diverted stormwater from an existing leachfield to an outfall on the North Brook because the leachfield lies too close to the reservoir.

Clinton's NPDES Phase II permit lists stormwater discharges to 13 surface waterbodies, including the Wachusett Reservoir, the Nashua River and its tributaries, and several of the town's named and unnamed ponds and brooks.⁴ Clinton should seek available state grants and funding sources for drainage improvements and stormwater mitigation for public drainage facilities in the Zone II's of groundwater supplies, the Wachusett Reservoir watershed, and other sensitive areas.

Chemical substances such as fertilizers, pesticides and herbicides contain significant amounts of nitrogen and phosphorous. When these products are used, spilled, or discharged on the ground in watersheds or recharge areas, they can contaminate surface water and groundwater resources. Clinton's stormwater management program includes components to inform residents of these issues, including a classroom education component, public service announcements and posting information on the town's website. However, it is not clear where information is posted on the internet, whether the information is part of a planned public education curriculum, or if the information is available in languages other than English. In annual submissions to DEP, the Clinton Department of Public Works reports that it has worked with local Boy Scouts to stencil storm drains and collects waste oil at the DPW garage to reduce the potential for contamination from these sources.⁵

⁴ Town of Clinton, NPDES Stormwater General Permit, Notice of Intent for Discharges from Small Municipal Separate Storm Sewer Systems (29 July 2003), 2 <<http://www.epa.gov/region1/npdes/>>

⁵ Town of Clinton NPDES Small MS4 General Permit Annual Report, Report #3 May 2005-May 2006.

SEPTIC SYSTEMS

Of Clinton's 3,529 housing units, approximately 53 (1.5 percent) use septic systems for treatment of sanitary sewage. The Clinton Board of Health has no records of recent failures or replacements, but many of these systems comply with current Title V regulations because they serve homes in recently built developments. Due to the Wachusett Reservoir's importance as a drinking water source, reducing contamination potential from on-site systems has long been a priority goal in the Wachusett Reservoir's watershed management.

Sewage contains bacteria and viruses that are attenuated in the soil to some extent, but they can cause groundwater contamination. In addition, studies have shown that septic systems are a leading source of nitrogen and phosphorous in water supplies. Nitrates and nitrogen produced by breakdown of urea can affect groundwater quality, with potentially harmful impacts on the health of infants. Although nitrogen and phosphorous are natural nutrients that encourage plant growth, rising levels of nitrogen in a freshwater pond trigger growth of algae and freshwater plants and eventually leads to eutrophication, causing the pond to fill in as plants overgrow and sediments accumulate. Poor water quality decreases the ability of rivers, streams, and wetlands to sustain wildlife, and associated algae blooms and unpleasant odors damage their attractiveness in the landscape. Eutrophication is a potential environmental effect of septic systems located too close to contained waterbodies.

Clinton apparently does not have a mandatory septic system maintenance bylaw that would require homeowners to pump their septic systems on a regularly scheduled basis. In the future, the town should carefully consider granting building permits to additional residences that will be served with on-site septic systems.

Hazardous Materials from Commercial and Municipal Activities

Like septic system leachate, stormwater and household contaminants, some materials used by businesses can have a major impact on water quality. Many commercial and home

businesses, such as printing, photography, woodworking and automobile repair, as well as municipal and school facilities, use chemicals containing hydrocarbons, sodium, and volatile organic compounds. Although Clinton has very little agricultural activity today, pesticides and herbicides in farming activities are also considered hazardous materials.

Clinton currently has 59 businesses registered with the EPA as having the potential to release contaminants. They range from gasoline stations and auto body shops to metalworking operations, plastics, paper and circuit board manufacturing, pharmacies with photofinishing services, and 21-E listed sites with solvents and heavy metals already having been released to the environment.⁶ Other potential sources of groundwater contamination include underground gasoline and heating oil tanks, landfills, salt storage areas and junkyards. These facilities should be identified and managed to reduce the potential for degradation of Clinton's water resources. It is important for the town to take the necessary steps to prevent contamination because treating water after chemical pollution has occurred can be extremely costly.

Clinton's former landfill is located on South Meadow Road near the South Meadow Pond. This unlined 19-acre landfill operated from pre-1940 to 1988, when it was closed and capped. However, the landfill is not subject to a long-term monitoring because it was capped prior to the effective date of regulations requiring a post-closure monitoring plan. DEP has requested a comprehensive site assessment (CSA) with monitoring and maintenance plans for the site, and town meeting has appropriated \$195,000 for this purpose (Article 14, ATM 2007). Although there is no known groundwater contamination from leachate escaping from the landfill, there are concerns about releases of naturally occurring iron and arsenic from the surrounding soils due to the anoxic conditions encountered by groundwater flowing through the landfill. These concerns will be addressed in a management plan developed as part of

Clinton lacks environmental regulatory tools commonly found in Massachusetts communities. For example, the zoning bylaw conspicuously omits a groundwater protection district, yet much of the land along the Nashua River lies with a Zone II area for water supplies in neighboring towns. In addition, the entire west side of Clinton covers a medium- to high-yield aquifer. While the zoning bylaw includes some modest controls over earth removal, the town should consider adding specific performance standards and lowering the area thresholds that trigger a special permit for clearing and grading activities. Clinton also does not have a local wetlands bylaw.

the CSA. The town's solid waste is currently hauled to the Waste Management, Inc.'s Fitchburg landfill, located in Leominster, MA.

In addition, DCR's Bureau of Watershed Management is responsible for monitoring and containing releases to the Wachusett Reservoir. Local spill kits were made available to the communities around the reservoir, including equipment to handle releases of up to 2,000 gallons of petroleum products. The Clinton Fire Department is the first responder. Further, railroad tracks cross through the South Meadow Pond complex and through the downtown area. A spill or accident in the proximity of the pond would be another potential environmental hazard in Clinton.

Regulatory Issues

Clinton recognizes the need for a stormwater management bylaw and stormwater regulations to comply with its NPDES Phase II permit. It will be challenging for Clinton to pursue low-impact development (LID) and green infrastructure policies because the town is substantially developed and much of its land has already been rendered impervious. However, while these policies may be difficult to implement, the town needs to consider integrating strategies such as green roofs, rainwater harvesting and bioretention cells within its site development standards for site plan review, or possibly as minimum conditions that must be met by commercial and

⁶ U.S. Environmental Protection Agency (EPA), Envirofacts Data Warehouse, <http://www.epa.gov/enviro/>.

industrial uses. Providing enough land area to accommodate the right mix of LID site design techniques will require the town to revisit its off-street parking standards for certain nonresidential uses, but Clinton's minimum off-street parking requirements often exceed standards recommended in contemporary planning literature or the standards found in other communities.

Clinton lacks other environmental regulatory tools commonly found in Massachusetts communities. For example, the zoning bylaw conspicuously omits a groundwater protection district, yet much of the land along the Nashua River lies with a Zone II area for water supplies in neighboring towns. In addition, the entire west side of Clinton covers a medium-to high-yield aquifer. While the zoning bylaw includes some modest controls over earth removal, the town should consider adding specific performance standards and lowering the area thresholds that trigger a special permit for clearing and grading activities.

Clinton does not have a local wetlands bylaw to supplement M.G.L. c.131, s. 40 (WPA). Ever since the state Supreme Judicial Court upheld a non-zoning wetlands bylaw in *Lovequist v. Conservation Commission of Dennis* (1979), Massachusetts communities have been enacting local wetlands protection bylaws and ordinances to protect areas that are exempt from or subject to limited purview under the state law, e.g., isolated vernal pools or land within 100' of a wetland, which the WPA classifies as a buffer zone, not a resource area. Some bylaws define "wetlands" through a combination of hydric soils, hydrophytic vegetation and wetlands hydrology while others classify wetlands as areas with one or more of these features. In addition, many local bylaws apply to resources that the state law does not reach, such as archeological and scenic resources. Today, more than half of the state's cities and towns have a non-zoning wetlands protection bylaw, including Clinton's neighbor Sterling and all of the communities crossed by the Nashua River on its northward course from Clinton to the New Hampshire border.

OPEN SPACE

Clinton's visual character is threatened by the loss of remaining unprotected open spaces and natural areas, both within its own boundaries as well as in adjacent towns. Development or alteration of the steep banks of the Nashua River, Clamshell Pond, unprotected areas near the Wachusett Reservoir, and remaining pockets of woodland and farmland would reduce Clinton's scenic beauty and further degrade its natural resources. Further, destruction or inappropriate alteration of the historic mills and erosion of Clinton's urban fabric also could have a negative effect on visual quality. The Wachusett Reservoir and surrounding lands owned by DCR or protected by easement are relatively secure, though future management decisions and technical changes to the dam, the reservoir or its banks could have potential visual impacts.

The few remaining farm lots in Clinton are a traditional part of the town. As a source of open space, they should be preserved for the enjoyment of future generations. Toward this end, Clinton took an important step by exercising its right of first refusal to acquire the Rauscher Farm. However, Clinton has other open space challenges that need to be addressed: managing the open space it currently controls, and assuring that existing public land is protected in perpetuity with conservation restrictions.

Clinton has local organizations involved in conservation efforts, mainly the town's Conservation Commission and the non-profit land trust, the Clinton Greenway Conservation Trust. Both of these agencies own and manage conservation properties and advocate for conservation interests. However, the town does not have management plans for its open space and conservation areas, and because Clinton depends so heavily on citizen volunteers, it is unlikely that Clinton will be able to hire a full-time conservation agent or administrator to handle land management. Partnerships with the business community, such as an adopt-a-park initiative, should be pursued, along with organized open space clean-up events and special community service projects for high school seniors and scout troops, e.g., installing a consistent signage system on



Duffy Park on New Harbor Road, overlooking Coachlace Pond. Photo by Harry Dodson.

town-owned land or developing a comprehensive wildlife inventory.

Clinton also needs to maintain a current open space and recreation plan so the town can qualify for open space acquisition and recreation grants from the state. The town recently completed an Open Space and Recreation Plan for 2007-2011 and the plan has been approved by the state. The plan's key recommendations include:

- ◆ Improve management of existing open space lands;
- ◆ Increase advocacy and community awareness of natural and recreational resources; and
- ◆ Acquire and permanently protect additional open space through new funding sources, amendments to zoning bylaws, and adoption of new resource protection regulations.

Adopting the CPA would help Clinton build a reserve to acquire land as it becomes available, but since Clinton is a small town, CPA is

unlikely to generate a large amount of funding in any given year. Some Massachusetts communities have approved the issuance of a single large open space bond for a list of eligible properties and authorized local officials to negotiate with the property owners to acquire the land. This type of approach helps to strengthen a community's commitment to open space protection and assures that funds will be available to pay for land that residents have already identified as conservation priorities.

Zoning is not always effective at protecting open space, but bylaws that strike a balance between public and private interests have worked in a number of Massachusetts communities. Today, Clinton has only a few relatively large tracts of vacant land, but it has many smaller parcels that are vacant and potentially developable for more than one single-family dwelling. A regulatory tool such as backlot development bylaw may be more useful to Clinton than a flexible development or open space-residential design bylaw, which often involves design standards that anticipate layouts on larger parcels. Backlot development bylaws combine front yard setback regulations that push buildings back from the street with flexible side yard setbacks that

encourage clustering, together with common driveways to reduce the number of curb cuts, all resulting in a mini-cluster development.

COMMUNITY SERVICES & FACILITIES

The community facilities element of a master plan should guide decisions about the buildings and infrastructure a local government will need in order to meet future demands for municipal services. The adequacy a town's existing and planned public buildings, utilities, and parks, playgrounds, and cemeteries is largely determined by three factors:

- ◆ The form, size and organization of the community's local government;
- ◆ The community's land use pattern; and
- ◆ The expectations of the community's population.

A town's ability to provide adequate facilities depends on the amount of revenue available both for local government operations and capital improvements. Clinton is not an affluent town and its resources are limited, but overall, its public buildings are in good condition and several are beautiful, historically significant structures. Still, many of the town's facilities have both obvious and subtle access barriers for people with disabilities, and while Clinton has had an Americans with Disabilities Act (ADA) Transition Plan for more than a decade, most of its key recommendations have not been implemented. Town staff and the public may not even realize that access barriers exist.

Clinton's facility needs are not particularly complicated. A capital improvements plan and policies to carry it out would go a long way toward helping the town manage and maintain its assets. The more crucial issues in Clinton involve its approach to governance, which consists of a fragmented power structure with many elected and appointed officials, including officials with direct responsibility for managing the town's finances.

Clinton has retained an unusually high degree of decentralization in an era when most of the Commonwealth's suburbs and small towns have moved toward professionalization, centralization, accountability and a stronger commitment to management. While a cooperative spirit helps Clinton officials meet the town's legal obligations, cooperation alone does not guarantee a competent government. It also does not ensure the coordination and efficiency that communities need in order to make the best use of available resources.

Form of Government

The organization and size of a local government has implications for the types of facilities a community needs and the amount of space required for various functions. For example, governments with a "streamlined" central administrative structure need office space, records storage, small conference rooms and a few public meeting halls, but decentralized, participatory governments with many boards and committees need a variety of meeting rooms in close proximity to their records, convenient parking, and access for people with disabilities. Clinton has both town employees and many volunteer committees, so planning for its present and future space needs should account for the kind of government the town has chosen for itself.

Clinton follows the tradition of decentralized government that exists in a majority of the Commonwealth's towns. It has a five-member elected board of selectmen, several other elected boards, committees and officials, and numerous appointed committees that share responsibility for a wide range of programs and services. In turn, Clinton's legislative branch is an open town meeting: a body composed of registered voters who set the town's annual operating budget, authorize capital projects and adopt local bylaws. Over time, Clinton has taken a few steps to professionalize its local government, such as hiring a town administrator. However, the town administrator position in Clinton has little if any authority over matters normally handled by "strong" town administrators or town managers in other communities, e.g., responsibility for the budget, overall financial management,

Board of Selectmen	Retirement Board (Partially Elected)
Board of Assessors	School Committee
Board of Health	Tax Collector
Clinton Housing Authority	Town Moderator
Board of Library Trustees	Town Clerk
Parks and Recreation Commission	Town Counsel
Planning Board	Town Treasurer

or the power to appoint or terminate municipal employees.

Massachusetts has been a home rule state since 1966, when voters ratified Article 89, the Home Rule Amendment to the state constitution. Under home rule, municipalities have a constitutional right of self-government and authority to design their own form of government – to a point. The “default” or standard powers and duties of municipal officials appear in the Commonwealth’s general laws. Many of these provisions date to the early 1800s, and most communities in Massachusetts still operate under them to some degree, including Clinton. By law, Massachusetts towns must elect a board of selectmen, school committee, board of assessors, board of health, planning board, town clerk, tax collector, treasurer, auditors, highway surveyors, tree warden, constables, and town moderator, but nearly all of these positions can be converted to appointees of the selectmen by majority votes at town meeting and the annual town election (M.G.L. c.41, s. 1B). Clinton fills very few statutory offices by appointment, however (Table 4.3).

A few years ago, Clinton established a charter commission that evaluated the town’s present form of government. The commission proposed a home rule charter that would have reorganized town government by converting several elected offices to appointed positions, changing the town administrator’s job to that of a town manager, establishing a finance department, and giving the town manager authority to appoint some of the town’s committees. Voters defeated the charter in 2005.

Cities and towns seeking to change their form of government have access to three procedures:

- ◆ Adopt the provisions of “enabling” or local option statutes – a form of legislative home rule -- found variously in M.G.L. c.40N, c.41, or c.43C. In fact, Clinton adopted M.G.L. c. 41, s. 23A, when it established the town administrator’s position.
- ◆ Establish a charter commission (as Clinton did) and adopt a home rule charter under the Home Rule Amendment and M.G.L. c.43B, the Home Rule Procedures Act, enacted by the legislature in 1967. In Massachusetts today, 83 cities and towns have home rule charters.
- ◆ Petition the legislature for a “special act” charter. In substance, there is very little difference between home rule and special act charters. Fifty-five cities and towns have special act charters. Some of these charters pre-date the Home Rule Amendment, yet even after 1966, many communities continued to choose special act over home rule charters, in part because the special act process is less onerous. Communities also can use the special act process to make a single change in their government organization, such as creating a town manager position or consolidating several departments under a single department head. Clinton has not used special acts of the legislature in this manner.

While Clinton residents rejected a home rule charter in 2005, some of the issues that led to creating a charter commission may need to be revisited in the future. Even in Massachusetts, where small towns jealously defend their home rule powers and strive to maintain the fundamentals of New England local government - open town meeting, and multiple elected boards - it is unusual for a town of Clinton’s size to have a town administrator position with such limited purview. The

absence of a professional town planner in Clinton is particularly noticeable, too. Compared with most communities in a similar size range, Clinton stands out for its limited number of professional staff and high degree of dependence on citizen volunteers. A home rule charter may not be the best answer for Clinton, but the town should be open to other options for modernizing its form of government in order to operate as efficiently as possible.

