



# Rapid Recovery Plan

2021

City of Peabody  
Town of Danvers



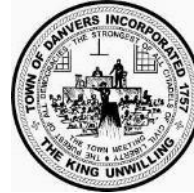
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The Local Rapid Recovery Planning (RRP) program is a key part of the Baker-Polito Administration's Partnerships for Recovery Plan, the strategy established to help communities stabilize and grow the Massachusetts economy as a result of the economic impacts brought on by COVID-19. The plan invests \$774 million in efforts to get people back to work, support small businesses, foster innovation, revitalize downtowns, and keep people in stable housing.

In addition to the planning program, recovery efforts include a Small Business Relief Program administered by the Massachusetts Growth Capital Corporation. This program, which concluded in May 2021, provided more than \$687.2 million to over 15,000 businesses across the Commonwealth, with a focus on businesses located in Gateway Cities, among demographic priorities, or operating in sectors most impacted by the pandemic. Cities, towns, and non-profit entities are using Regional Pilot Project Grant Program funding for recovery solutions that seek to activate vacant storefronts, support regional supply chain resiliency, and create small business support networks. To promote recovery in the tourism industry and support the ongoing My Local MA marketing initiative encouraging residents to support their local economies by shopping, dining and staying local, another \$1.6 million in grants were awarded through the new Travel and Tourism Recovery Grant Pilot Program. Through April 2021, MassDOT's Shared Streets and Spaces Grant Program has invested \$26.4 million in municipal Shared Streets projects to support public health, safe mobility, and renewed commerce.

In support of the overall recovery strategy, the Administration made \$9.5 million in awards for 125 communities to create Local Rapid Recovery Plans, through the MA Downtown Initiative Program. These plans address the impacts of COVID-19 on local downtowns and small businesses by partnering with Plan Facilitators and Subject Matter Experts to pursue locally-driven, actionable strategies.



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# Executive Summary



# Executive Summary

## Local Rapid Recovery on a Statewide Scale

Like thousands of communities across the United States, Massachusetts' towns and cities experienced months of significant financial loss during the COVID-19 pandemic as business districts had to temporarily close and then face extended periods of safety-related measures that limited visitation. For many businesses, this meant permanent closure. Others were aided by federal and state programs, working diligently to keep their livelihoods intact during a very difficult period. These difficulties were particularly notable in New England where historic village centers have defined communities for generations. Over 350 distinct jurisdictions make up the Commonwealth, and nearly every place has at least one village business district greatly impacted by COVID-19. Every one faces serious challenges recovering from the pandemic. Fortunately, the LRRP is a tremendous opportunity to leverage upcoming stimulus dollars for downtown benefits across the state.

While hundreds of distinct districts are a challenge to address systematically, this diversity is a natural strength for Massachusetts. Every affected downtown is the crossroads for its broader community—typically a compact and walkable place where vacancies may be readily visible but where every business knows each other and has come together to face the pandemic. The interdependencies are quickly evident when talking with local stakeholders who take ownership of their village centers. Working with municipal officials, LRRP Plan Facilitators have quickly leveraged the energy of downtown merchants, engaged residents, vested landowners and village organizations to create the solutions within this plan—solutions tailored to the unique character of this place. Danvers and Peabody, like over 120 other communities in Massachusetts, now have a comprehensive recovery strategy and the momentum to implement lasting change, collectively supporting the entire Commonwealth.



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## Addressing Top Priorities for Economy Recovery in Danvers and Peabody

Danvers and Peabody face challenges that are detrimental to the economic fabric and vitality of community commercial and residential districts. The Town of Danvers, City of Peabody, and key stakeholders in each municipality are passionate about sustaining past successes in economic development and public safety ventures; a planning initiative such as the Local Rapid Recovery Program can act as a vital step to move closer to recovery from COVID-19 impacts. The program and this plan serve as resources for each community to prioritize rapidly implementable solutions that provide tangible solutions which can address economic recovery impediments right away. It also creates a toolkit for the Town and the City to implement long-term recommendations and programs that address the provision of recreation space in each community, as well as programs that promote entrepreneurship, encourage business diversity, and sustain the public and private realm.

## Danvers and Peabody Face Notable Challenges for Recovery

The LRRP diagnostic framework provides a comprehensive database of market demand profiles specifically generated for the LRRP Danvers and Peabody study areas, as well as an assessment of public and private infrastructure conditions and administrative hurdles and challenges. This database serves as a resource for Danvers and Peabody champions to apply for future external funding opportunities and justify project recommendations.

Key challenges and needs in Danvers and Peabody that arose from the public engagement process, diagnostic data collection and analysis, and project idea development include:

- Infrastructure conditions are lacking in each community
- Each community's study area is oriented towards automobile travel
- Capacity among the business community and within each municipality's government can be strengthened
- Businesses have struggled to sustain operations with labor shortages and other operational impacts



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## Developing Solutions in Partnership with the Danvers and Peabody Communities

Stakeholder meetings among business interests were held in each community in late May to present Stantec's assessment of public and private infrastructure conditions, present demographic conditions, study business activity and survey results, and gather feedback for project ideas. The Danvers meeting was held with many attendees who had previously taken the business survey for this project, which received one of the most robust levels of response across the Commonwealth. In Peabody, Peabody Main Streets served as the forum for discussing the needs and priorities of Peabody Square and merchants across the community. Each of these community meetings played a strong role in helping the project team select and prioritize study recommendations.

## A Focus on Supporting Vibrant Spaces and Places in Danvers and Peabody

The Town of Danvers and City of Peabody, along with key stakeholders and the LRRP project team, developed a set of project ideas that addressed a range of solutions focused on providing economic recovery assistance and promoting safe recreational space.. Public engagement efforts and a prioritization process revealed that projects advancing the collective needs of business interests, supporting small business ideas, marketing local retail options, and improving the public and private realms of each community all ranked highly on the list of LRRP projects.

Final project ideas are part of a comprehensive set of solutions that implemented together can help Danvers and Peabody's recovery. Means to improve the business environment, through public and private realm revitalization programs, coordinated assistance to small businesses, and an adaptive capacity organization in Danvers is at the forefront of prioritized recommendations. Public infrastructure such as the proposed Riverwalk in Peabody and rail trail connections in each community are also indicated as holding importance.