Municipal Finance

Clinton pays for community services with property taxes, state aid, and other local revenues such as motor vehicle excise taxes and licensing and permit fees. The same sources form the backbone of local government finance throughout the Commonwealth. However, communities differ by their degree of dependence on each source, and some have reserves that can be tapped to maintain or improve local services while reducing the impact on the tax rate. As a rule, affluent suburbs rely primarily on property tax revenue because the state directs most of its aid programs to communities with the greatest financial need.

In Clinton, the tax levy has historically supplied forty to forty-two percent of each year's total revenue and about fifty percent of general fund revenue. These statistics and others place Clinton in the lower quartile statewide for indicators of household and property wealth. For example, Clinton's equalized valuation per capita has declined from seventy-three percent of the statewide average in 1970 to fifty-eight percent in 2006. Property values have not appreciated as rapidly in Clinton as in other parts of the Commonwealth, even in substantially built-out communities with a land use pattern similar to Clinton's.⁷

The general fund is the largest and most important type of fund in government accounting practice. General fund revenue includes all revenue not restricted for a specific purpose, so the vast majority of a community's ordinary operating expenditures – from sala-

ries to paper clips – are general fund expenditures. Since 2000, general fund expenditures in Clinton have increased very little: by roughly thirty percent in current dollars and slightly less than eleven percent in 2007 constant dollars. Clinton's spending pattern is quite different from a majority of the Commonwealth's towns, and it appears that limited tax base growth has contributed to the town's slow rate of expenditure growth. There are other factors, too. Clinton has found it difficult to coordinate basic financial management functions and as a result, the closing of fiscal year records was recently delayed two years in a row. The town also has had revenue deficits and negative "free cash" balances, as shown in Figure 4-4, and overall, Clinton has virtually no "cushion" to accommodate emergencies or unforeseen conditions.

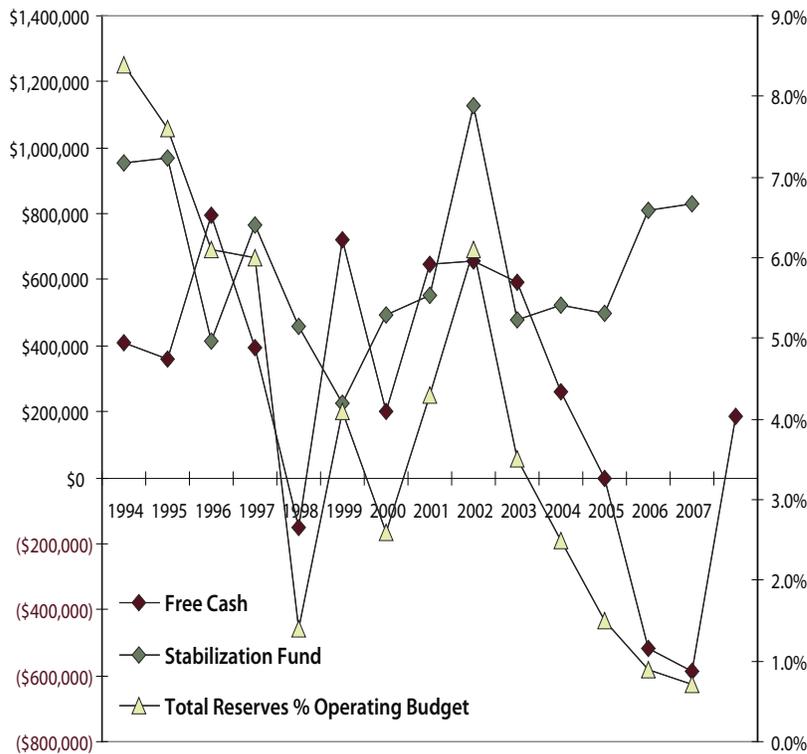
TRENDS IN MUNICIPAL AND SCHOOL SPENDING

In many towns, expenditures for public schools have accelerated far more rapidly than non-school expenditures. While school expenditures in Clinton have increased, too, they have not grown to the same degree found in other communities, including those which, like Clinton, have fairly low rates of enrollment growth and modest levels of household wealth. It is obvious that Clinton residents care about their schools, yet local expenditures for public education have not been very robust (See Chapter 3, Table 3.20).

The state's erratic commitment to Chapter 70 has made it difficult for Clinton and other towns like it to increase their financial investment in public education. Moreover, state financial assistance for other local services has declined significantly since the late 1980s. In Clinton, for example, public school aid generated 64 percent of total state aid in 1988. By 2007, public school aid accounted for seventy-five percent of total state aid. This is partially because of school funding growth under the Education Reform Act, but it also reflects a gradual decline in other funds distributed to cities and towns on the so-called "cherry sheet." Since 2000, the most noticeable increases in spending in Clinton have occurred in public safety (police), culture and recreation, and a budget item that is largely beyond the town's control: unclassified costs

⁷ DOR, "Tax Levies by Class," 1987-2008, and "Municipal Budgeted Revenues by Source," 1987-2008.

Figure 4.4
Free Cash, Stabilization Fund Reserves
 (Source: Department of Revenue)



such as employee health insurance and general liability insurance.

PROPOSITION 2 ½

In November 1980, a successful referendum known as Proposition 2 ½ introduced a cap on annual growth in the property tax levy. Clinton is among the towns that have chosen to live within the cap because the town has never utilized the statutory procedures for a general override, though voters have approved some debt exclusions. Clinton’s generally conservative approach to government spending, coupled with its long-standing policy of assigning a higher share of the tax burden to businesses, helps to explain why its residential tax bills have not increased as rapidly as the statewide average. Although Clinton’s state rank for average single-family tax bill has fluctuated somewhat in the past, it generally falls between 215 and 240 out of 351 cities and towns. Since FY 2000, the average single-family tax bill in Clinton has not kept pace with tax bill growth in other communities. This may seem advantageous to the town’s homeowners, but it does not bode well

for Clinton’s ability to fund basic government services.

Proposition 2 ½ contains a provision that encourages and rewards tax base growth. In any given fiscal year, the tax levy can increase up to 2.5 percent over the previous year’s levy *plus* taxes for new development and other property improvements not included in the previous year’s base. When the legislature enacted procedures to implement Proposition 2 ½ in 1981 (M.G.L. c. 59, s. 21C), the “new growth” provision was added in order to recognize that as communities grow, the demands on local government services increase. Once the value of new growth is added to the tax base, the extra taxes become part of the base against

which the levy limit is calculated in future years.

On one hand, Clinton has benefited from this aspect of Proposition 2 ½ because its “new growth” tax revenue has been fairly strong, often equaling or slightly exceeding the state average for new growth revenue as a percentage of the previous year’s tax levy limit.⁸ On the other hand, Clinton’s new growth revenue has come with some costs. With few excep-

Although Clinton’s state rank for average single-family tax bill has fluctuated somewhat in the past, it generally falls between 215 and 240 out of 351 cities and towns. Since FY 2000, the average single-family tax bill in Clinton has not kept pace with tax bill growth in other communities. This may seem advantageous to the town’s homeowners, but it does not bode well for Clinton’s ability to fund basic government services.

⁸ DOR, “New Growth Applied to the Levy Limit,” 1992-2008.

tions, a substantial majority of each year's new-growth tax revenue has been generated by residential development. Since Clinton taxes residential property at a much lower rate than businesses, the town does not gain from residential growth to the same extent as other towns. Moreover, Clinton may be making it more difficult to attract and retain businesses, particularly small businesses, because the tax rate for business property is very high relative to the surrounding region.

A potentially troublesome aspect of new growth revenue is that many communities have come to depend on it to boost their available resources. When the market softens and real estate investments decline, the amount of revenue that can be garnered from new growth also declines. As if to underscore the degree to which the Massachusetts real estate market has deteriorated in the past two years, tax revenue from new growth in Clinton declined by thirty-seven percent between FY 2005 and 2007. In the absence of extra state aid or increases in other local revenues, communities have only a handful of options to address a decline in tax revenue growth: reduce the operating budget, override Proposition 2 ½, postpone capital improvements, or use reserves to fill the gap. Local governments usually try to protect their reserves for emergencies and to maintain a strong bond rating. In Clinton's case, the ratio of reserves to the total operating budget has generally been low, and on occasion, negative free cash has made the town's reserves dangerously low.

TRANSPORTATION

CRITICAL TRANSPORTATION ISSUES

An effective transportation system provides connectivity for homes and businesses, supports emergency services, and functions as a conduit for utilities and services. Efficient circulation is crucial to commercial and industrial areas and essential for sustaining economic vitality. Since Clinton is not located along a major interstate route, its local roadways are especially important because several move relatively high volumes of vehicular traffic to the regional highway system. The same roads carry local traffic and in some cases, a considerable amount of pedestrian traffic.

In Clinton, steep grades, abutting environmental constraints, and intersections with poor geometric designs have resulted in inefficient vehicular movements in key locations. This has also led to cut-through traffic on residential roads. Additionally, industrial uses located close to the downtown area have resulted in heavy truck movements, leading to a more rapid deterioration of primary roads. Clinton has a number of transportation and circulation problems, and only some of them are under the town's control:

- ◆ **Roadways:** Clinton is crisscrossed by state numbered routes. Clear identification and signage is required on these roads to minimize cut-through traffic on residential streets.
- ◆ **Intersections:** The historic roadway pattern within the downtown core has resulted in irregular intersections, with geometric and sight constraints that create safety issues both for vehicles and pedestrians. Studies to evaluate these locations to determine appropriate safety and operational measures are required in order to determine appropriate signalization, signage, demarcation of travel lanes. The town must also monitor roadway infrastructure improvements that have already been completed in order to ensure the adequacy of traffic operations and safety. Furthermore, Clinton has not adopted Standard Roadway Cross-sections, which would include pavement width, provision of on-street parking, curb type, planting strips, and sidewalk type and width.
- ◆ **Truck Movement:** Older industrial areas within Clinton are located close to its downtown core and surrounded by residential uses. This results in high volumes of truck movement through residential areas, which creates quality of life problems for neighborhoods and safety hazards for local vehicular and pedestrian traffic.
- ◆ **Pedestrian Safety and Amenities:** In order to encourage and facilitate a connective pedestrian and bicycle environment, communities need to provide safe, connected sidewalks and bikepaths. In Clinton, the



Roadway and sidewalk conditions serving mixed industrial, residential, and institutional uses. The sidewalks would be more inviting to pedestrians with a landscaped strip and trees separating the sidewalks from vehicular traffic. Photo by Harry Dodson.

presence of sidewalks is limited to the downtown area only; outlying neighborhoods and business districts have few if any sidewalks. This is particularly problematic around the town's schools, where students have no safe means to walk to and from the buildings. Moreover, the sidewalks that exist within the downtown core require extensive repair and maintenance - as discussed in the Economic Development section of this chapter. Clinton lacks a comprehensive maintenance plan for its existing sidewalks and a master plan to develop and fund new sidewalk networks.

- ◆ **Parking:** To encourage continued use and revitalization of Clinton's downtown, adequate and usable parking must be provided for business and retail patrons. There is a perception in Clinton that the downtown area does not have enough parking. During numerous inspections throughout this master plan process, however, the municipal parking lot located close to the commercial area was frequently found to be underutilized. People seem to prefer to use on-street parking available on the pri-

mary roadways. Lack of signage and lack of lighting for evening use exacerbate this problem. In addition, the town has not adopted policies and regulations to encourage high-turnover use of on-street parking in the downtown area. Many towns that have conducted objective studies of downtown parking find that what appears to be an inadequate parking supply is actually a parking management problem, not a capacity problem.

- ◆ **Maintenance:** The town has not developed maintenance standards. The Department of Public Works (DPW) maintains local roadways. Its current informal policy is to prioritize repair and maintenance of major streets in the town. Prior to repaving streets, DPW intends to replace water lines that have reached the end of their service life. Recurring repaving of roads has led to loss of curb reveal. This encourages people to encroach over sidewalk areas for parking.

POTENTIAL OPPORTUNITIES

Despite these issues, Clinton has some opportunities to improve its transportation system

and provide better access both for its residents and businesses. For example:

- ◆ **Location:** Clinton is centrally located, with access to three interstate highways and a primary arterial. Although the town does not have direct access to a major highway interchange, the local roadway system does provide good connectivity to commercial and industrial areas. Clinton also is served by two railroads, which allows multimodal access for freight movement. With proper planning, a realistic economic development strategy, and a commitment of local resources to improve its infrastructure, Clinton should be able to capitalize on its accessibility to strengthen the local economy and attract more commercial uses.
- ◆ **Public Transportation:** Clinton needs to work with regional and state authorities to encourage the return of commuter rail service, such as by participating in the ongoing efforts to study the feasibility of service from Union Station in Worcester through Clinton to North Station. Further, the town should work with the WRTA to assess the need for public transportation

linking Clinton to Worcester, Leominster and other municipalities.

- ◆ **Trails:** Out-of-service railroads provide an opportunity to be reused as bikeways and greenways. The Central Mass railroad could provide Clinton with a bikeway connection to the regional trail system. In addition, ongoing efforts to develop the Mid-State Regional transit trail provides Clinton with the opportunity to participate in the creation of a regional trail network. The town also should identify the route for the Nashua River Greenway and work with various stakeholders such as the Nashua River Watershed Association to preserve and develop the greenway.
- ◆ **Future Development:** Underutilized industrial properties will most likely redevelop over the next few years. A buildout analysis will be necessary to assess and propose mitigation of the traffic impacts of any new developments in these locations. The town will want to ensure that proponents of redevelopment projects provide the necessary data to identify traffic impacts and effective mitigation options.



Chapter 5 Recommendations

5. Recommendations

LAND USE

Regulations and Policies

ZONING BYLAW UPDATES

- Review, revise, and update the use and dimensional regulations for the Business Retail and Commercial Districts.¹
- Update the Definitions section of the Zoning Bylaw.²
- Include the Clinton Historical Commission as a reviewing authority for any development proposal involving reconstruction, alteration, expansion, or demolition of a historically significant building or structure. (*See also, Cultural and Historic Resources*)

NEW ZONING PROVISIONS

- Establish the proposed Central Business, Central Park, Northern Gateway, and Southern Gateway Overlay Districts.³
- Establish the Bioscience Enterprise Overlay District. (*See also, Economic Development*)⁴
- Develop, adopt, and implement voluntary design guidelines for commercial projects in the Business Retail and Commercial Districts, i.e., to encourage better design in projects not built under the regulations of the proposed overlay districts.
- Establish site development standards for new commercial development and major renovations of existing commercial properties.⁵
- Adopt a backlot development bylaw to encourage small residential projects to preserve open space along streets in established residential neighborhoods.

¹ See Volume II, Regulatory Implementation.

² See Volume II.

³ See Volume II.

⁴ This action was completed by Town Meeting during the master plan process; see Volume II.

⁵ See Volume II.

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EFFICIENCY OF PERMITTING PROCESS

- Provide for “all-board” scoping sessions for commercial and industrial projects and at least one joint meeting of boards with development review and permitting authority; conduct joint hearings wherever possible.
- Prepare and publish a permitting guide that explains Clinton’s permitting procedures, submission requirements, and timelines; and identifies points of contact for each type of permit. Make the guide available at the Building Department and the Town Clerk’s Office, and post it on the town’s website.

CONSISTENCY WITH OTHER LAWS AND REGULATIONS

- Retain a consulting engineer to review the Planning Board’s Subdivision Rules and Regulations and recommend technical standards to reduce land disturbance and impervious surfaces and eliminate conflicts, if any, with the most current edition of the Department of Environmental Protection’s Stormwater Management Handbook.

Implementation Capacity

- Establish a full-time Town Planner or Director of Planning and Development position to assist the Planning Board and coordinate the development review process with the Conservation Commission, Board of Appeals, Historical Commission, and other town boards; assist with implementing the town’s Open Space and Recreation Plan and other town plans; and assist with development of the capital improvements plan. Fund the position under the town’s annual operating budget.⁶
- Provide periodic training to the Planning Board, Conservation Commission, Zoning Board of Appeals, Board of Health, and Board of Selectmen so that new elected and appointed officials understand their roles, responsibilities, and legal obligations. Use the resources of existing organizations, such as the Citizen Planner Training Collaborative at the University of Massachusetts-Amherst, to provide training sessions on-site at Town Hall, and consider collaborating with neighboring towns to share the cost of training programs.

ECONOMIC DEVELOPMENT

Regulations and Policies

ZONING AND OTHER REGULATIONS

- Establish a Bioscience Enterprise Overlay District. (*See also, Land Use*)
- Adopt M.G.L. c.43D, the Expedited Permitting Law, designate Priority Development Sites, and adopt administrative regulations.
- Provide for a clear permitting or licensing procedure in the town’s bylaws to allow outdoor display of retail goods for sale on public sidewalks in the downtown area.

TAX POLICY

- Reduce the commercial-industrial-personal property tax rate in order to ensure that tax policy does not impede desirable economic growth.

⁶ See Appendix C for sample job description.

OTHER POLICY TOOLS AND STRATEGIES

- ❑ Update and expand the scope of the Downtown Market Study, focusing on destination business opportunities and branding the town.
- ❑ Identify, assess, and develop strategies to address infrastructure, market, and financing barriers to the development or expansion of small-to-medium start-up businesses and locally owned businesses.
- ❑ Take steps to promote and expand adult education and workforce development opportunities in order to increase the competitiveness of Clinton residents for higher-wage employment.

Implementation Capacity

- ❑ Maintain the Office of Community and Economic Development:
 - ❑ Evaluate and strengthen Clinton’s competitiveness for CDBG and other state or federal funding.
 - ❑ Build upon the existing conditions inventory developed for this Master Plan in order to create CDBG-qualifying inventory of blighting conditions, and design competitive projects to address infrastructure needs such as roadway and sidewalk improvements.
 - ❑ Target housing rehabilitation funding and other CDBG-eligible activities to areas with documented evidence of a large percentage of low- and moderate-income residents. (*See also, Housing*)
 - ❑ Consider merging the position of Economic Development Director with Director of Planning and Development, using CDBG funds to cover a pro rata share of the position’s salary (pro rated to reflect the percentage of time devoted to CDBG grant management).
- ❑ Explore the feasibility of establishing a Business Improvement District (BID) in Downtown Clinton.
- ❑ Work with local businesses and commercial property owners to reinvigorate Uptown, Inc., as a downtown marketing and promotions organization.
- ❑ Pursue partnerships with Worcester- and Fitchburg-area colleges and universities to expand high-tech opportunities, such as “green” industries, alternative energy businesses, and biotech firms.
- ❑ Consider establishing an Economic Development and Industrial Corporation (by special act of the legislature) and create authority to develop local tax and other financial incentives in addition to using the state’s Economic Development Incentive Program (EDIP).
- ❑ Work with organizations such as MassDevelopment, the Chamber of Commerce, and the Montachusett Regional Planning Commission to coordinate planning efforts with Clinton’s OECD and assist in marketing and attracting new businesses to Clinton.

HOUSING

Regulations and Policies

INCENTIVES FOR HIGH-QUALITY AFFORDABLE HOUSING

- Provide realistic incentives for developers to include affordable housing in flexible developments and mill conversion planned developments.
- Establish policies to encourage comprehensive permit developers to provide more than the minimum required number of affordable units in mixed-income homeownership developments.
- Pursue special legislation that would allow the town to “forgive” or reduce property taxes for property owners who make substantial property improvements and rent units to low- or moderate-income families at an affordable rent (as defined by DHCD).
- Prepare a Housing Production Plan under DHCD’s Chapter 40B regulations (760 CMR 56.00) in order to work toward and maintain the ten percent statutory minimum under Chapter 40B and protect the town from inappropriate comprehensive permit developments.

Implementation Capacity

- Establish an Affordable Housing Board to advocate for affordable housing and mixed-income housing, work with neighborhoods and landlords to improve blighted or deteriorated buildings, and provide development review assistance to the Planning Board.
- Use CDBG to fund a code enforcement officer and a targeted housing rehabilitation program to improve substandard rental buildings.
- Focus CDBG funds on infrastructure and streetscape improvements and resident amenities in Clinton’s lower-income neighborhoods (*see also, Economic Development*).
- Form partnerships with regional non-profit housing development organizations to provide training and technical assistance to landlords, and require investor-owners to participate in a landlord-tenant training program as a condition of eligibility for state or federal rental rehabilitation funds.
- Consider applying for HOME funds to provide buy-down grants to eligible homebuyers and/or provide development subsidies to homeownership developments that include a mix of affordable and higher-end housing units. (*see also, Cultural and Historic Resources*).

CULTURAL & HISTORIC RESOURCES

Regulations and Policies

ZONING AND OTHER REGULATIONS

- Adopt a demolition delay bylaw with a minimum 12-month delay period in order to encourage preservation of historically significant structures.⁷

⁷ See Volume II.

- Increase the Clinton Historical Commission's role in town planning by require the Commission's review and comments on public (including municipal) or private development projects affecting any resource more than 50 years old and any project within a historic district. (*See also, Land Use*)
- Amend the Zoning Bylaw to encourage or require preservation restrictions as a condition of special permit approval for any reconstruction or alteration of a historically significant structure, as determined by the Clinton Historical Commission.
- Establish a local historic district under M.G.L. c. 40C in Downtown Clinton and the town's historic mill complexes.
- Adopt a neighborhood conservation districts bylaw and encourage the creation of neighborhood conservation districts in Clinton's historic neighborhoods.

OTHER TOOLS AND STRATEGIES

- Adopt the Community Preservation Act (M.G.L. c. 44B) and establish a Community Preservation Committee.
- Apply for Survey and Planning Grants from the Massachusetts Historical Commission to complete a comprehensive cultural resources inventory, and use CPA revenue as a source of matching funds from the town.

Implementation Capacity

- Prepare nominations for additional districts or individual property listings on the National Register of Historic Places.
- Use CPA funds to hire a part-time coordinator (staff or consultant) for the Community Preservation Committee.
- Increase support for preservation planning conducted by the Clinton Historical Commission.

NATURAL RESOURCES

Regulations and Policies

ZONING AND OTHER REGULATIONS

- Adopt a local wetlands protection bylaw and regulations to supplement the Conservation Commission's authority and protect resource areas that are not protected under the state Wetlands Protection Act, M.G.L. c. 131, s. 40.⁸
- Establish a Water Resources Protection Zoning Overlay District to protect groundwater, surface water, and wetland resources.
- Establish minimum environmental standards that must be met in landscaping plans for commercial, industrial, mixed-use and multi-family developments (*see also, Land Use: site development standards*).

⁸ See Volume II.

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- Revise the Zoning Bylaw to include “green building” incentives for major commercial, industrial, mixed-use, and multi-family developments. Consider establishing a rating system or an expedited decision timeline to reward developers for addressing energy and environmental performance standards, sustainable landscaping, and water conservation.
- Continue to implement National Pollution Discharge Elimination System (NPDES) Phase II requirements and the DEP Stormwater Management Policy.
- Review DEP’s Stormwater Management Handbook and stormwater regulations and consider adopting a Low-Impact Development bylaw to supplement (but not duplicate) state requirements.
- Explore the feasibility of adopting and enforcing a mandatory septic system maintenance bylaw.

OTHER TOOLS AND STRATEGIES

- Seek available state grants and funding sources for drainage improvements and stormwater mitigation for public drainage facilities in the Zone II’s of groundwater supplies, the Wachusett Reservoir watershed, and other sensitive areas.

Implementation Capacity

- Establish and fund a full-time Town Planner or Director Planning and Development position. (*See also, Land Use*)
- Expand public education programs in environmental protection and environmental quality, focusing on steps that homeowners and businesses can take to protect natural resources. Make maximum use of existing, available public education programs and materials, e.g., EPA, DEP, DPH, Smart Growth Network.

OPEN SPACE

Regulations and Policies

- Implement the new Open Space and Recreation Plan (2007).
- Maintain five-year updates of the town’s Open Space and Recreation Plan so the town remains eligible for open space acquisition grants.
- Establish policies for tree protection, tree maintenance and tree replacement, and review local regulations for implementation opportunities, such as a developer mitigation fund.
- Adopt a local bylaw and administrative regulations to implement the Scenic Roads Act, working with the Tree Warden to ensure consistency between Planning Board decisions under the Scenic Roads Act and Tree Warden decisions under the Shade Tree Act.

OTHER TOOLS AND STRATEGIES

- Establish an open space bond authorization for conservation or recreation land acquisitions.

Implementation Capacity

- Establish and fund a full-time Town Planner or Director of Planning and Development position. (*See also, Land Use*)
- Prepare management plans for town-owned conservation lands.
- Design, coordinate and carry out “done-in-a-day” open space and park clean-up and improvement projects, and thereby increase public appreciation and support for open space and recreation.
- Seek state grants, when available, or use CPA revenue to develop conservation land management plans.

COMMUNITY SERVICES & FACILITIES

Regulations and Policies

- Establish a five-year capital plan process that includes department heads and representatives of town boards and the school committee in prioritizing capital projects; adopt financing policies.
- Develop and institute a program of energy audits and monitoring energy and water use in municipal and school buildings.
- Update the town’s ADA Transition Plan to include all public buildings, schools, and parks, and use the plan to establish capital plan priorities for providing accessible public facilities. This plan also should be used to apply for CDBG funds for architectural barrier removal.
- Provide procedural manuals and training for all standing boards, commissions, and committees to ensure they have the knowledge and skills to carry out their responsibilities under state laws and local bylaws. (*See also, Land Use, Implementation Capacity*)
- Continually evaluate the adequacy of fees charged for municipal services and, where appropriate, base fees on a full cost recovery analysis.
- Ensure Clinton’s preparedness to respond to emergencies and disasters by maintaining and updating a Pre-Disaster Mitigation Plan (Federal Disaster Mitigation Act of 2000, as amended), through public education, prevention, and regulatory measures.
- Establish a process for identifying surplus municipal property and implement a decommissioning and re-use plan for old or abandoned town facilities or surplus land.

Special Projects

- Digitize assessor’s parcel maps and zoning map, and provide GIS technology in the assessor’s office, Planning Board, Conservation Commission, and DPW.
- Review the town’s existing land inventory for areas suitable for additional cemetery space or acquire suitable land for this purpose.
- Evaluate need, options, and feasibility of renovations and expansion of the public library.

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- Design and construct a new senior center for programs and services of the Council on Aging.
- Develop additional neighborhood parks and playgrounds in underserved areas of town.
- Develop gateway design and capital improvement plans, and establish mechanisms to fund planned improvements.

Implementation Capacity

- Improve the town's management capacity by expanding the role of the Town Administrator and placing municipal employees and departmental budgets under the Town Administrator.
- Improve communication and efficiency by upgrading and enhancing Clinton's technology resources.
- Establish a full-time Town Planner or Director of Planning and Development position, with day-to-day oversight by the Town Administrator, to coordinate the capital improvements plan process.
- Explore and evaluate opportunities for regional services through MRPC or interlocal agreements.

TRANSPORTATION

Regulations and Policies

ZONING AND OTHER REGULATIONS

- Require Transportation Demand Management (TDM) for major nonresidential development projects, and adopt policies requiring ongoing monitoring of traffic associated with major developments after opening. In addition, require a mitigation plan if actual traffic exceeds original projections.
- Reorganize and modify off-street parking requirements in the downtown area; allow applicants to pay a fee to an Off-Street Parking Fund in lieu of providing spaces on difficult-to-develop or odd-shaped sites.
- Adopt the Scenic Roads Act and designate scenic roads, and establish scenic road project review standards to guide both private and municipal activities on scenic roads. (*See also, Cultural and Historic Resources*)

Special Projects

TRANSPORTATION CHOICES

- Develop and implement a sidewalk master plan and a sidewalk improvements priority list, beginning with sidewalks around schools, along commercial corridors and neighborhoods adjacent to Downtown Clinton.
- Establish sidewalk funding mechanisms, such as a sidewalk mitigation fund with contributions from new developments; and annual sidewalk improvement appropriations under the town's capital budget.
- Improve signage and wayfinding to Downtown Clinton.

- Participate in the creation of a regional trail network:
 - Actively participate in efforts to develop the Mid-State Regional transit trail.
 - Identify the route for the Nashua River Greenway and work with various stakeholders such as the Nashua River Watershed Association to preserve and develop the greenway.
- Assess community needs for public transportation services:
 - Encourage the return of commuter rail service to Clinton. Participate in ongoing efforts to study the feasibility of such service from Union Station in Worcester through Clinton to North Station.
 - Work with the WRTA to assess the need for public transportation linking Clinton to Worcester, Leominster and other municipalities.

ROADWAY MAINTENANCE AND PUBLIC SAFETY

- Prepare and fund a comprehensive Pavement Management Plan and paving implementation program, considering street classification and local priorities for directing traffic away from neighborhoods streets.
- Develop standard roadway cross-sections depending on a roadway's functional classification and predominant land use, such as residential, commercial or mixed-use. The cross-section elements to be considered include pavement width, provision of on-street parking, curb type, planting strips, and sidewalk type and width.
- Address critical traffic locations:
 - Conduct studies to evaluate roadway and intersection deficiencies and enhance traffic operations, and determine the appropriate safety and operational improvements.
 - Provide turning lanes and synchronize traffic signals along Main Street. Improve pedestrian safety with sidewalk upgrades, and provide bicycle accommodation along the roadway and at signalized intersection locations.
 - Demarcate travel lanes clearly and install lane utilization and guide signs at the intersections of Mechanic Street/Chestnut Street/Grove Street and Union Street/Mechanic Street.
 - Install traffic signals at the intersection of Main Street/Union Street if determined through analysis that signals are warranted.
 - Monitor improvements that have recently been completed at the Main Street/Brook Street intersection. Traffic operations and safety should be monitored at this location, which formerly ranked as the highest accident location in Clinton
 - Implement safety improvements recommended by MRPC for the Brook Street/Sterling Street (Route 62) intersection.

CLINTON MASTER PLAN

- Provide adequate setback and clear sight lines when property at southwest corner of Sterling Street/Greeley Street is developed. Reduce and define driveway openings of properties in the vicinity of this intersection.

PARKING MANAGEMENT

- Adopt policies and regulations to encourage high-turnover use of on-street parking in the downtown area.
- Install up to two-hour parking limit signs on High Street and other high parking demand on-street locations.
- Increase random police enforcement of on-street parking traffic regulations.
- Install clear and attractive signs to direct customers to the municipal parking lots. Business owners should communicate the availability of the municipal lots to their customers.
- Provide lighting on Oxford Court and other paths leading to and within the parking lot.

Implementation Capacity

- Investigate funding and technical assistance from the Massachusetts Safe Routes to Schools Program to promote walking to school and improve neighborhood sidewalks.
- Use revenue from the proposed Off-Street Parking Fund to develop and maintain parking facilities.
- Participate actively in regional transportation organizations, such as MRPC, the WRTC, and regional trails groups.



Olde Thyme

Flower Shop

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Chapter 6
Implementation

Action Item	Master Plan Element(s)	Primary Responsibility	Priority	Level of Effort: Existing Staff	Estimated Cost
Digitize assessor's parcel maps and zoning map, and provide GIS in the assessor's office, Planning Board, Conservation Commission, and DPW.	Land Use, Community Services & Facilities	PB, BOA	1.0	Moderate	\$30,000 to \$40,000. Town should consult with MRPC and GIS service providers to verify potential cost prior to seeking an appropriation.
Work with organizations such as MassDevelopment, the Chamber of Commerce, and the Montachusett Regional Planning Commission to coordinate planning efforts with Clinton's OECD and assist in marketing and attracting new businesses to Clinton.	Economic Development	OECD	1.0	Moderate	No additional cost to Town. However, this task will require commitment of staff time and modifications to town website design.
Adopt M.G.L. c.43D, the Expedited Permitting Law, and designate Priority Development Sites (as set forth in the 2008 ATM Warrant).	Economic Development, Land Use	PB, OECD	1.0	Moderate	Completed 2008 (Town Meeting).
Continue to improve the town's management structure by expanding the role of the Town Administrator and placing municipal employees and departmental budgets under the Town Administrator. (Note; this may require petitioning for a special act of the legislature.)	Community Services & Facilities	BOS	1.0	High	May necessitate salary increase in the Board of Selectmen's budget, but will improve efficient use of funds in other departmental budgets. Salary structure should be reviewed against appropriate HR benchmarks.

Notes to Implementation Table:

(1) Under "Primary Responsibility, abbreviations include: Planning Board (PB), Board of Selectmen (BOS), Town Administrator (TA), Conservation Commission (CC), Department of Public Works (DPW), Parks and Recreation Department (PRD), Clinton Public Schools (CPS), Historical Commission (HC), Library Trustees (LT), Board of Assessors (BA), Board of Health (BOH), Office of Economic and Community Development (OECD).

(2) "Priority" numbers have the following meanings: 1.0 = immediate/highest priority, 1.5 = high priority, 2.0 = moderate priority, 2.5 and up = actions that can be deferred to later phases of the master plan implementation process (but does not necessarily mean projects are low priority).

(3) "Estimated Cost" refers to new appropriations required to carry out an action item, i.e., not including the town's existing salary and expense appropriations.