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## Implementing Rapid Change in Danvers and Peabody

The plan developed for the Danvers and Peabody communities through the Local Rapid Recovery Program is based on from a robust diagnostic assessment of public and private infrastructure, business community needs, market demand statistics, and administrative gaps and challenges. A comprehensive set of recommended projects vetted by local businesses and the public has been developed that addresses economic vitality solutions and revitalization efforts for the Danvers and Peabody business communities.

Within the overall program, each proposed project provides detailed information on project budget, potential timelines, key partners and performance indicators, as well as critical action items, processes, and considerations. Funding sources noted in the project rubrics are resources for the Town, City, and community groups to seek external funding and commence the next phase of project design and implementation. The comprehensive and diverse set of project recommendations can aide in immediate recovery for the municipalities, or long-term solutions that improve the overall economic, commercial, and social health of Danvers and Peabody. Each community is encouraged to pursue grant funding immediately for many of these projects to help Danvers and Peabody overcome COVID-19's challenges with smart and resilient solutions that can be deployed quickly.



# Rapid Recovery Program Background



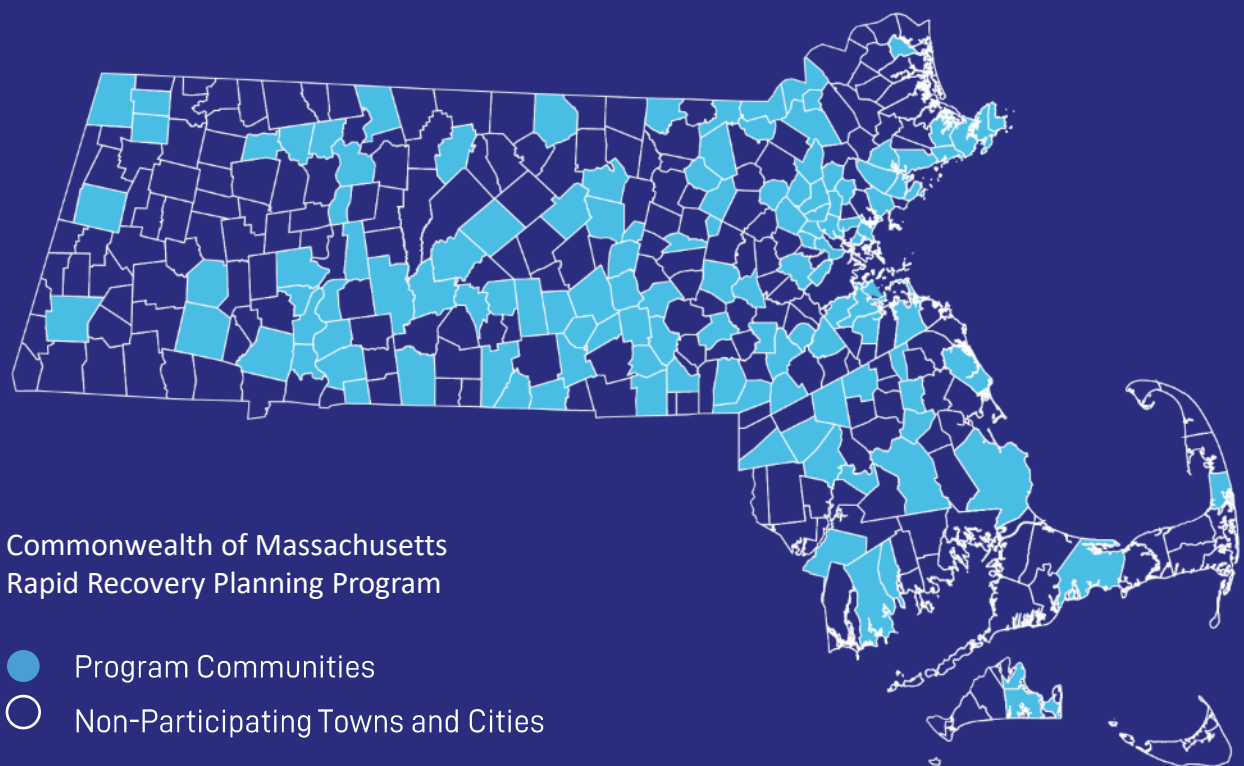


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## 125 communities participated in the Rapid Recovery Plan Program

52 Small Communities  
51 Medium Communities  
16 Large Communities  
6 Extra Large Communities

The Mass Downtown Initiative distributed nearly \$10 million across 125 communities throughout the Commonwealth to assess impacts from COVID-19 and develop actionable, project-based recovery plans tailored to the unique economic challenges in these downtowns, town centers, and commercial districts.





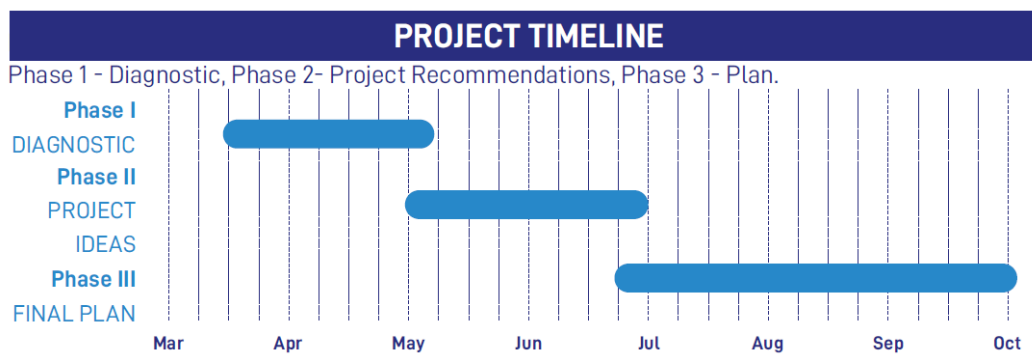
# Rapid Recovery Plan (RRP) Program

The Rapid Recovery Plan (RRP) Program is intended to provide every municipality in Massachusetts the opportunity to develop actionable, project-based recovery plans tailored to the unique economic challenges and COVID-19 related impacts to downtowns, town centers, and commercial areas across the commonwealth.

The program provided technical assistance through Plan Facilitators assigned to each community applicant (e.g., city, town, or nonprofit entity) and Subject Matter Experts who supported the development of ideas for project recommendations and shared knowledge through best practice webinars and individual consultations.

Communities and Plan Facilitators were partnered through the program to assess COVID-19 impacts, convene community partners to solicit project ideas and provide feedback, and develop project recommendations. The following plan summarizes key findings from the diagnostic phase of the program and includes a range of priority project recommendations for the commercial districts in Danvers and Peabody.

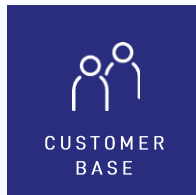
Each Rapid Recovery Plan was developed across three phases between February-August 2021: Phase 1 - Diagnostic, Phase 2- Project Recommendations, and Phase 3 - Plan.



In Phase 1 - Diagnostic, Plan Facilitators utilized the Rapid Recovery Plan Diagnostic Framework that was adapted from the award-winning Commercial DNA approach as published by the Local Initiative Support Corporation (LISC) in "Preparing a Commercial District Diagnostic", authored by Larisa Ortiz, Managing Director, Streetsense (RRP Program Advisor).

The framework was designed to ensure a methodical diagnosis of challenges and opportunities in each community and to identify strategies and projects that aligned with the interests and priorities of each community. The framework looks at four areas of analysis: Physical Environment, Business Environment, Market Information, and Administrative Capacity - each equipped with guiding questions to direct research conducted by Plan Facilitators.

## Rapid Recovery Plan Diagnostic Framework



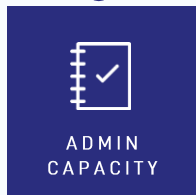
Who are the customers of businesses in the Study Area?



How conducive is the physical environment to meeting the needs and expectations of both businesses and customers?



What are the impacts of COVID-19 on businesses in the Study Area? How well does the business mix meet the needs of various customer groups?



Who are the key stewards of the Study Area? Are they adequately staffed and resourced to support implementation of projects? Are the regulatory, zoning, and permitting processes an impediment to business activity?

Following the diagnostic in Phase 1, Plan Facilitators, in close coordination with communities, developed and refined a set of recommendations that address priority challenges and opportunities. These project recommendations are organized in clear and concise rubrics created specially for the Rapid Recovery Plan Program. Project recommendations are rooted in a set of essential and comprehensive improvements across six categories: Public Realm, Private Realm, Revenue and Sales, Administrative Capacity, Tenant Mix, Cultural/Arts & Others.



Public Realm



Private Realm



Tenant Mix



Revenue/Sales



Admin Capacity



Cultural/Arts



Other

# Diagnostic Data Collection Methodology

## Data Collection Goals

Baseline data collected will be used by the Commonwealth to communicate overall program impact and to support future funding and resource allocations that may be used toward implementation of final projects across participating communities.

Baseline data sets a minimum expectation for data collection and only reflects what the Commonwealth is requesting from all Plan Facilitators such that it will enable the measurement of COVID impacts at the State level for all participating communities. Beyond the baseline data outlined in this guide, it was expected that Plan Facilitators (PF's) would glean additional insight from their analysis, observations and feedback from the community and businesses. Plan Facilitators ensured that additional information collected through their own discretionary methods and processes would be integrated into the Diagnostic section of each final Rapid Recovery Plan and were used to inform the unique Project Recommendations that emerge through this process.

## Diagnostic Asset Breakdown

The Department of Housing and Community Development (DHCD) worked with Larissa Ortiz, the Managing Director at Streetsense, to adapt the “Commercial DNA Framework” as published by the Local Initiative Support Corporation (LISC) and Streetsense. The framework uses four major components – Market Demand (Customer Base), Physical Environment (Public and Private Realm), Business Environment, and Administrative Capacity – to assess the vitality of a commercial district. The Local Rapid Recovery Program team tailored this framework to align with the vision to develop plans and a comprehensive dataset that analyzes economic challenges to downtowns and town centers.

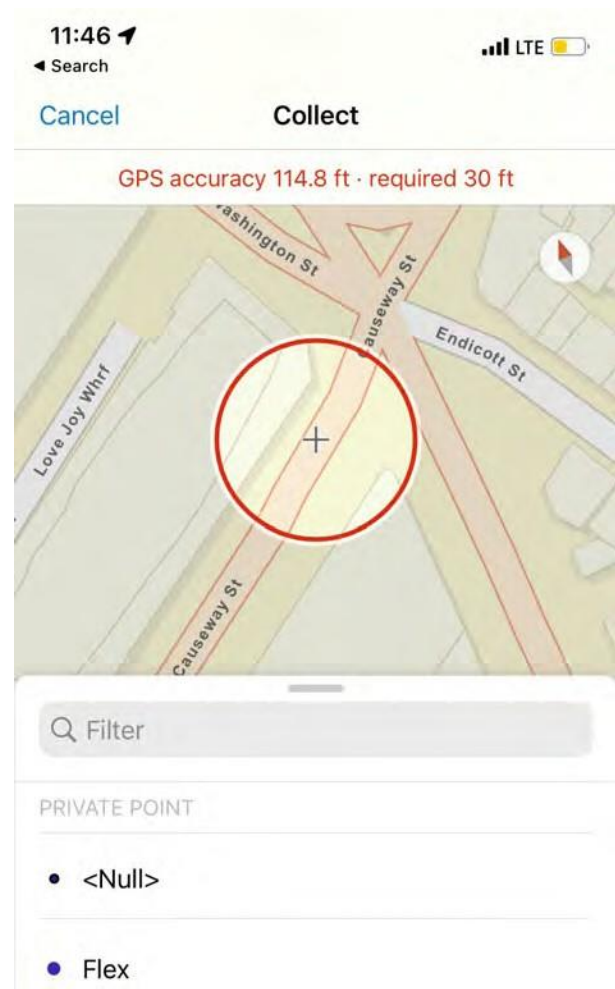
## Data Collection Process

In order to effectively capture public and private infrastructure, market demand data, and business environment statistics within the Brant Rock study area, the Plan Facilitator team developed a robust data collection structure. The team utilized platforms such as ArcGIS Field Mapping and Spatial tools, ESRI Business Analyst, and Co-Star Market Data software to collect data for their community and adhere to the Rapid Recovery Program requirements.