CLINTON MASTER PLAN

Action Item	Master Plan Element(s)	Primary Responsibility	Priority	Level of Effort: Existing Staff	Estimated Cost
Improve communication and efficiency by upgrading and enhancing Clinton's technology resources.	Community Services & Facilities	TA	1.0	Moderate	Subject to systems analysis and cost estimate from technology consultant. For budgetary purposes, assume \$15,000-\$20,000 for initial consulting services.
Establish a full-time Town Planner or Director Planning and Development position, with day-to-day oversight by the Town Administrator.	Land Use, Natural Resources, Open Space, Cultural & Historic, Community Services & Facilities	PB, TA	1.0	NA	\$65,000 to \$75,000 per year, plus benefits for combined director position; \$55,000 to \$65,000 plus benefits for town planner.
Secure continued funding for the Office of Community and Economic Development.	Economic Development	TA, OECD	1.0	Moderate	If not combined as part of Director of Planning and Development, \$50,000-60,000 per year for director's compensation, plus benefits.
Take steps to promote and expand adult education and workforce development opportunities in order to increase the competitiveness of Clinton residents for higher-wage employment.	Economic Development	OECD, TA	1.0	Moderate to High	No direct cost to the town, but will likely involve time from boards and staff to work with state agencies.
Amend the Zoning Bylaw by updating Section 10000, Definitions.			1.5	Limited	No cost (see Volume II).
Amend the Zoning Bylaw by establishing a Bioscience Enterprise Overlay District.	Economic Development	PB, OECD	1.5	Limited	Completed 2008.
Amend the Zoning Bylaw by establishing Major Commercial Development regulations.	Land Use	PB	1.5	NA	No cost (see Volume II).
Adopt the Community Preservation Act (CPA).	Land Use, Open Space, Housing, Community Services & Facilities, Cultural & Historic	PB	1.5	NA	Cost to taxpayers subject to surcharge percent approved by the town.

Action Item	Master Plan Element(s)	Primary Responsibility	Priority	Level of Effort: Existing Staff	Estimated Cost
Establish a Bioscience Enterprise Overlay District to encourage biotech businesses to locate in Clinton.	Economic Development, Land Use	OECD, PB	1.5	Low	Completed 2008.
Establish the Central Business, Central Park, Northern Gateway and Southern Gateway overlay districts, as outlined in the Land Use Element.	Land Use, Economic Development	PB	1.5	NA	No cost (see Volume II).
Define a permitting process that is clear and easy to follow and prepare a booklet outlining the permitting process, the appropriate bylaws and points of contact.	Land Use, Economic Development	PB	1.5	NA	\$10,000-\$12,000 (Fundable activity with Chapter 43D grant).
Amend the Zoning Bylaw to provide for "all-board" scoping sessions for major development projects requiring a special permit and for any Priority Development Site designated under M.G.L. c. 43D	Land Use, Economic Development	PB	1.5	NA	No additional cost to the Town.
Overhaul and update the use and dimensional regulations for the Business Retail and Commercial Districts.	Land Use, Economic Development, Housing	PB	1.5	NA	No cost (see Volume II).
Establish and implement a process that encourages at least one joint meeting of boards that have permitting authority over major development projects; conduct joint hearings wherever possible.	Land Use, Economic Development, Housing	PB	1.5	NA	No cost.
Review DEP Stormwater Management Standards and evaluate need for a Low-Impact Development.	Land Use, Natural Resources	PB	1.5	NA	For consulting engineering services; \$12,000-\$15,000.
Continue to implement National Pollution Discharge Elimination System (NPDES) Phase II requirements and the DEP Stormwater Management Policy.	Land Use, Community Services & Facilities	DPW, CC	1.5	Low to moderate	No additional cost to the Town.

Action Item	Master Plan Element(s)	Primary Responsibility	Priority	Level of Effort: Existing Staff	Estimated Cost
<p>Increase the Historical Commission's role in town planning by require the Commission's review and comments on public (including municipal) or private development projects affecting any resource more than 50 years old and any project within a historic district.</p>	<p>Land Use, Cultural & Historic Resources</p>	<p>PB, HC</p>	<p>1.5</p>	<p>NA</p>	<p>No cost (see Volume II).</p>
<p>Update and expand the scope of the Downtown Market Study, focusing on destination business opportunities and branding the town.</p>	<p>Economic Development</p>	<p>OECD</p>	<p>1.5</p>	<p>Moderate</p>	<p>\$35,000-\$40,000</p>
<p>Reduce the commercial-industrial-personal property tax rate in order to assure that tax policy does not act as an impediment to desired economic growth.</p>	<p>Economic Development</p>	<p>BOS, BOA</p>	<p>1.5</p>	<p>Moderate</p>	<p>No appropriation required; can be done with existing staff and board resources.</p>
<p>Establish an Affordable Housing Board to advocate for affordable housing and mixed-income housing, work with neighborhoods and landlords to improve blighted or deteriorated buildings, and provide plan review assistance to the Planning Board.</p>	<p>Housing</p>	<p>BOS</p>	<p>1.5</p>	<p>Low</p>	<p>No additional appropriations required.</p>
<p>Use CDBG to fund a code enforcement officer and a targeted housing rehabilitation program to improve substandard renter-occupied residential buildings.</p>	<p>Housing</p>	<p>BOS</p>	<p>1.5</p>	<p>Moderate</p>	<p>No additional appropriations required, unless state requires match (depends on applicable CDBG One-Year Plan).</p>
<p>Provide funding for a comprehensive historic resources inventory as a first step toward designating additional National Register Districts or establishing local historic districts.</p>	<p>Cultural & Historic Resources</p>	<p>HC</p>	<p>1.5</p>	<p>NA</p>	<p>\$30,000 (Explore funding eligibility through the MHC Survey & Planning Grant Program and use CPA funds for the required local match).</p>

Action Item	Master Plan Element(s)	Primary Responsibility	Priority	Level of Effort: Existing Staff	Estimated Cost
Adopt a neighborhood conservation districts bylaw and encourage in Clinton neighborhoods to seek district nominations.	Cultural & Historic Resources	PB	1.5	NA	\$10,000-\$15,000
Adopt a Demolition Delay bylaw.	Cultural & Historic Resources	HC, PB	1.5	NA	No cost (see Volume II).
Adopt a local Wetlands Bylaw and wetlands regulations to supplement M.G.L. c. 131, s. 40.	Natural Resources	CC	1.5	NA	No cost (see Volume II).
Seek available state grants and funding sources for drainage improvements and stormwater mitigation for public drainage facilities in the Zone II's of groundwater supplies, the Wachusett Reservoir watershed, and other sensitive areas.	Natural Resources	CC	1.5	NA	No cost for applications unless town retains a consultant; if so, assume \$5,000 to \$10,000 per application depending on data and documentation requirements.
Design and construct a new senior center for programs and services of the Council on Aging.	Community Services & Facilities	COA	1.5	High	Per 2007 Annual Town Meeting; project is in progress.
Establish a five-year capital plan process that includes department heads and representatives of town boards and the school committee in prioritizing capital projects.	Community Services & Facilities	BOS, TA	1.5	Moderate	Town should seek technical assistance through DHCD Peer-to-Peer Program or from DOR to move forward with a 5-Year CIP. Est. cost to hire consultant, given limited financial data available from the Town: \$25,000+.
Update the town's ADA Transition Plan to include all public buildings, schools, and parks, and use the plan to establish capital plan priorities for providing accessible public facilities. This plan also should be used to apply for CDBG funds for architectural barrier removal.	Community Services & Facilities	BOS, TA	1.5	Moderate	\$25,000

CLINTON MASTER PLAN

Action Item	Master Plan Element(s)	Primary Responsibility	Priority	Level of Effort: Existing Staff	Estimated Cost
<p>Provide procedural manuals and training, as needed, for all standing boards/commissions/committees to ensure they have the knowledge and skills to carry out their responsibilities under state laws and local bylaws.</p>	<p>Community Services & Facilities</p>	<p>PB</p>	<p>1.5</p>	<p>NA</p>	<p>\$25,000-\$30,000 (Fundable activity with Chapter 43D grant).</p>
<p>Focus the use of CDBG funds on infrastructure and streetscape improvements and resident amenities in Clinton's lower-income neighborhoods.</p>	<p>Community Services & Facilities, Housing</p>	<p>BOS</p>	<p>1.5</p>	<p>Moderate</p>	<p>Subject to project size and components. CDBG neighborhood improvement projects run anywhere from \$150,000 to \$350,000, depending on other activities included in the CDBG application, and other factors.</p>
<p>Continually evaluate the adequacy of fees charged for municipal services and, where appropriate, base fees on a full cost recovery analysis.</p>	<p>Community Services & Facilities</p>	<p>BOS</p>	<p>1.5</p>	<p>Moderate</p>	<p>None; this should be an ongoing task.</p>
<p>Prepare and fund a comprehensive Pavement Management Plan and paving implementation program, considering street classification and local priorities for directing traffic away from neighborhoods streets, and addressing critical traffic areas identified in the Transportation Element.</p>	<p>Transportation</p>	<p>DPW, TA</p>	<p>1.5</p>	<p>Moderate</p>	<p>\$75,000-\$80,000 to prepare PMP; implementation cost will vary by number and condition of roadways prioritized in paving program.</p>
<p>Develop standard roadway cross-sections depending on a roadway's functional classification, predominant land use such as residential, commercial or mixed-use. The cross-section elements should include pavement width, provision of on-street parking, curb type, planting strips, and sidewalk type and width.</p>	<p>Transportation</p>	<p>DPW</p>	<p>1.5</p>		<p>Subject to competitive procurement; requires consulting engineering services. For budgetary purposes, assume \$25,000.</p>

Action Item	Master Plan Element(s)	Primary Responsibility	Priority	Level of Effort: Existing Staff	Estimated Cost
Work with WRTC and MRPC to improve commuter bus service between Clinton and Worcester.	Transportation, Economic Development	BOS, OECD	1.5	Moderate	Subject to nature and extent of bus service improvements; may not result in any additional cost to the town.
Develop and implement a sidewalk master plan and a sidewalk improvements priority list. Sidewalks around schools, along commercial corridors and connecting neighborhoods to Downtown Clinton should be high priority.	Transportation, Community Services & Facilities	DPW	1.5	Moderate	\$40,000-\$50,000 for plan development; requires consulting services from engineer and landscape architect. Implementation costs will be subject to cost basis for sidewalks construction and actual bids received.
Investigate the Massachusetts Safe Routes to Schools Program to promote walking to and from school. This requires sidewalk improvements around the schools.	Transportation, Community Services & Facilities	DPW, CPS	1.52	Moderate	Cost will be subject to cost basis established in sidewalk plan.
Considering adopting energy and environmental performance standards for major commercial, industrial, or multi-family housing developments; reduce permitting timeline for projects that comply.	Land Use, Natural Resources	PB, CC	2.0	Moderate	No additional appropriations required.
Develop, adopt, and implement design guidelines for commercial projects in the business districts.	Land Use	PB	2.0	NA	\$25,000-\$30,000
Work with local businesses and commercial property owners to reinvigorate Uptown, Inc., as a downtown marketing and promotions organization.	Economic Development	OECD	2.0	Moderate	No additional appropriations required.
Establish Economic Development Commission or Economic Development and Industrial Corporation (by special act of the legislature).	Economic Development	BOS	2.0	Low	No additional appropriations required.

Action Item	Master Plan Element(s)	Primary Responsibility	Priority	Level of Effort: Existing Staff	Estimated Cost
Pursue partnerships with Worcester- and Fitchburg-area colleges and universities to expand high-tech opportunities, such as “green” industries, alternative energy businesses and biotech firms.	Economic Development	BOS, PB, OECD (proposed) Economic Development Commission	2.0	Moderate	No additional appropriations required (note: some activities may be eligible for grant sources).
Provide for a clear permitting or licensing procedure in the town’s bylaws to allow outdoor display of retail goods for sale on public sidewalks in the downtown area.	Economic Development, Community Services & Facilities	PB, BOS	2.0	Low	No additional appropriations required.
Reorganize and modify off-street parking requirements in the downtown area; allow applicants to pay a fee to an off-street parking fund in lieu of providing spaces on difficult-to-develop or odd-shaped sites.	Economic Development, Transportation, Community Services & Facilities	PB	2.0	NA	Est. \$15,000 for consulting services; technical assistance may be available from MRPC.
Consider applying for HOME funds (or use CPA funds, if town adopts CPA) to provide buy-down grants to eligible homebuyers and/or provide development subsidies to homeownership developments that include a mix of affordable and higher-end housing units.	Housing	BOS, OECD	2.0	Moderate	No additional appropriations required. This task should be handled by OECD.
Pursue special legislation that would allow the town to “forgive” or reduce property taxes for property owners who make substantial property improvements and rent units to low- or moderate-income families at an affordable rent (as defined by DHCD).	Housing	BOS	2.0	Low	No additional appropriations required; town counsel assistance may be needed for drafting/review of special legislation,
Prepare a Housing Production Plan under DHCD’s Chapter 40B regulations (760 CMR 56.00) in order to protect the town from inappropriate comprehensive permit developments.	Housing, Land Use	BOS, OECD	2.0	Low	No additional appropriations required.

Action Item	Master Plan Element(s)	Primary Responsibility	Priority	Level of Effort: Existing Staff	Estimated Cost
Prepare management plans for town-owned conservation lands.	Natural Resources	CC	2.0	NA	For budgetary purposes, assume \$15,000 per management plan (price will vary depending on size of site, objectives of management plan).
Adopt a Water Resources Protection Overlay District to protect groundwater, surface water, and wetland resources.	Natural Resources	PB, BOH, CC, DPW	2.0	Low	No cost (see Volume II).
Explore feasibility of adopting a mandatory septic system maintenance bylaw.	Natural Resources	CC, BOH	2.0		This task should be done in consultation with the Mass. Association of Boards of Health.
Establish minimum environmental standards that must be met in landscaping plans for commercial, industrial, mixed-use and multi-family developments.	Natural Resources, Land Use	PB, CC, DPW	2.0	NA	For budgetary purposes, assume \$15,000±.
Establish policies for tree protection, tree maintenance and tree replacement; review local regulations for opportunities to implement policies, such as a developer mitigation fund.	Natural Resources, Cultural & Historic Resources	PB, DPW	2.0	Low	No additional appropriation may be required. For budgetary purposes, note: qualifying for Tree City USA designation requires a minimum forestry expenditure of \$2 per year per capita.

Action Item	Master Plan Element(s)	Primary Responsibility	Priority	Level of Effort: Existing Staff	Estimated Cost
Expand public education programs in environmental protection and environmental quality, focusing on steps that homeowners and businesses can take to protect natural resources. Make maximum use of existing, available public education programs and materials, e.g., EPA, DEP, DPH, Smart Growth Network.	Natural Resources, Housing, Economic Development, Community Services & Facilities.	BOS	2.0	Moderate	\$2,500 (for printing costs), but most materials are available electronically and should be posted on the town's website.
Establish an open space bond authorization for conservation or recreation land acquisitions.	Open Space, Natural Resources	CC, PB, BOS	2.0	NA	Subject to land acquisition or CR priorities list; open space bonds are typically authorized at \$2.0 to \$3.0M.
Implement the new Open Space and Recreation Plan (2007).	Open Space	CC, PRD	2.0	Moderate	Will vary based on implementation measures pursued each year; for budgetary purposes, town should set aside \$50,000/year in Conservation Fund.
Design, coordinate and carry out "done-in-a-day" open space and park clean-up and improvement projects; build public participation and public support for open space and recreation.	Open Space, Community Services & Facilities	CC, PRD, DPW	2.0	Moderate	No additional appropriations required.
Develop and institute a program of energy audits and monitoring energy and water use in municipal and school buildings.	Community Services & Facilities	BOS, TA	2.0	Moderate	None.
Develop additional parks and playgrounds, particularly in underserved areas of town.	Community Services & Facilities	PRD, DPW	2.0	Moderate	Subject to Open Space Five-Year Plan. Open space acquired with CPA funds may also be improved for park and recreation use with CPA funds.