To gather the public and private realm physical environment data, the team deployed field collectors utilizing ArcGIS Collector software and hardware to conduct site visits lasting between four to eight hours to spatially record all physical environment assets. The field collectors used the ArcGIS Collector tool to record field observations, take imagery for each public and private realm asset, and document various characteristics and assets within the defined LRRP study area. The ArcGIS Collector platform compiled all field data alongside other spatial information on business environment details such as vacancy rates and annual average rent into a geodatabase that could be analyzed and mapped remotely.

Public and private realm characteristics collected in the field included elements such as the condition, width, placement/location, and presence of streetscape amenities, lighting, seating areas, and ADA-compliant

infrastructure. Based on the observations and characteristics for each diagnostic category, the data collector determined an objective grade for each public and private realm asset, such as a crosswalk, sidewalk, awning, or façade. The collectors adhered to the grading system developed by the DHCD LRRP team, which ranged from A (highest grade) to Fail (lowest grade). More details on the field categories and type of data collected can be found on pages 21-23.



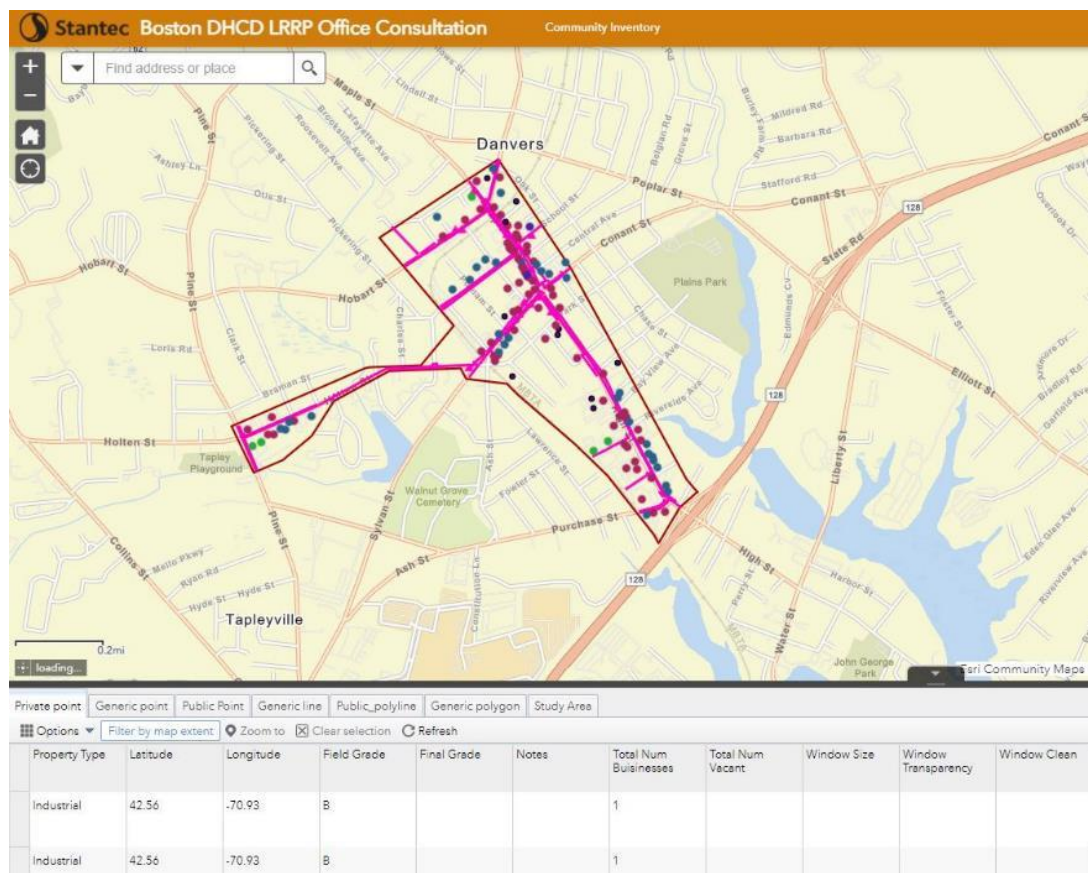
*The ArcGIS Collector tool allowed data collectors in the field to develop an online database for public and private realm data*



## Data Analysis & Outputs

Upon completion of data collection efforts for the public and private realm physical environment assets, Plan Facilitators used the spatial database and ArcGIS WebApp platform (as seen in the image below) to assess collected assets and their associated attributes and characteristics. The Plan Facilitator also reviewed each field grade determined by the data collector by comparing to the field imagery. Each asset received a final grade once the Plan Facilitator conducted a thorough review of each asset characteristic, image, and observations. For example, a crosswalk asset that received a “C” field grade could have a width between four to six feet, poorly maintained paint, and lack a detectable panel and/or curb ramp on either side. The Plan Facilitator confirmed or changed this grade after a final review of the asset attribute data and documented field image.

Developing a database for the spatial elements of the diagnostic data highlights major gaps within the commercial fabric of the business district and identifies areas that lack adequate streetscape amenities or connectivity infrastructure. Ultimately, the data gives communities the opportunity to capitalize on these challenges and promote projects that enhance their downtowns or town centers.



*The ArcGIS database platform allows Plan Facilitators to query data based on asset type, final grade, or condition/maintenance level.*

## Final Diagnostic Grade Analysis

The final stage of the data collection process included developing an aggregate score for each physical environment element. Plan Facilitators conducted an analysis that created an average score of “A” (highest score), “B”, “C”, or “Fail” (lowest score) for diagnostic components based on the collective grades for each individual asset. For example, the public realm category “Sidewalks” received one final, overall grade for the study area, and the private realm category “Building Facades” received a study area grade as well (as seen in the image below).

### ELEMENT: FACADE **EXAMPLE**

GOAL IMPACT: BUSINESS CONTINUITY



How Peabody ranks:

**A**

Storefronts that use high-quality materials, and paint and color to differentiate from other businesses, can dramatically improve the appearance of the commercial district.

**B**

**Most properties have clean and well-maintained façades, but at least one significant property requiring structural façade improvements.**

**C**

More than 25% of properties require significant building façades improvements, including power washing, painting, and structural enhancements.