Action Item	Master Plan Element(s)	Primary Responsibility	Priority	Level of Effort: Existing Staff	Estimated Cost
Assure Clinton's preparedness to respond to emergencies and disasters by maintaining and updating a Pre-Disaster Mitigation Plan (Federal Disaster Mitigation Act of 2000, as amended), through public education, prevention, and regulatory measures.	Community Services & Facilities	BOS	2.0	Moderate	Should not require additional appropriations above and beyond existing public safety planning expenditures.
Establish a process for identifying surplus municipal property and implement a decommissioning and re-use plan for old or abandoned town facilities.	Community Services & Facilities	TA	2.0	Low to moderate	No additional appropriations required.
Evaluate need, options, and feasibility of renovations and expansion of the public library.	Community Services & Facilities	LT	2.0	Moderate	\$40,500 to \$60,000 for study of options and preliminary cost estimates.
Evaluate opportunities for regional services through MRPC or interlocal agreements.	Community Services & Facilities	TA	2.0	Low to moderate	No additional appropriations required.
Develop gateway design guidelines and gateway capital improvement plans.	Community Services & Facilities, Land Use, Transportation	PB, DPW	2.0	Moderate	For budgetary purposes, assume \$65,000-\$80,000 for planning services. Specific projects should be financed under town's Capital Improvements Plan, with developer mitigation funds, or grants, and should be included in state-funded road improvements.
Improve guidance/directional signage to and from Downtown Clinton.	Transportation	PB, DPW	2.0	Low	Subject to sign designs and material specifications.

Action Item	Master Plan Element(s)	Primary Responsibility	Priority	Level of Effort: Existing Staff	Estimated Cost
Establish a sidewalk funding mechanism, such as a sidewalk mitigation fund with contributions from new developments; in addition, town's capital budget.	Transportation, Land Use	PB, DPW, BOS	2.0	Low	Subject to completion of sidewalks plan; for budgetary purposes, assume annual set-aside of \$50,000-\$75,000 for sidewalk improvements. CDBG may be appropriate for sidewalk improvements in lower-income neighborhoods.
Explore the possibility of establishing a Business Improvement District (BID) in Downtown Clinton.	Economic Development, Community Services & Facilities	BOS, OECD, and (proposed) Economic Development Commission	2.5	Low to moderate	No additional appropriations required.
Identify infrastructure, permitting, and market barriers to the development or expansion of small-to-medium start-up businesses and locally owned businesses.	Economic Development	OECD and (proposed) Economic Development Commission	2.5	Low to moderate	This task can be done with existing staff resources and the downtown market study update listed above; should not require additional appropriations.
Provide incentives through zoning and the comprehensive permit process for developers to propose more than the minimum required number of affordable homeownership units.	Housing, Land Use	BOS, ZBA	2.5	Low	No additional appropriations required (guidelines for streamlined permitting should be included in Housing Production Plan).
Adopt the Scenic Roads Act and designate scenic roads and establish scenic road project review standards to guide both private and municipal activities on scenic roads.	Cultural & Historic, Natural Resources	PB, DPW	2.5	Low to moderate	For budgetary purposes, assume \$30,000-\$35,000 for consulting services to develop scenic road review standards.

Action Item	Master Plan Element(s)	Primary Responsibility	Priority	Level of Effort: Existing Staff	Estimated Cost
Establish a local historic district under M.G.L. c.40C in Downtown Clinton and the Town's historic mill complexes. (Note: this is a high priority project, but subject to completion of comprehensive cultural resources inventory.)	Cultural & Historic, Land Use	HC	2.5	NA	\$10,000-\$15,000 (for preservation planner consultant services)
Maintain five-year updates of the Town's Open Space and Recreation Plan.	Open Space	CC	2.5	NA	\$15,000 (estimated cost per plan update)
Review the town's existing land inventory for areas suitable for additional cemetery space or acquire suitable land for this purpose.	Community Services & Facilities	DPW	2.5	Low	To be determined following review of existing land inventory.
Participate in development of Nashua River Greenway and bicycle paths or trails on abandoned rail lines via the mid-state regional trail system.	Transportation	BOS, DPW, PB	2.5	Moderate	Cost subject to bicycle path/trail design, availability of grant funds and state support for bikeway improvements.
Require Transportation Demand Management (TDM) for major nonresidential development projects; adopt policies requiring ongoing monitoring of traffic associated with major developments after opening. Require mitigation plan to meet forecasted impact if actual traffic exceeds original projections.	Transportation, Land Use	PB, DPW	2.5	Low	No additional appropriations required.



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Summary File 1.

Table P4. "Hispanic or Latino by Race."

Table P13. "Median Age by Sex."

Table P17. "Average Household Size."

Table P18. "Household Size, Household Type, and Presence of Own Children."

Summary File 3.

Table H11. "Tenure by Race of Householder."

Table H12. "Tenure (Hispanic or Latino Householder.)"

Table H13. "Tenure (White Alone, Not Hispanic or Latino Householder)."

Table H55. "Lower Contract Rent Quartile."

Table H56. "Median Contract Rent."

Table H57. "Upper Contract Rent Quartile."

Table HCT 29A-I. "Occupants per Room."

Table P20. "Household Language by Linguistic Isolation."

Table P24. "Residence for the Population 5 Years and Over, State and County Level." Table H38. "Tenure by Year Householder Moved into Unit."

Table P29. "Place of Work for Workers 16 Years and Over, Minor Civil Division Level." "MCD/County-to-MCD/County Worker Flow Files."

Table P30. "Means of Transportation to Work for Workers 16 Years and Over."

Table PCT19. "Place of Birth for the Foreign-Born Population."

Table PCT20. "Place of Birth by Year of Entry by Citizenship Status for the Foreign-Born Population."

Table PCT25. "Sex by Age by Educational Attainment for the Population 18 Years and Over."

U.S. Department of Housing and Urban Development (HUD). Policy Development and Research Information Service (PDR). State of the Cities Data System. <http://www.socds.huduser.org>.

"Highest Educational Attainment of Persons Aged 25 or More." 1970-2000.

"Comprehensive Housing Affordability Strategy (CHAS) Data 2000."

WHEAT Community Services. "The History of WHEAT." <http://www.wheatcommunity.net/>.



Appendix

Appendix A

Open Space Inventory

Parcel ID	Use Code	Property Name	Street Address	Property Owner*	Acres	Current Use(s)	Zoning	Level of Protection*
PART I: EXISTING INVENTORY								
128-4071	903V	Woodruff Pocket Park	4 Hillside Ave	Clinton Greenway Conservation Trust	0.22	Recreation	R2	P
131-4301	903V	South Meadow Conservation Area	South Meadow Road	Clinton Greenway Conservation Trust	0.11	Conservation	R2	P
18-4338	903V	Counterpane Conservation Area	457 Brook Street	Clinton Greenway Conservation Trust	2.41	Conservation	R	P
127-3402	903V	Nashua River Bend Conservation Area	End Pearl & Prescott St	Town of Clinton	13.00	Floodplain area	R	L
127-3290	903V	Van Brode Land	End Elm St (X River)	Town of Clinton	12.50	Floodplain area	R	L
131-4143	903V	Sigert Parcel	225 Fitch Road	Town of Clinton Conservation Commission	2.08	Conservation	R2	P
120-1824	903V	Maffei Parcel	142 Wilson Street	Town of Clinton Conservation Commission	25.93	Conservation	R2	P
125-2044	901V	Nashua River Sandy Bluff	1 Bolton Road	Commonwealth of Massachusetts	42.60	Conservation	R	P
116-1979 (1980)	915V	Wachusett Reservoir		MDC	468.70	Water Supply	R2	P
131-1473	911V	Mossy Pond Floating Island	100- ISL Rogers Field Way	MDFW	1.00	Conservation	R2	P
131-4298	911V	South Meadow Boat Launch	48 SO Meadow Road	MDFW	0.23	Conservation	R2	P
131-1469	911V	Mossy Pond Peninsula	26 Rogers Field Way	MDFW	15.10	Conservation	R2	P
86-XX		Duck Harbor (Duffy Park)	Duck Harbor Road	Town of Clinton	approx 0.25	Recreation	R	P
23-3849	9030	Parkhurst School	560 High Street	Town of Clinton	0.55	Recreation	C	L
56-3663	9031	Triangle Park (small park at Police Station)	176 Chestnut Street	Town of Clinton	approx 0.50	Recreation	C	P
104-3683 A	9080	Lakeside Field (play area owned by Housing Authority)	58 Fitch Road	Town of Clinton	approx 2.00	Recreation	R2	P
2-3661	9033	Ash Street Playground	80 Church Street	Town of Clinton	6.50	Recreation	C	L
132-4136	9030	Clinton Middle/High Playing Fields	75 West Boylston Street	Town of Clinton	48.38	Recreation	R2	L
1-3653	903V	Elem. School Play Area	140 R School Street	Town of Clinton	0.15	Recreation	BR	L

Level of Protection Codes: (L) = Limited; (P) = Protected; (U) = Unprotected.

Parcel ID	Use Code	Property Name	Street Address	Property Owner*	Acres	Current Use(s)	Zoning	Level of Protection*
7-3815	903V	Central Park	243 Church Street	Town of Clinton	3.82	Recreation	R	P
16-3366	903V	Turini Corner (Millstone Park)	350 High Street	Town of Clinton	0.06	Recreation	BR	P
26-501	903V	Fuller Field	570 High Street	Town of Clinton	7.62	Recreation	R	L
45-3671	903V	Vale Street Playground (Savage Field)	36 Vale Street	Town of Clinton	6.12	Recreation	R	L
83-3884	903V	Memorial Park Depot (Hamilton Square)	636 Main Street	Town of Clinton	0.83	Recreation	C	P
87-3680	903V	Woodlawn Cemetery	2 Woodlawn Street	Town of Clinton	20.00	Historic	R	P
122-3877	903V	Acre Park	Berlin and Chase Street	Town of Clinton	0.03	Recreation	R	P
122-3878	903V	EDW Philbin Park	Berlin and Chase Street	Town of Clinton	0.93	Recreation	R2	P
131-3825	903V	Rogers Field	0 Rogers Field Way	Town of Clinton	1.93	Recreation	R2	P
60-3817	903V	Carlisle Park	68 Beacon Street	Town of Clinton	1.16	Recreation	R	P
68-3652	906V	St. John's Field	125 R Chestnut Street	St. John's School Corp.	2.36	Recreation	R	U
44-3370	3530	Turner Hall	60 Branch Street	Turn Verein Corporation	2.15	Recreation	R	U
116-2752	7130	Rauscher Farm	20 Clamshell Road	Private	34.00	Ch. 61A	R2	T
45-1352	1020	525 Water Street	525 Water Street	Private	1.20	Recreation	R2	L
123-4407	2110	Buften Farms	253 Chace Street	Private	11.20	Conservation	R	P
117-2766	1320	Tall Pines-south of Aqueduct	No street address	Private	38.17	Conservation	R2	P
48-1366	330	Goodbridge Brook	1181 Main Street	Private	5.80	Conservation	C	P
129-4346	9030	Nathan Heights phase 1	No street address	G&DVentures	7.02	Conservation	R	P
132-4138	9030	Reservoir Pines	225 West boyliston Street	Town of Clinton	5.00	Cemetery	R2	P
115-A	903V	The O.P.	155 Park Street	Town of Clinton	2.80	Water Supply	R1	U
PART II. LANDS OF CONSERVATION INTEREST								
3-2571	3920	623 R Main Street	623R Main Street	Private	0.21		BR	U
3-2572	3920	623 Main Street	623 Main Street	Private	0.15		BR	U
18-1909	1300	110 West Street	100 West Street	Private	0.43		R	U
19-3846	3900	64 Plain Street	64 Plain Street	Private	3.43		R	U

Parcel ID	Use		Current			Level of Protection*
	Code	Property Name	Street Address	Property Owner*	Acres	
18-1910	1300	100 West Street	110 West Street	Private	0.32	R U
23-3715	3920	534 R High Street	534 R High Street	Private	0.58	C U
28-1502	1320	28-30 R Lowe Street	28-30 R Lowe Street	Private	1.87	R U
35-2099	1320	End of Centennial	End of Centennial	Private	6.7	R U
37-1931	4230	498 Water Street	498 Water Street	Private	1.07	I U
66-1936	4230	665 High Street	665 High Street	Private	5.8	C U
85-1669	4400	Old Softball Field	460 Main Street	Private	3.12	I U
94-4077	4030	Weetabix-southeast of Factory along river	145 R Green Street	Private	1.2	R U
105-2457	1300	44-48 Rigby Street	44-48 Rigby Street	Private	3.66	R2 U
105-3735	1310	40-42 Rigby Street	40-42 Rigby Street	Private	0.33	R2 U
110-1935	4230	69 Fairmount Street	69 Fairmount Street	Private	0.28	R U
110-2604	1310	69 R Fairmount Street	69 R Fairmount Street	Private	3.38	R U
110-3686	1320	7 R Fairview Street	7 R Fairview Street	Private	0.29	R U
111-2291	4230	245 R Grove Street	245 R Grove Street	Private	1.59	R U
112-463	1320	21 A Ledge Court	21 A Ledge Court	Private	1.74	R U
112-3765	1320	21 R Ledge Court	21 R Ledge Court	Private	0.85	R U
116-248	1320	450 R Wilson Street	450 R Wilson Street	Private	3.16	R2 U
117-2765	1320	Off Boylston Road	Off Boylston Road	Private	4.49	R U
119-239	1010	Johnson Property	351 Berlin Street	Private	16.1	R2 U
122-2963	1300	23 Coyne Street	23 Coyne Street	Private	5.16	R2 U
123-2338	1310	Lenkiewicz Parcel	213 R Chase Street	Private	14.03	R2 U
124-2312	1016	Wallat Parcel	252 Chace Street	Private	30.83	R2 U
128-1856	1310	Marhefka's Field	635R High Street	Private	36.00	R2 U
131-1155	1300	Ashjian Parcel	52 Rigby Street	Private	16.6	R2 U

Appendix B

Existing Conditions Inventory: Business & Industrial Areas

APPENDIX B: SUMMARY OF EXISTING CONDITIONS, BUSINESS & INDUSTRIAL AREAS

Land Use	Street Number	Street Name	Business Tenant	Condition Assessment			
				Buildings	Parking Lots	Sidewalks	Street
Auto Repair	291	Berlin St	Cash Auto Sales				
Auto Repair	115	Chestnut St	Henna Color Cal Tech Auto Body	3	2	2	2
Auto Repair	676	High St	Brad's Grease Lightning	2	2	2	1
Auto Repair	680	High St	Brad's Auto Repair	3	2	2	1
Auto Repair	395 - 397	High St	Meleen Motors	4	3	2	2
Auto Repair	329	High St	Gene's Auto Repair & Towing				
Auto Repair	676	Main St	Philbin Fuel Co.	2	1	N/A	2
Auto Repair	640	Main St	Main St. Auto Sales	4	3	2	2
Auto Repair	50	Rigby St					
Auto Repair	70	Rigby St					
Auto Sales & Service	369	High St	Whitney Auto Sales & Service	2	3	N/A	2
Auto Sales & Service	637	High St	Available Retail Space	3	2	4	2
Auto Supplies Sales & Service	686	High St	Smith Auto Recycling	3	3	N/A	1
Auto Supplies Sales & Service	640	High St	Clinton Tire Co.	2	2	N/A	2
Auto Supplies Sales & Service	546 - 556	Main St	Vacant Lots for Sale				
Bank	202	Church St	Clinton Savings Bank	2	N/A	2	2
Building Supplies, Hardware	26 - 38	High St	Aubuchon Hardware	2	N/A	2	2
Car Wash	907	Main St	Wash Works Car Wash	2	1	1	1
Commercial Parking	89	Brook St					
Commercial Parking	3 R	Chestnut St					
Commercial Parking	14-Dec	High St					
Commercial Parking	230 R	High St					
Commercial Parking	17-Nov	High St					
Commercial Parking	835	Main St					
Commercial Parking	451 - 453	Main St					

Condition Codes: (1) = Sound, Good Condition; (2) = Sound, Minor Repairs Needed; (3) = Sound, Repairs Needed; (4) = Substandard, Major Repairs Needed; (5) = Obsolete or Abandoned.

Land Use	Street Number	Street Name	Business Tenant	Condition Assessment				
				Buildings	Parking Lots	Sidewalks	Street	
Commercial Parking	626 A	Main St						
Commercial Parking	146 A	Main St						
Commercial Parking	24	Parker St						
Commercial Parking	57	Plain St						
Commercial Parking	27 - 35	Water St						
Storage/Distribution	121	Allen St	Contracting Co. (Not Verified)	2	1	N/A	2	
Storage/Distribution	114	Allen St	Budget Truck Rental	1	1	N/A	2	
Storage/Distribution	118	Allen St	T&T Weber Hydraulic	1	1	N/A	2	
Storage/Distribution	50	Allen St	All Kinds Fence Co.	3	2	N/A	2	
Storage/Distribution	54	Allen St	Moran Charles Plumbing & Heating	2	2	N/A	2	
Storage/Distribution	96	Brook St	The Sacred Corner - Retail Shop	2	3	N/A	2	
Storage/Distribution	25	Clamshell Rd	Hatstat Mobile Auto Repair					
Storage/Distribution	47	Fuller St	Saliga Machine Co. Inc.	1	2	N/A	2	
Storage/Distribution	128 R	Greeley St	New Life Christian Church?					
Storage/Distribution	464	High St	Environmental Consultants	1	1	2	2	
Storage/Distribution	627	High St	New, No tenants?					
Storage/Distribution	32	Lancaster Rd		3	3	N/A	2	
Storage/Distribution	919	Main St	Sargent & Williamson LLP	3	N/A	2	2	
Storage/Distribution	65	Parker St						
Storage/Distribution	25	Parker St						
Storage/Distribution	79	Parker St	Available Industrial Space	5	4	N/A	2	
Storage/Distribution	99	Parker St	Polymark Corporation	5	4	N/A	2	
Storage/Distribution	180	Stone St	Alex Bros.					
Storage/Distribution	60	Water St	The Best	3	2	2	2	
Day Care Center	120	Park St	Early Adventures Child Care Center	1	N/A	N/A	3	
Fraternal Organization	60	Branch St	Turner Hall Gymnasium	3	2	N/A	3	
Fuel Service	203	Brook St	Clinton Xtra Mart & Stop N Save Gas Station	2	2	N/A	3	

APPENDIX B: SUMMARY OF EXISTING CONDITIONS, BUSINESS & INDUSTRIAL AREAS

Land Use	Street Number	Street Name	Business Tenant	Condition Assessment				
				Buildings	Parking Lots	Sidewalks	Street	
Fuel Service	3	Chestnut St	Gulf Gas Station	2	2	4	Under Const.	
Gasoline & Service Station	219	Brook St	Mr. G's Gulf	2	3	5	3	
Gasoline & Service Station	564	Main St	Clinton Getty	2	2	1	2	
Gasoline & Service Station	720	Main St						
Gasoline & Service Station	678	Main St	Mobil	3	2	N/A	2	
Gasoline & Service Station	1177	Main St	North Main St. Getty	2	3	N/A	2	
Gasoline & Service Station	525	Main St	Best Buy Gas	2	3	3	2	
Gasoline & Service Station	185	Mechanic St	Mechanic St. Getty					
Manufacturing	179	Brook St	The Kelly Co. Structural Foam & Injection Molding	3	2	3	2	
Manufacturing	20	Cameron St	Weetabix	4	3	N/A	3	
Manufacturing	33	Elm St	Auburn Industrial Development Corporation	2	5	N/A	3	
Manufacturing	1 R	Green St		4	3	N/A	3	
Manufacturing	75	Green St	MacGregor Mill	3	3	N/A	3	
Manufacturing	3 R	Green St		4	3	N/A	3	
Manufacturing	99	Green St		4	3	N/A	3	
Manufacturing	Jan-55	Green St						
Manufacturing	65	Lancaster Rd		1	1	N/A	2	
Manufacturing	99	Lawrence St	Res Tech	3	2	2	2	
Manufacturing	894	Main St	Large Warehouse at intersection w/ Plain St.	4	3	4	2	
Manufacturing	792	Main St						
Manufacturing	843	Main St	MTM Sheet Metal	4	3	4	2	
Manufacturing	530	Main St	Nylco Products	2	3	2	2	
Manufacturing	500	Main St	Peaks Custom Tarps	2	3	2	2	
Manufacturing	490	Main St	T&M Fence Co.	2	3	2	2	
Manufacturing	476	Main St	Uhaul	2	3	2	2	

Land Use	Street Number	Street Name	Business Tenant	Condition Assessment				
				Buildings	Parking Lots	Sidewalks	Street	
Manufacturing	470	Main St	Tyca	2	3	2	2	
Manufacturing	530 R	Main St		2	3	2	2	
Manufacturing	474	Main St	Uhaul	2	3	2	2	
Manufacturing	90	Parker St	Sterling Precision, INC.	3	2	N/A	2	
Manufacturing	89	Parker St	Multiple Companies	5	4	N/A	2	
Manufacturing	10	Parker St	Vacant Building for Sale - \$975,000	2	2	N/A	2	
Manufacturing	60	Plain St	Clinton Savings Bank	1	1	N/A	2	
Manufacturing	57	Plain St	Atlantic Graphic Service	2	3	2	2	
Manufacturing	140	Pleasant St	Nypro	2	2	2	2	
Manufacturing	33	School St						
Manufacturing	25 - 31	School St						
Manufacturing	172	Sterling St	Rockbestos Surprenant Corporation	2	3	1	3	
Manufacturing	104	Sterling St	Hoops Archery	4	N/A	N/A	3	
Manufacturing	96-100	Sterling St	Darmann Abrasive Products	2	2	1	3	
Manufacturing	55	Sterling St	Laser SOS USA	2	2	1	3	
Manufacturing	56	Sterling St	Lloyd & Bouvier Inc.	2	2	1	3	
Manufacturing	184	Stone St						
Manufacturing	1	Union St	Custom Engineered Molders Div. of Injlectronics Inc.	3	2	3	2	
Manufacturing	63	Union St						
Manufacturing	125	Union St						
Manufacturing	528 R	Water St	Atlantic Auto					
Manufacturing	179	Woodlawn St	Polymer Concentrates	2	2	N/A	2	
Manufacturing-Accessory Land		Cameron St						
Manufacturing-Accessory Land	102 - 108	Green St						
Manufacturing-Accessory Land	128 - 134	Green St						
Manufacturing-Accessory Land	110 - 116	Green St						
Manufacturing-Accessory Land	50	Green St						

APPENDIX B: SUMMARY OF EXISTING CONDITIONS, BUSINESS & INDUSTRIAL AREAS

Land Use	Street Number	Street Name	Business Tenant	Condition Assessment				
				Buildings	Parking Lots	Sidewalks	Street	
Manufacturing-Accessory Land	145	Green St						
Manufacturing-Accessory Land	145 R	Green St						
Manufacturing-Accessory Land		Lewis St						
Manufacturing-Accessory Land	470 A	Main St						
Manufacturing-Accessory Land	93 - 109	Mechanic St						
Manufacturing-Accessory Land	21	New Harbor Rd						
Manufacturing-Accessory Land	19	New Harbor Rd						
Manufacturing-Accessory Land	98	Parker St						
Manufacturing-Accessory Land	36	Parker St						
Manufacturing-Accessory Storage	100	Adams St	NorthAmerican & Allied Van Lines	1	1	N/A	2	
Manufacturing-Accessory Storage	111	Adams St	Former Ames Dept. Store Dist. Center	1	1	N/A	2	
Manufacturing-Accessory Storage	32	Greeley St	Central Mass Powder Coating	2	2	N/A	2	
Manufacturing-Accessory Storage	57	Lawrence St	Bates R & Sons	2	2	N/A	2	
Manufacturing-Accessory Storage	19	Parker St	Morris Refrigeration Sales and Services	4	N/A	N/A	2	
Medical Offices	201	Highland St	Clinton Hospital	3	2	N/A	2	
Mining-Sand & Gravel	37 R	So Meadow Rd						
Mining-Sand & Gravel	285	W Boylston St						
Motel	146	Main St	Clinton Motor Inn	3	2	N/A	1	
Nursing Home	250	Main St	Coachlace Nursing Home	4	3	N/A	1	
Offices	449	Berlin St	The Woodlands Sales Office	1	1	1	1	
Offices	220	Brook St	Clinton Veterinary Hospital	3	2	3	2	
Offices	156	Church St	Coulter Press Building	1	N/A	1	3	
Offices	162	Church St	Edward McIntyre, Attorney	2	N/A	1	3	
Offices	77	High St	Sovereign Bank	1	N/A	1	2	
Offices	185	High St	Schonbeck & Vostok Accounting	2	N/A	1	2	
Offices	791 - 793	Main St	Thomas Anthony's Hair Designs	2	2	4	2	

Land Use	Street Number	Street Name	Business Tenant	Condition Assessment				
				Buildings	Parking Lots	Sidewalks	Street	
Offices	200	Union St	Post Office	2	2	2	2	
Offices	203	Union St	Radius Product Development Inc.	2	N/A	3	2	
Offices	195	Union St	Philbin Insurance Agency	2	N/A	3	2	
Offices	97	Walnut St	Northeast Geoscience Inc.					
Offices	26	Williams St						
Outdoor Recreation (The Woodlands)	1600	Woodland Circle						
Postal Service	300	High St	Anytime Fitness	1	1	2	2	
Retail	134	Brook St	The Soap Box	3	3	3	3	
Retail	333	Brook St	Hannafor Supermarket	3	2	2	3	
Retail	338	Chace St						
Retail	180	Green St	Abandoned	5	N/A	2	2	
Retail	360	High St	Agm Glass & Mirror	1	1	N/A	2	
Retail	18 - 22	High St	Lancaster Times Inc	1	N/A	2	2	
Retail	242 - 260	High St	Rafael's Home Furnishings					
Retail	472	High St	Clinton Offset Printers	1	2	2	2	
Retail	10-Feb	High St						
Retail	280	High St						
Retail	271	High St	Sonny's Liquors	2	2	3	2	
Retail	216	High St	David Getz M.D. - Doctor's Office					
Retail	37 - 43	High St	Hospital Guild Thrift Shop	3	N/A	1	2	
Retail	19 - 25	High St						
Retail	600	Main St	Fisher Auto Parts	2	2	N/A	2	
Retail	1075	Main St	Clinton Gourmet Chinese Food	3	2	N/A	2	
Retail	1162	Main St	Shopping Plaza w/ Shaw's Supermarket	3	3	N/A	2	
Retail	633	Main St						
Retail	1015	Main St	K&M Designs Furniture Store					

APPENDIX B: SUMMARY OF EXISTING CONDITIONS, BUSINESS & INDUSTRIAL AREAS

Land Use	Street Number	Street Name	Business Tenant	Condition Assessment				
				Buildings	Parking Lots	Sidewalks	Street	
Retail	731	Main St	Claudette's Hair Designs	3	N/A	N/A	2	
Retail	817	Main St						
Retail	581 - 591	Main St						
Retail	1136	Main St	Tire Warehouse	1	1	N/A	2	
Retail	1044	Main St	Enterprise Rentacar	3	2	N/A	2	
Retail	1175	Main St	Shopping Plaza - Assorted Stores & Grocery	2	3	N/A	2	
Retail	1031	Main St	Brooks Pharmacy	2	2	N/A	2	
Retail	873 - 875	Main St	Salon on Main	2	2	N/A	2	
Retail	363	Main St	Burditt Hill Market	3	3	2	2	
Retail	610	Main St	Seafood & More	3	3	2	2	
Retail	625	Main St	Central Auto Parts	5	3	3	2	
Retail	133 - 159	Mechanic St	Leominster Credit Union	2	2	2	2	
Retail	69	Sterling St	Patulak Machine Company	2	2	4	3	
Retail	34	Walnut St						
Retail	382	Water St	Pam's Place					
Restaurant/Food Service	100	Chestnut St	Lou's Diner	4	2		2	
Restaurant/Food Service	267	High St	Mr. Z's Pizza	2	3	N/A	2	
Restaurant/Food Service	655	High St	Dairy Queen	3	2	N/A	2	
Restaurant/Food Service	165	High St	New China Restaurant	2	N/A	2	2	
Restaurant/Food Service	493	Main St	Dunkin Donuts	1	2	N/A	2	
Restaurant/Food Service	1069	Main St	Dunkin Donuts	1	2	N/A	2	
Restaurant/Food Service	1040	Main St	McDonalds	1	1	N/A	2	
Restaurant/Food Service	675	Main St	D'Angelo's					
Restaurant/Food Service	893 - 895	Main St						
Restaurant/Food Service	995	Main St	Jon's Pizza	2	2	3	2	
Restaurant/Food Service	521	Main St	Talk of the Town					
Restaurant/Food Service	626	Main St	Scooby Doo's	1	1	N/A	2	

Land Use	Street Number	Street Name	Business Tenant	Condition Assessment			
				Buildings	Parking Lots	Sidewalks	Street
Restaurant/Food Service	115 - 117	Mechanic St	Sevi's				
Restaurant/Food Service	128	School St	Elk's Hall	2	3	1	2
Restaurant/Food Service	9	Sterling St	Rincon Criollo	3	N/A	2	2
Restaurant/Food Service	2	Union St					
Trucking Terminal	18	Marshall St	JR Grady & Sons				
Utility-Gas Control Station	136	Pleasant St					
Utility-Telephone Exchange Station	223	Chestnut St					
Vacant Commercial Land-Developable	460	Brook St					
Vacant Commercial Land-Developable	104	Brook St					
Vacant Commercial Land-Developable	141	Flagg St					
Vacant Commercial Land-Developable	224 - 230	High St					
Vacant Commercial Land-Developable	151 - 159	High St					
Vacant Commercial Land-Developable	377 R	High St					
Vacant Commercial Land-Developable	80	Lawrence St					
Vacant Commercial Land-Developable	90	Lawrence St					
Vacant Commercial Land-Developable	599	Main St					
Vacant Commercial Land-Developable	1053	Main St					
Vacant Commercial Land-Developable	64	Plain St					
Vacant Commercial Land-Potentially Developable	604	Main St					
Vacant Commercial Land-Potentially Developable	191	Stone St	Vacant - Rehabilitation	5	2	N/A	2

Land Use	Street Number	Street Name	Business Tenant	Condition Assessment			
				Buildings	Parking Lots	Sidewalks	Street
Vacant Commercial Land-Potentially Developable	13 - 15	Water St					
Vacant Industrial Land-Developable	492 R	Main St					
Vacant Industrial Land-Developable	460	Main St					
Vacant Industrial Land-Developable	106	Parker St					
Vacant Industrial Land-Potentially Developable	712 - 718	Main St					
Vacant Industrial Land-Potentially Developable	89	Parker St					

Appendix C

SAMPLE JOB DESCRIPTION

Director of Planning and Development

DEFINITION

Professional, technical and administrative work in administering planning and land use controls, and in coordinating and shaping both the short-range and long-range physical, social, and economic development and improvement plans of the Town; all other related work as required.

SUPERVISION

Works under the administrative direction of the Town Administrator and the Planning Board, consulting with supervisors only where clarification, interpretation, or exception to municipal policy may be required.

Performs highly responsible functions of a complex nature which require considerable use of independent judgment and initiative in the planning, administration and execution of the department's services, in the interpretation and application of laws, regulations and procedures, and in the direction of personnel.

Provides day-to-day supervision of employees serving the Planning Board, Conservation Commission, Board of Health, Historical Commission, and Zoning Board of Appeals.

JOB ENVIRONMENT

Work is generally performed under typical office conditions; occasionally, work is conducted in the field with exposure to various weather conditions and the hazardous conditions associated with construction sites. Required to attend numerous regular evening meetings with various town boards and committees. In addition, may be required to work on weekends and may be contacted at home at any time to respond to important situations and emergencies.

Operates a computer and general office equipment, such as calculator, copier, facsimile machine, and telephone; also operates an automobile.

Makes frequent contacts with the general public, the media, town departments, boards, and committees, as well as regional, state, and federal agencies. Contacts are by phone, correspondence, and in person, and require significant persuasiveness and resourcefulness to influence the behavior of others.

Has access to department-related confidential information, including bid proposals, pending law suits, private development plans and proposals, collective bargaining negotiations, and department personnel records. Has access to some town-wide confidential information.

CLINTON MASTER PLAN

Errors in planning procedures or the interpretation of state and local legislation, community development attitudes and regional and local development impacts could result in recommendations adversely affecting orderly community development, the local economy, conservation efforts, and long-range planning.

ESSENTIAL FUNCTIONS

The essential functions or duties listed below are intended only as illustrations of the various types of work that may be performed. The omission of specific statements of duties does not exclude them from the position if the work is similar, related, or a logical assignment to the position.

Overall responsibility for directing and coordinating the planning and development activities within the Town, including land acquisition and management, conservation administration and enforcement, redevelopment, revitalization, and rehabilitation activities, historic preservation, economic development, and affordable housing administration. Identifies related issues, problems, and alternatives. Coordinates the activities and programs of all relative departments, boards, commissions and authorities, in keeping with the town's comprehensive planning and development program.

Prepares zoning by-law changes for the Planning Board; presents and defends recommended changes to Town Meeting.

Oversees the project review process for the Planning Board, Zoning Board of Appeals, and Conservation Commission. Reviews all approved cases for compliance with approved plans, including sign and exterior building facade details, site layout, site improvements, and landscaping.

Oversees the administration of federal grant funds for housing programs, capital projects and public services.

Assists in the design, coordination and implementation of town capital projects.

Provides technical and general assistance to residents, landowners, developers, attorneys, engineers and other interested persons regarding planning or subdivision of land, commercial plans, and industrial development in the Town; discusses concerns, complaints, and other issues.

Attends professional meetings and conferences for purposes of public relations, regional discussions, and information gathering and exchange. Updates and maintains knowledge and expertise of all aspects of community development planning; represents the Town on regional planning issues.

Oversees the maintenance of all official department records.