**F**

All properties in the study area require significant façade improvements.

As required by the Program, all Plan Facilitators presented the final diagnostic results to their communities during a public meeting. This forum allowed municipal representatives and the public to provide input on the program approach, diagnostic framework, and final results. Each Plan Facilitator ultimately submitted the entire database of all diagnostic categories to DHCD to be compiled with the results from all LRRP communities.

## Diagnostic Asset: Physical Environment (Public Realm)



Physical Environment: Public Realm Diagnostic Fields	
Field	Field Description
Indicator Type	Wayfinding/Signage Park Open Space Other
Diagnostic Grade	A B C Fail
Image	Data Collectors took imagery of each asset
Signage Condition	Wayfinding/general signage condition/maintenance
Signage Icon	Presence of icons on signage (pedestrian for walking, arrows for direction, bus for transit stop)
Signage Point of Interest	Directions or distance of current location to Downtown points of interest
Signage Distance	Presence of walking/driving distances on signage
Signage Map Presence	Presence of Downtown map on signage
Signage Technology	Presence of smart technology/interactive screen on signage

Physical Environment: Public Realm Diagnostic Fields	
Field	Field Description
Indicator Type	Sidewalks Crosswalks Pedestrian Signals Roadbed Streetscape Amenities Lighting
Diagnostic Grade	A B C Fail
Image	Data Collectors took imagery of each asset
Sidewalk Assets	Width, condition, presence of a detectable panel and ADA ramp, material type
Crosswalk Assets	Width, condition, presence of a detectable panel and ADA ramp, material type, crosswalk type, presence of sign
Pedestrian Signal Assets	Presence of pedestrian signal
Roadbed Assets	Material type, condition, paint condition
Streetscape Amenities	Trees: number of trees, tree health, tree pit maintenance, tree shade cover Benches: number of benches, bench age, condition, cleanliness of bench
Lighting Assets	Condition of lighting structure, extent of light brightness

These tables provide details on the physical environment elements collected during site visits to the LRRP study area. Data collectors created assets for each public realm component and populated the fields with characteristics such as asset condition or dimensions. Each asset then received a grade (A, B, C, or Fail) based on field observations.

## Diagnostic Asset: Physical & Business Environment (Private Realm)



PHYSICAL  
ENVIRONMENT



BUSINESS  
ENVIRONMENT

Physical & Business Environment: Private Realm Diagnostic Fields	
Field	Field Description
Property Type	Retail Office Industrial
Diagnostic Grade	A B C Fail
Occupancy	Number of businesses and number of vacant storefronts
Window Assets	Window size, transparency of window, maintenance/cleanliness
Outdoor Display & Dining	Storefront Displays: presence of storefront display, cleanliness of display, condition of display Storefront Dining: presence of outdoor dining facilities (chairs, benches, tables), outdoor dining protection from vehicles, canopies present, accessibility infrastructure (ADA ramps, detectable panels)
Storefront Signage Assets	Exterior signage present, visibility of signage from 10-feet away, condition/maintenance, signage branding (integration with storefront design)
Storefront Awning Assets	Storefront awning present, retractable capabilities, condition/maintenance, protection from weather events, awning design (integration with storefront design)
Storefront Facade Details	Building façade condition/maintenance, building façade material, building facade paint condition/maintenance
Storefront Lighting Assets	Exterior and interior lighting fixtures present, lighting present/turned on after standard working hours
Business Characteristics	Average asking price, average rent, average unit square footage, number of units, percentage vacant, property address, annual rent by square footage, zoning classification

This table provides details on the physical environment elements collected during site visits to the LRRP study area. While in the field, data collectors provided edits to the existing storefront assets that assessed storefront infrastructure such as lighting, outdoor displays, and windows. Each asset then received a grade (A, B, C, or Fail) based on field observations. The private realm database later incorporated business characteristics (for each storefront) such as average rent, number of units, and vacancy information.



## Diagnostic Asset: Business Environment (Business Survey)

The DHCD LRRP program included a survey of local business owners located in the targeted Brant Rock LRRP study area. The purpose of the survey was to obtain business input to help guide strategy development, garner buy-in from the local business community and provide data from all LRRP participating districts for DHCD to inform programs and policy.

The LRRP team administered the survey online and via printed hard copies to representatives from for-and non-profit businesses (including temporarily closed businesses). The Plan Facilitators (PFs) and Marshfield/Brant Rock LRRP team promoted the survey to local businesses and distributed the link to encourage response. The business survey opened on Wednesday, March 17, 2021, and closed on Monday, April 12, 2021. DHCD developed the survey in both English and Spanish, and additional languages were accommodated through oral interview methods (with translators).

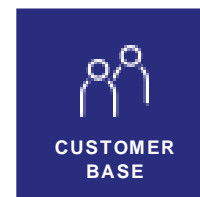
The DHCD LRRP team worked with FinePoint Associates to finalize the design of the survey. After the survey closed, FinePoint developed a summary results report for each LRRP community. The report produced provided results in aggregate form only so that the results will be anonymous. These results contributed to the diagnostic phase data collection efforts and helped inform project idea and plan development.

The business survey included questions that addressed the following topics areas:

- Business characteristics and satisfaction with location
- COVID-19 impacts on businesses and their operations
- Potential strategies to support businesses and improve the commercial district