Oversees and monitors staffing levels; assigns personnel and develops work schedules; handles all personnel management functions; administers performance evaluations of personnel. Develops organizational structure to meet departmental staffing goals.

Prepares and monitors the annual departmental budget; authorizes all expenditures; oversees payroll and payment of bills.

Performs similar or related work, as required, or as situation dictates.

Recommended Minimum Qualifications

EDUCATION AND EXPERIENCE

Master's Degree in community planning or related field; eight years of progressively responsible experience in the municipal planning field, including experience directly related to land use controls, housing, and federal grant programs; three years of experience in a supervisory role, preferably in a municipal setting; or an equivalent combination of education and experience.

SPECIAL REQUIREMENTS

Certification by the American Institute of Certified Planners (AICP).

Possession of a Massachusetts Class D motor vehicle operator's license required.

KNOWLEDGE, ABILITY, AND SKILL

Knowledge. Detailed knowledge of the techniques of comprehensive planning, zoning, and other land use regulations, housing programs, real estate and economic development, and state and federal grants. Thorough knowledge of Massachusetts General Laws Chapters 40A and 41. Knowledge of the economic, sociological and environmental aspects of planning, housing and community development.

Ability. Ability to interpret regulations accurately. Ability to conduct independent research and to analyze and interpret results. Ability to plan, organize and direct the preparation of comprehensive research studies, analyze problems, prepare reports and formulate recommendations concerning planning and community development. Ability to establish and maintain effective working relationships with subordinates, board/committee members, officials and the general public. Ability to communicate effectively orally and in writing. Ability to prepare and administer budgets and to prepare financial reports. Ability to use a computer. Ability to operate a telephone and standard office equipment.

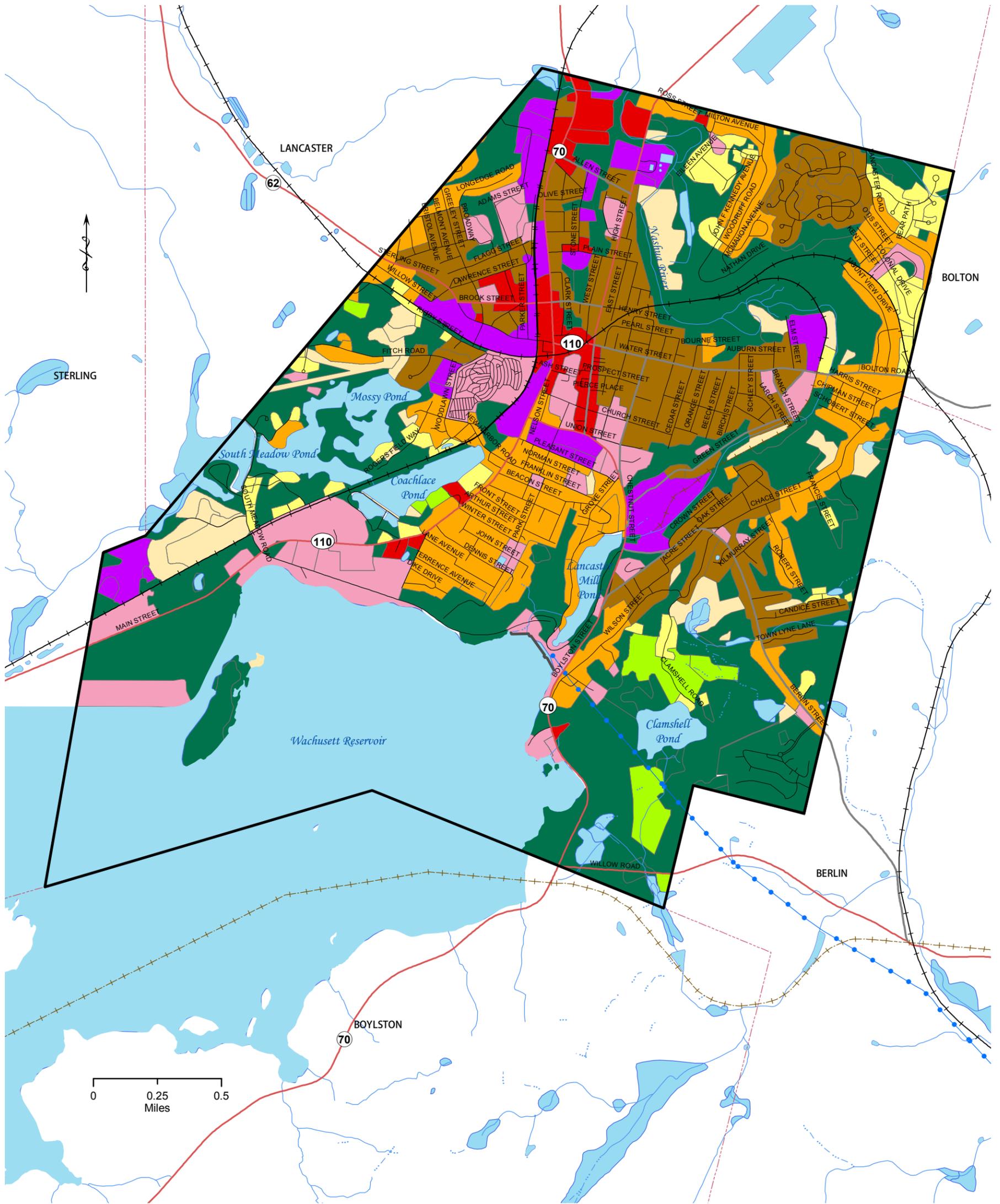
Skill. Imagination, innovation and judgment relating to planning and community development programs and proposals. Excellent planning and organizational skills. Superior persuasiveness, resourcefulness, discretion, and negotiating skills. Sensitivity to political issues.

PHYSICAL REQUIREMENTS

Minimal physical effort generally required in performing duties under typical office conditions. Occasional moderate physical effort required when conducting field inspections. Ability to maneuver stairs and uneven terrain for field inspections during all types of weather conditions. Position requires the ability to operate a keyboard and standard office equipment at efficient speed. The employee is frequently required to use hands to finger, handle, or feel objects, tools, or controls, and reach with hands and arms. The employee is frequently required to sit, talk and hear. Specific vision requirements include close vision, distance vision, and the ability to adjust focus.

Appendix D

Report Maps



This map is for planning purposes only. The data used to create it are not adequate for legal boundary, zoning or resource area determinations.

Town of Clinton, Massachusetts MASTER PLAN

Clinton Planning Board
Clinton Master Plan Steering Committee



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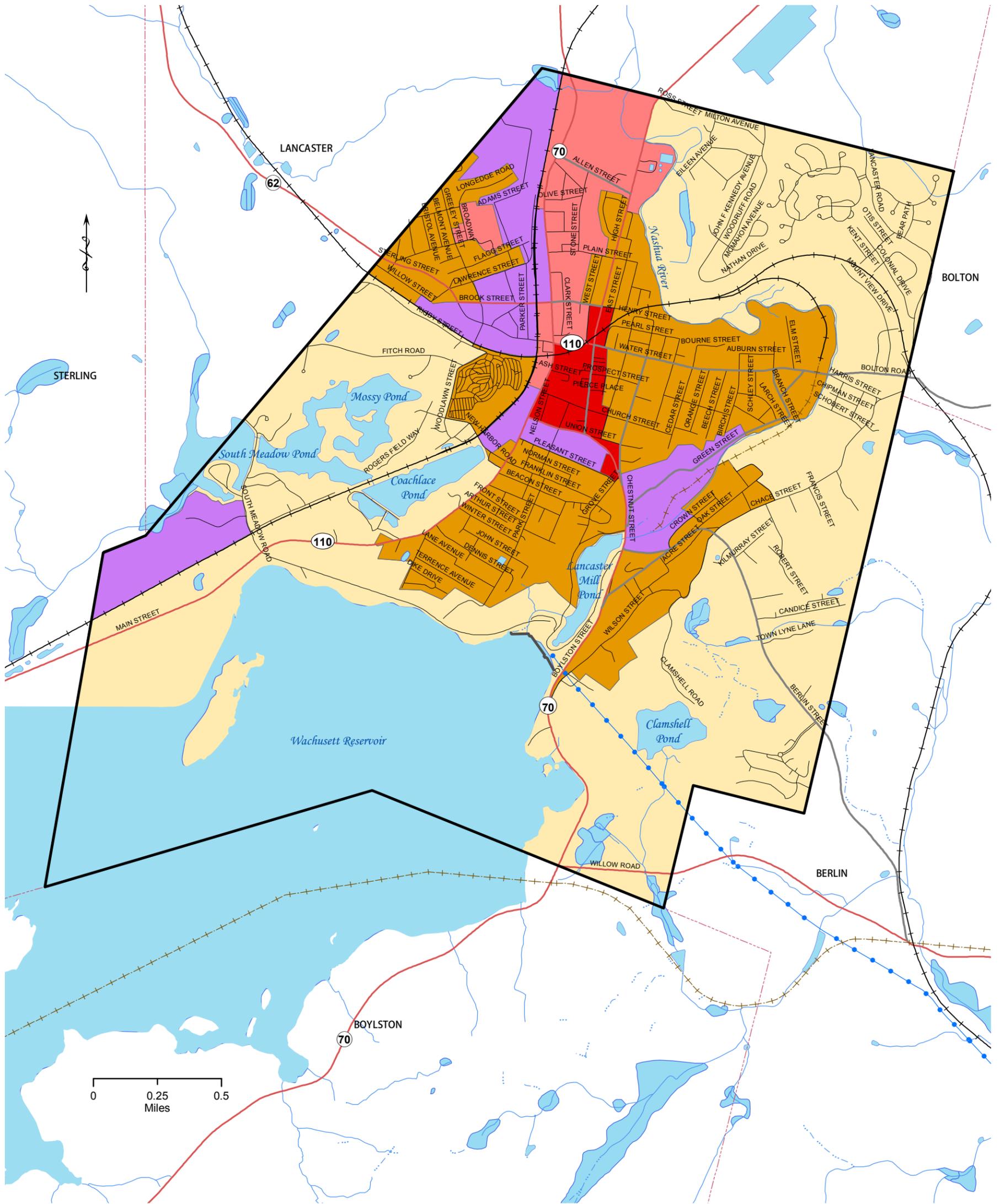
- Railroad
 - +— Active Rail
 - - - Abandoned Rail
- ROADWAYS
 - Limited Access Highway
 - Other Multi-Lane Highway
 - Other Numbered Highway
 - Major Road, Collector
 - Local Streets

LAND USE (1999)

- Agriculture
- Lower-Density Residential
- Moderate-Density Residential
- Higher-Density Residential; Multi-Family
- Commercial
- Industrial
- Open Land (Unvegetated)
- Forest, Wetlands
- Recreation, Urban Open Space
- Open Water

Map 3.1 Land Use Pattern (1999)

November 2007



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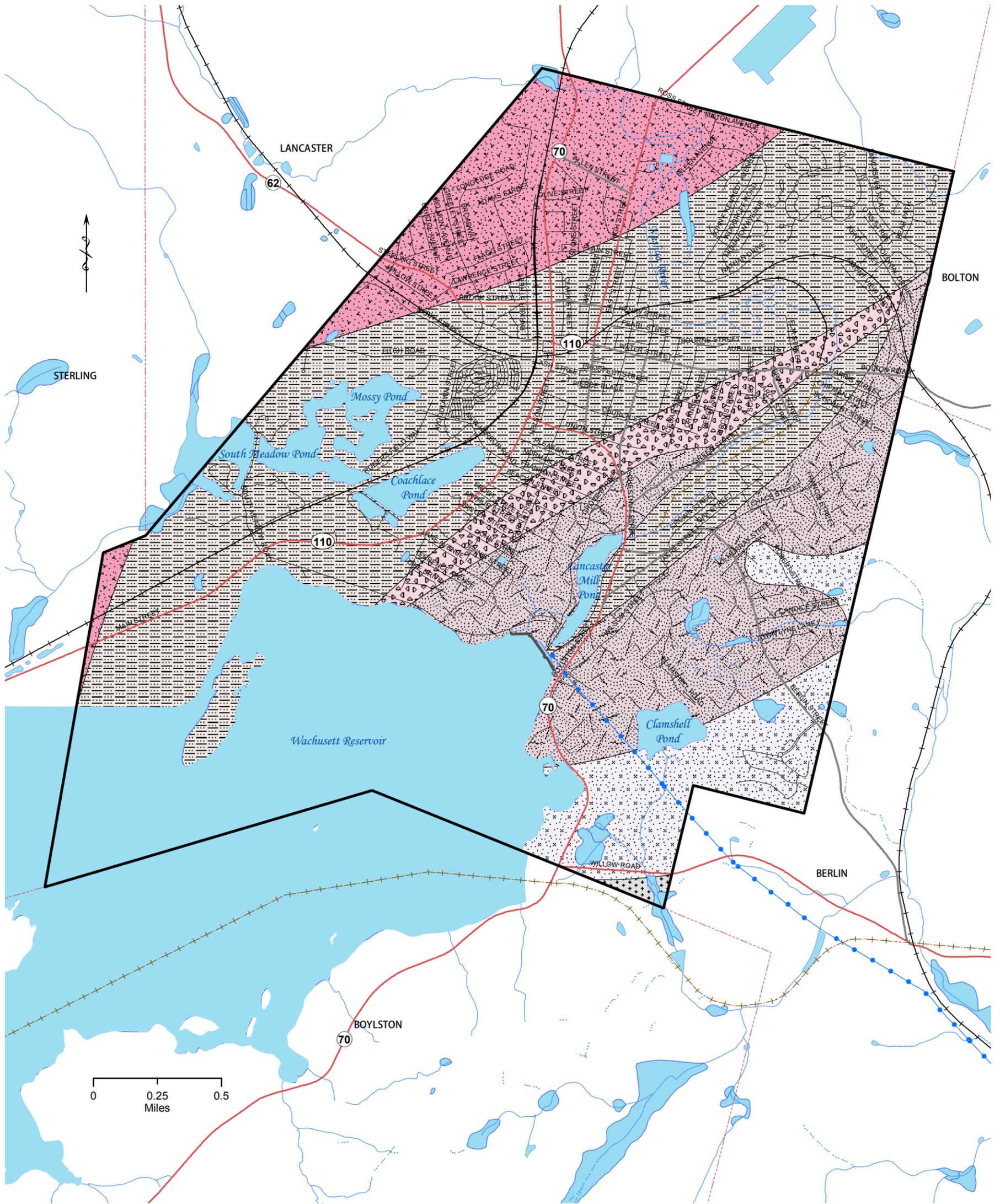
- Open Water
- Railroad
- Active Rail
- Abandoned Rail
- ROADWAYS
- Limited Access Highway
- Other Multi-Lane Highway
- Other Numbered Highway
- Major Road, Collector
- Local Streets

ZONING DISTRICTS

- Residential
- Residential Neighborhood
- Business-Retail
- Commercial
- Industrial

Map 3.2 Existing Zoning

November 2007



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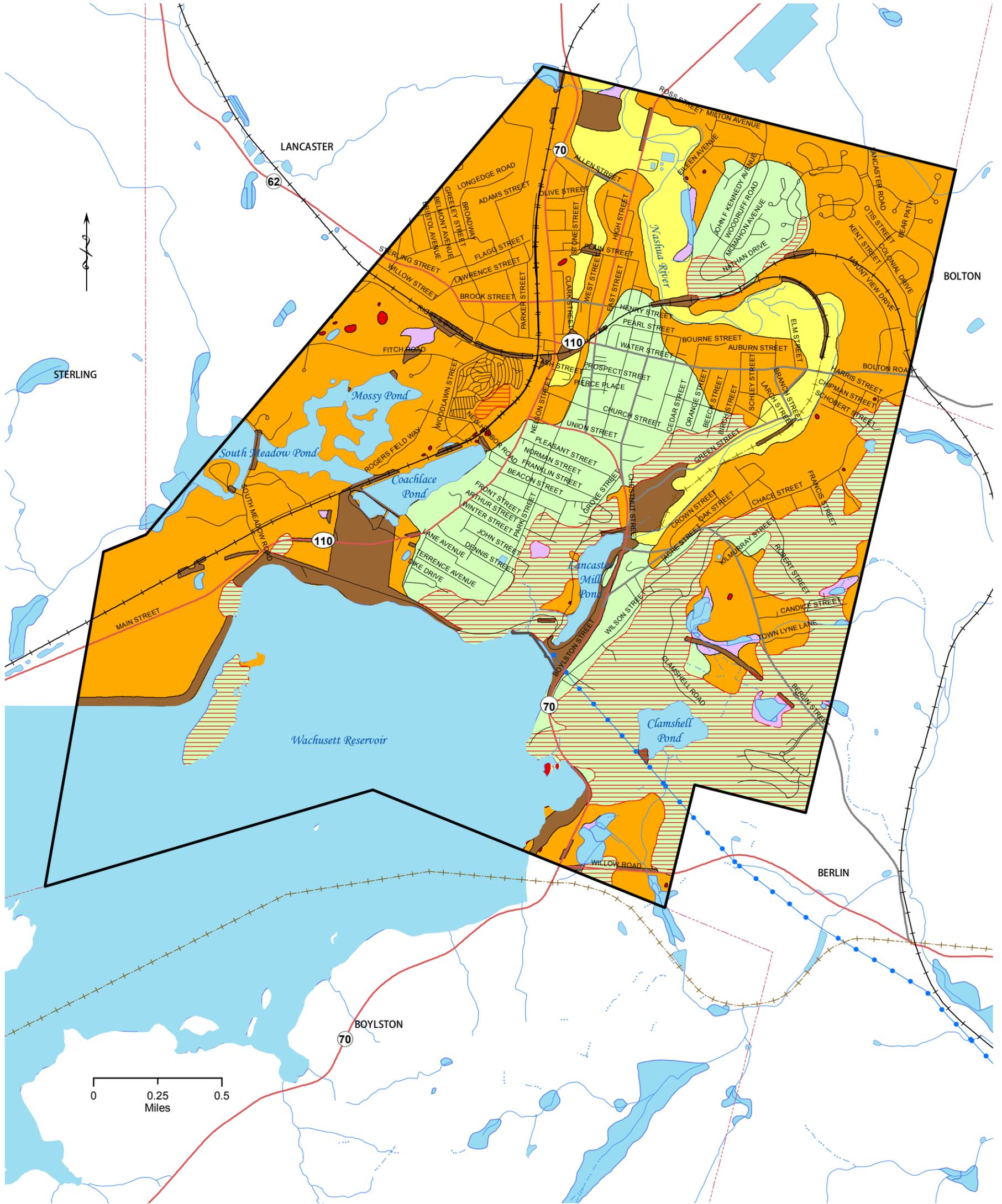


Map 3.3 Bedrock Geology

November 2007

LEGEND

- Open Water
- Railroad
- Active Rail
- Abandoned Rail
- ROADWAYS**
- Limited Access Highway
- Other Multi-Lane Highway
- Other Numbered Highway
- Major Road, Collector
- Local Streets
- BEDROCK TYPE**
- Wepawaug Schist
- Nashoba Formation
- Ayer Granite
- Oakdale Formation
- Tower Hill Quartzite
- Light-Gray Muscovite Granite



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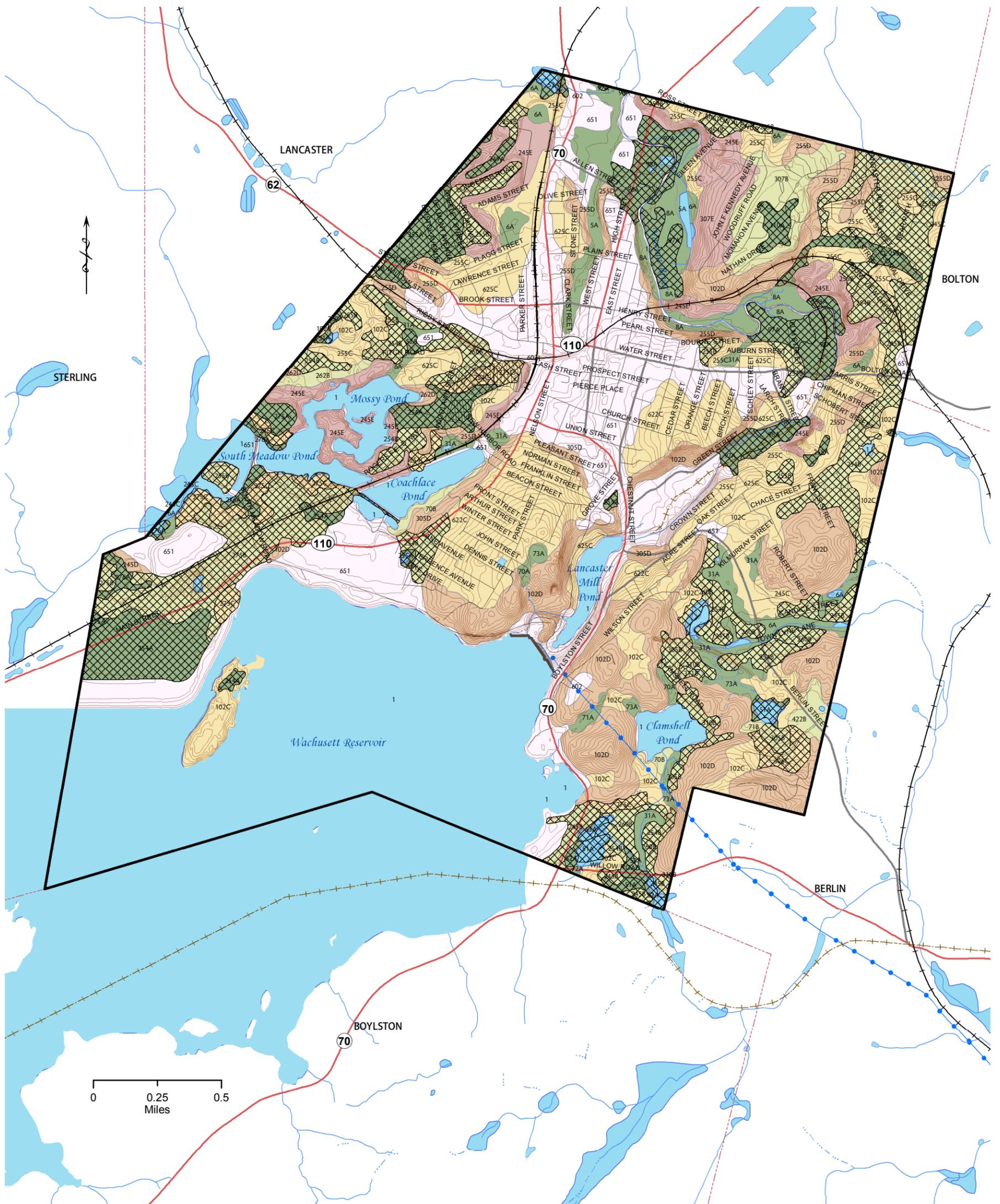


LEGEND

- | | |
|--------------------------|------------------------------------|
| Railroad | Abundant Outcrop |
| Active Rail | Postglacial Deposits |
| Abandoned Rail | Artificial Fill |
| ROADWAYS | Floodplain Alluvium |
| Limited Access Highway | Swamp Deposits |
| Other Multi-Lane Highway | Glacial Stratified Deposits |
| Other Numbered Highway | Coarse |
| Major Road, Collector | Glaciolacustrine Fine |
| Local Streets | Till Bedrock |
| Open Water | Bedrock Outcrop |
| | Thin Till |

Map 3.4 Surficial Geology

March 2008



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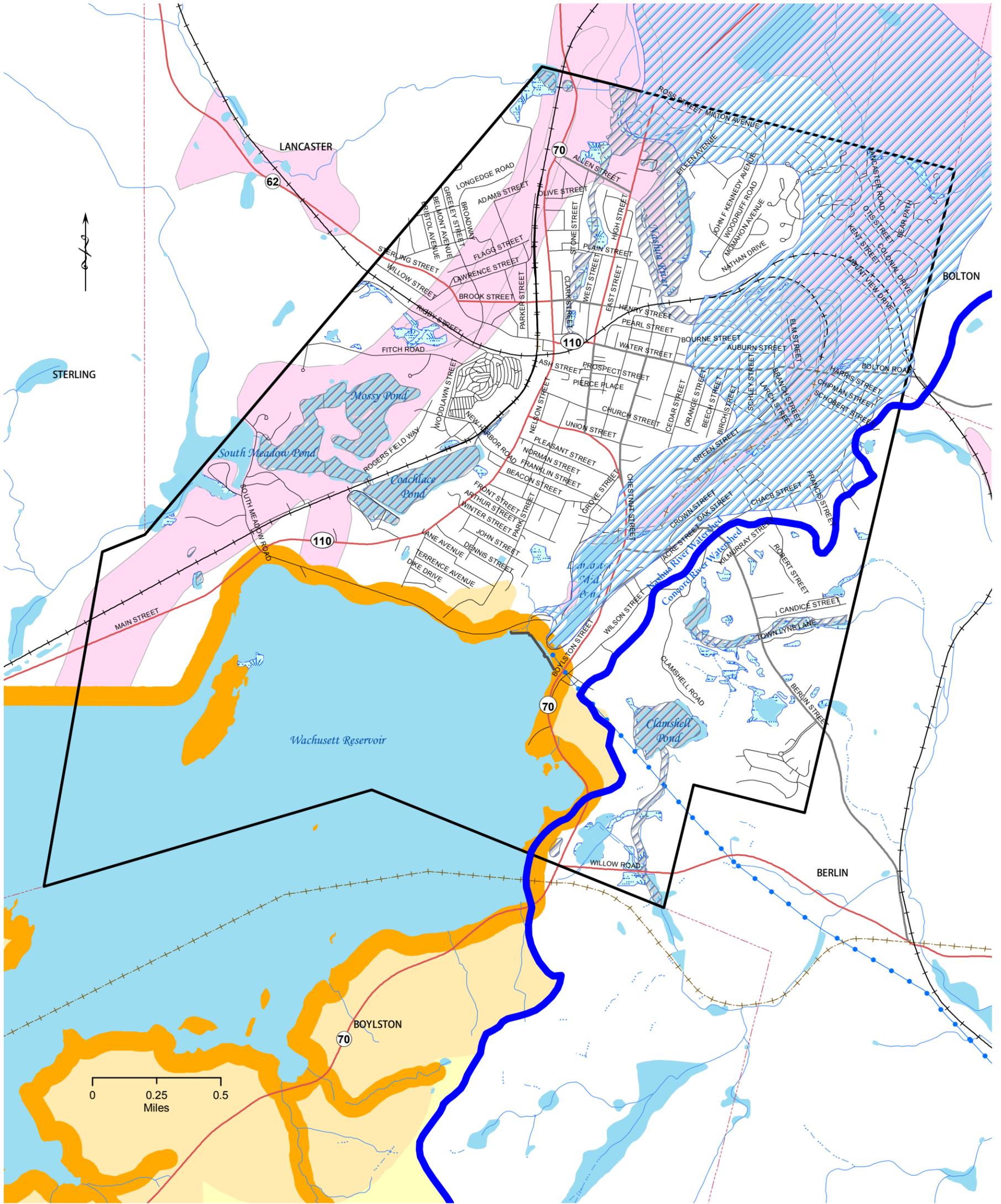


Map 3.5 Soil Map Units

March 2008

LEGEND

- | | | |
|--------------------------|-----------|-------------------|
| Railroad | — | Elevation Contour |
| Active Rail | —+— | SOILS BY SLOPE |
| Abandoned Rail | - - - | 0-3% |
| ROADWAYS | | 3-8% |
| Limited Access Highway | —+—+— | 8-15% |
| Other Multi-Lane Highway | —+—+—+— | 15-25% |
| Other Numbered Highway | —+—+—+—+— | 25-35% |
| Major Road, Collector | —+— | Urban Land |
| Local Streets | —+—+— | Open Water |
| | | Farmland Soils |



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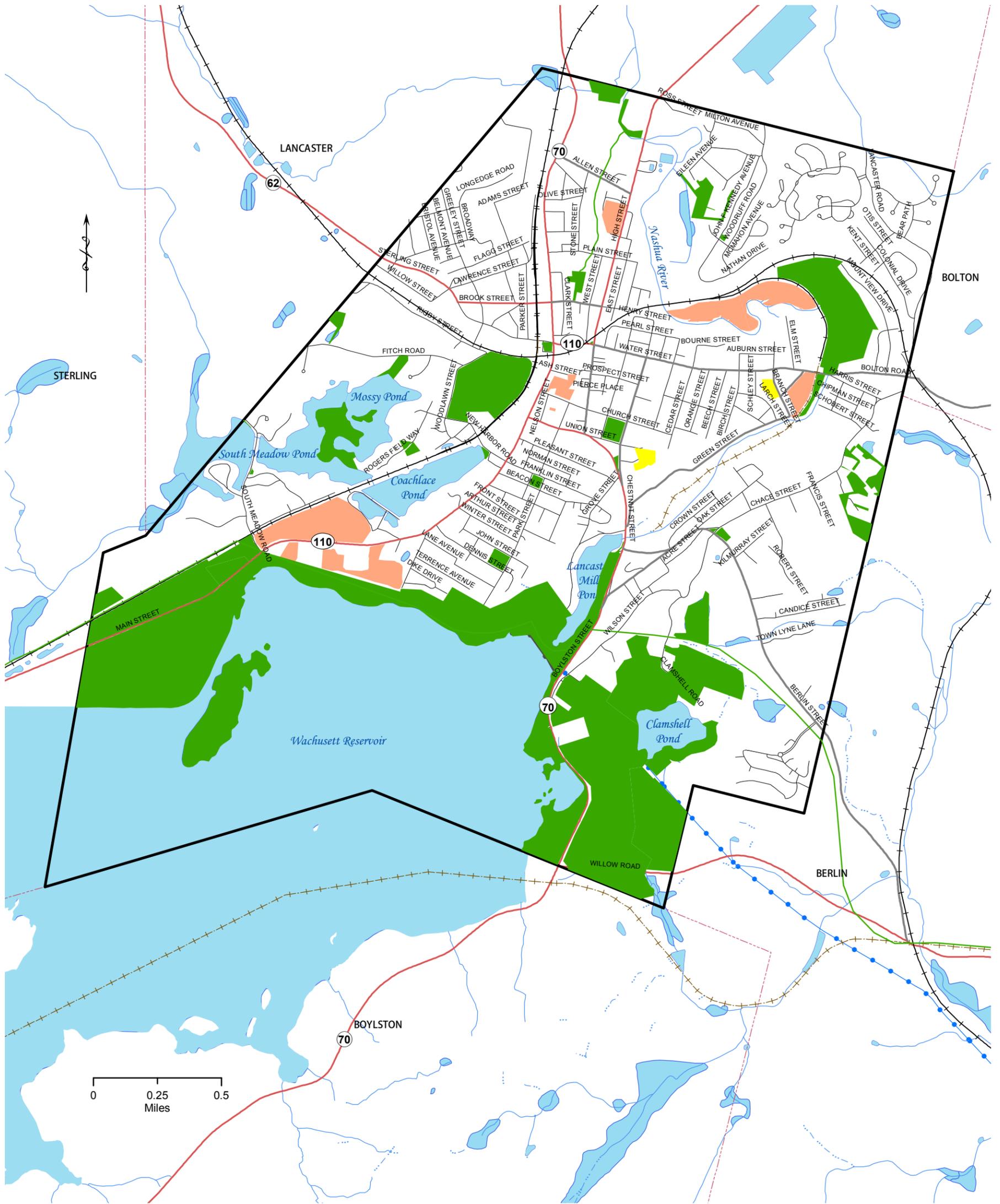


Map 3.6 Water Resources

August 2008

LEGEND

- | | | | | | | | | | | | | | | | | | | | | | | | | | |
|----------|-------------|----------------|----------|------------------------|--------------------------|------------------------|-----------------------|---------------|--------------------|----------------------|------------------|---------------------|-------------|----------|-----|------------|----------|----------|-------------------------------|--------------------------------|------------------------------------|--------|--------|--------|--------------------|
| Railroad | Active Rail | Abandoned Rail | ROADWAYS | Limited Access Highway | Other Multi-Lane Highway | Other Numbered Highway | Major Road, Collector | Local Streets | Watershed Boundary | 100-Year Flood Plain | Perennial Stream | Intermittent Stream | Ditch/Canal | Aqueduct | Dam | Open Water | Wetlands | Aquifers | WATER SUPPLY PROTECTION ZONES | DEP Zone II Groundwater Supply | DEP Surface Water Protection Zones | Zone A | Zone B | Zone C | Source (Reservoir) |
|----------|-------------|----------------|----------|------------------------|--------------------------|------------------------|-----------------------|---------------|--------------------|----------------------|------------------|---------------------|-------------|----------|-----|------------|----------|----------|-------------------------------|--------------------------------|------------------------------------|--------|--------|--------|--------------------|



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Town of Clinton, Massachusetts MASTER PLAN

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Map 3.7 Open Space Inventory

January 2008

LEGEND

Open Water

Railroad

Active Rail

Abandoned Rail

ROADWAYS

Limited Access Highway

Other Multi-Lane Highway

Other Numbered Highway

Major Road, Collector

Local Streets

OPEN SPACE BY LEVEL OF PROTECTION

Limited

Permanent

Unprotected