### Sample Questions:

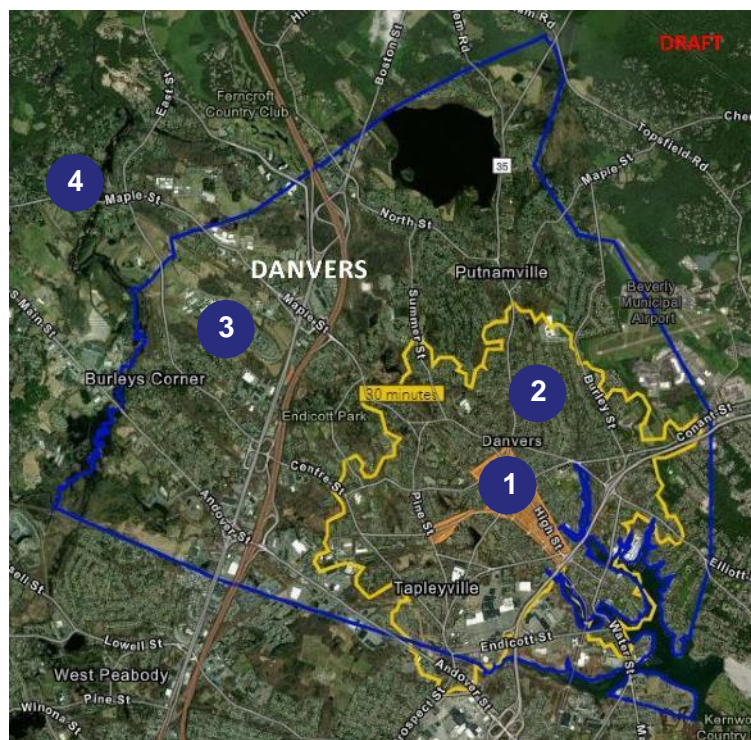
- Do any local regulations (not related to COVID) pose an obstacle for your business operation?
- How did your 2020 business revenue compare to your 2019 revenue?
- Considering the conditions in your commercial area, how important to you are each of the following strategies that address Attraction and Retention of Customers and Businesses? (Strategies included more opportunities for outdoor dining, creation of a district management entity, and recruitment programs to attract businesses)



## Diagnostic Asset: Customer Base

To supplement DHCD’s diagnostic data, the LRRP Plan Facilitator team extracted market demand data (customer base data) from ESRI’s Business Analyst tool to understand demographics, customer statistics, and market profiles. The data looked at customer base profiles for four regions: statewide, municipal-wide, “locality” (1.5 mile radius), and the LRRP study area. The following table below summarizes the specific data collected for this diagnostic category.

- 1 **LRRP Study Area Boundary - Downtown area/ commercial district**
- 2 **Local Market Area - 1.5 mile radius, which includes a 30-minute walk and 10-minute bike ride**
- 3 **LRRP Communitywide - encompasses all of the municipality**
- 4 **Statewide - encompasses all of Massachusetts**



The above map highlights the four regions included in the Customer Base analysis

Customer Base Data	
Data	Data Description
Demographics	Population Trends Age Distribution
Education	Educational Attainment
Customer Statistics	Average Household Size Employment and Income Statistics Jobs-to-residents ratio Median Home Value Home Value Growth
Retail Market Profile	Retail Leakage (total retail surplus) Grocery Store Leakage (total surplus) Restaurant Leakage (total surplus)
Other Statistics	Crime Index Vehicle Ownership Poverty - unemployment status



# Diagnostic Key Findings





# LRRP Study Area

## Why focus on the commercial/retail core?

The Local Rapid Recovery Program targets downtowns, town centers, and commercial districts in order to assess the impacts of the COVID-19 pandemic on local businesses and downtown activity. LRRP study areas include concentrated zones of commercial and retail activity (i.e., “Nodes, Corridors, Town Centers or Commercial Areas”), therefore excluding significant areas of non-commercial, non-retail uses. This program did not look at residential zones or collect data related to residential infrastructure or local residential statistics. By focusing on the commercial/retail core, communities can use the LRRP plans and diagnostic data to implement data-driven, easily implementable solutions to revitalize a downtown.

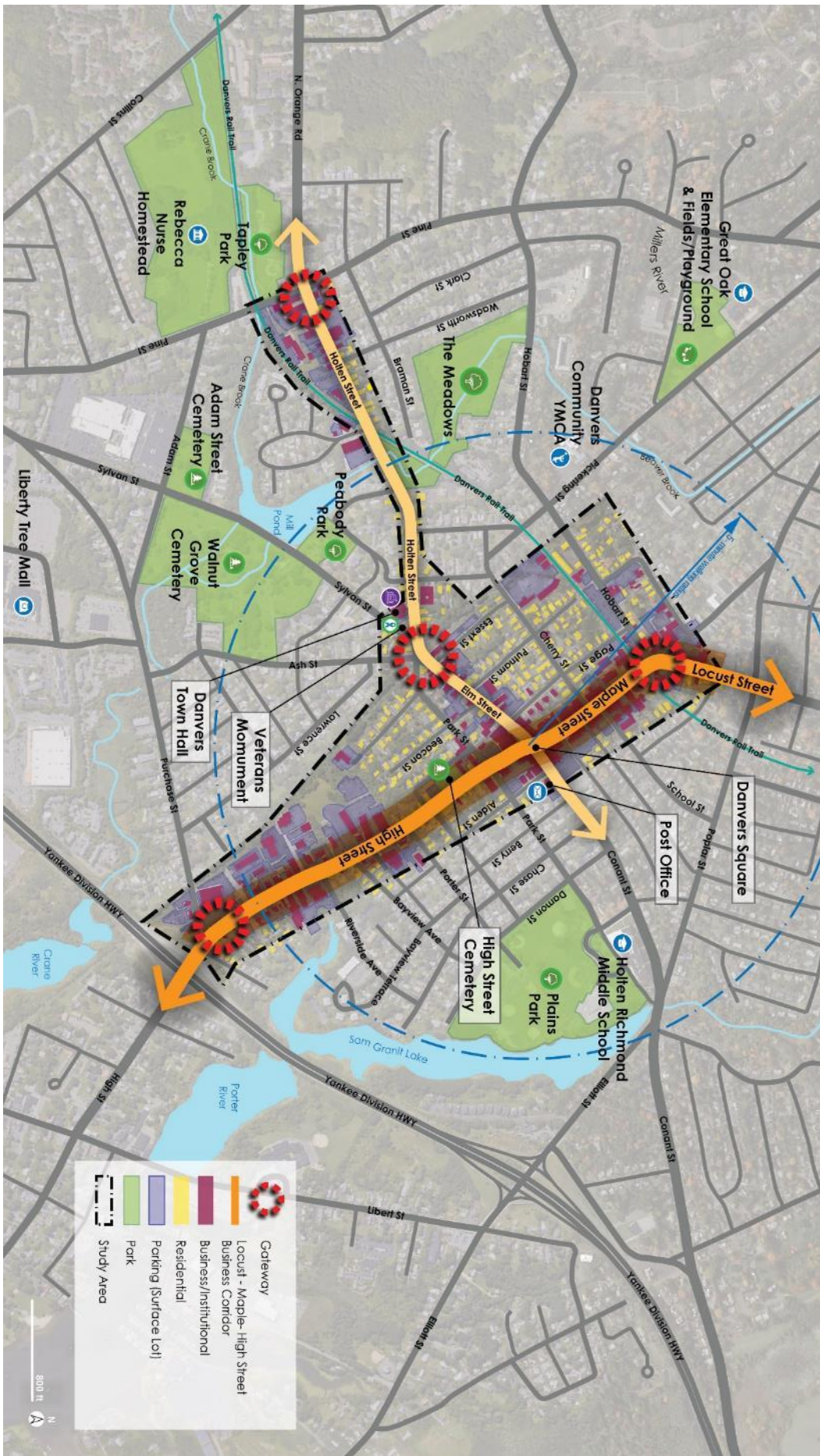
## Danvers and Peabody LRRP Study Area

As originally submitted to DHCD, the Town of Danvers and City of Peabody submitted a joint application with one contiguous study area which stretched primarily south from Danvers Square towards the Northshore Mall before veering each to capture Peabody Square. Upon further consultation with DHCD, the study areas were split to remove portions which did not capture the mix of land uses traditional to a downtown setting. Each community was allowed to proceed forward with a joint application; the content of this report strives to present unique conditions for each community while suggesting project recommendations that oftentimes encompass shared needs for both municipalities.

Although Danvers Square and Peabody Square are focal points in each study area, additional neighborhoods captured by this study include the High Street corridor and Tapleyville in Danvers and the Central Street and Walnut Street corridors in Peabody.

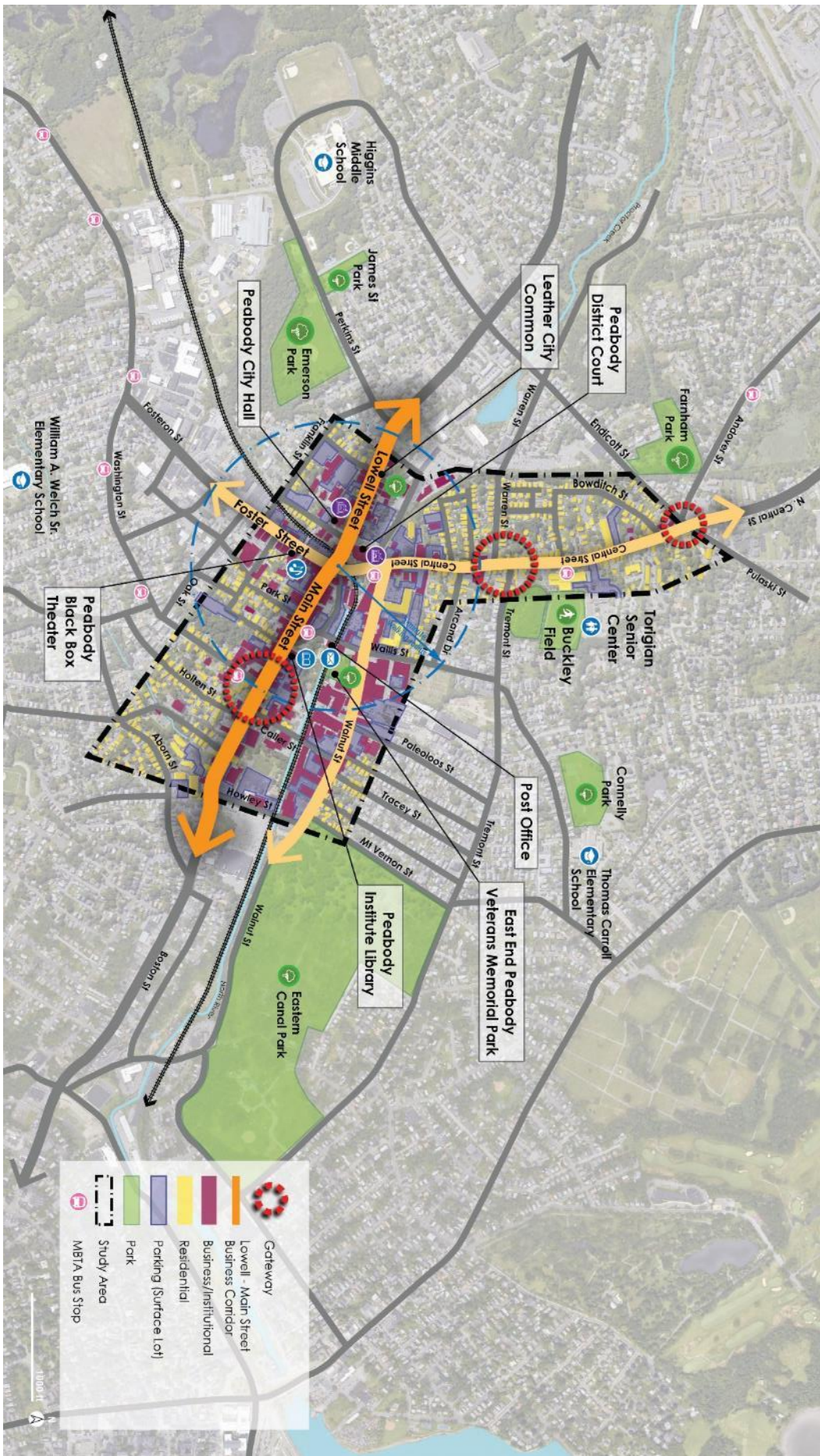


# Danvers LRRP Study Area





## Peabody LRRP Study Area

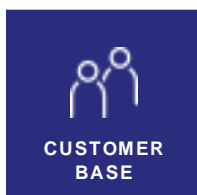


# Key Findings



## Infrastructure is aging and not oriented for multimodal travel

Infrastructure in each community is showing signs of wear. Each municipality lacks extensive bicycle and pedestrian infrastructure, and several sidewalks and crosswalks were observed in a deteriorated state. These amenities also appear to have been constructed over various time periods in Danvers and Peabody, leading to the lack of a cohesive, unified feel for each community. Wayfinding is primarily oriented towards motorists.



## The study area trends younger and, in Peabody, more diverse

The wide geographic scope of each community's study area yields customer bases which trend younger. Each community's local market area, which is made up of a 1.5-mile boundary around each study area representing a 30-minute walk or 10-minute bike ride, are projected to see 40 percent of the growth in Danvers and over 50 percent of the growth in Peabody over the next five years.

However, Danvers and Peabody differ in other important demographic characteristics. Danvers features a higher median household income and higher median home values than Peabody in the study area, local market area, and each community as a whole. While each community is less diverse than the state, Peabody's study area is more diverse with higher rates of renter-occupied housing.



## Businesses have felt the impacts from COVID-19

Despite these issues, each municipality features strong underpinnings of economic success. The historical nature of each downtown draws foot traffic – in Peabody, a larger population base supports a greater number of uses. The sheer number of businesses in the study area of various types – retailers, corporate offices, restaurants, small businesses with one or two employees, and more industrial businesses such as manufacturing – speaks to a diverse environment.

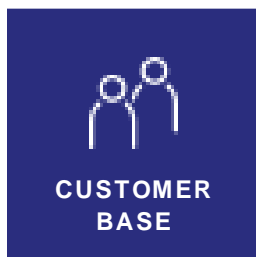
Nevertheless, each community has been adversely impacted by COVID. While few instances of shuttered businesses were noticed between spring 2020 and spring 2021, many businesses reported reduced hours and reduced staffing. The Town of Danvers and City of Peabody have each strived to support local enterprises throughout the past year and a half.



## Each community seeks administrative support for needed initiatives

Each community reports different levels of engagement with local businesses. In Danvers, understand the needs of businesses can be challenging due to the absence of a unified downtown organization to advocate on behalf of merchants. In Peabody, these structures exist, but the scale of business needs in this economically diverse community can exceed City staff's capacity to address them.





## Highlights from the Customer Base

### What is the Customer Base Diagnostic?

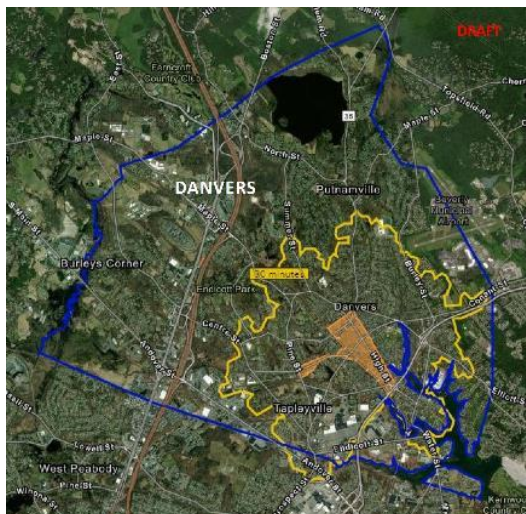
Demographic data from ESRI's Business Analyst software helps us to understand the local customer base, their spending habits, and the degree to which businesses are capturing customer dollars. Data such as a community's population trends, age and education profiles, household statistics, vehicle accessibility, and employment and income profiles help to tell a story on who is frequenting the town or a commercial district. It also highlights the demand for certain retail or commercial uses, therefore assisting in community-wide economic development efforts.

The Customer Base Diagnostic poses the question:

- Who are the customers of businesses in the LRRP Study Area?

### Customer Base Results in Danvers and Peabody

Each community lags behind the statewide growth rate. Within Danvers, growth rate in the study area will trail growth in the rest of the community by one or two percentage points. In Peabody, the study area, local market, and community as a whole are anticipated to experience similar growth rates. The study area in each community features a younger median age that municipal and statewide figures, speaking to potential to sustain vibrant retail environments and connect prospective workers with jobs. Each study area contains smaller household sizes with lower median household incomes; in Peabody, the study area is demonstrably more diverse with less educational attainment than the rest of the community.

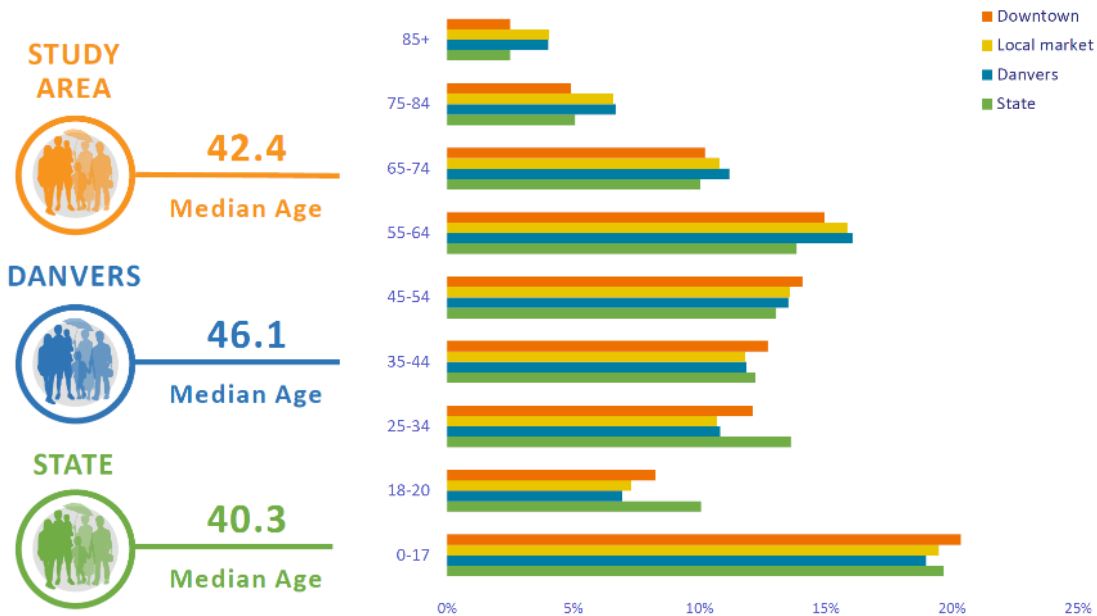


*The Customer Base analysis' study area's extent is limited to the Danvers (left) and Peabody (right) LRRP study areas. To understand the local market this analysis also looks at a 1.5-mile ring (30-minute walk, 10-minute bike ride) around downtown, the entire municipality, and statewide for each community.*

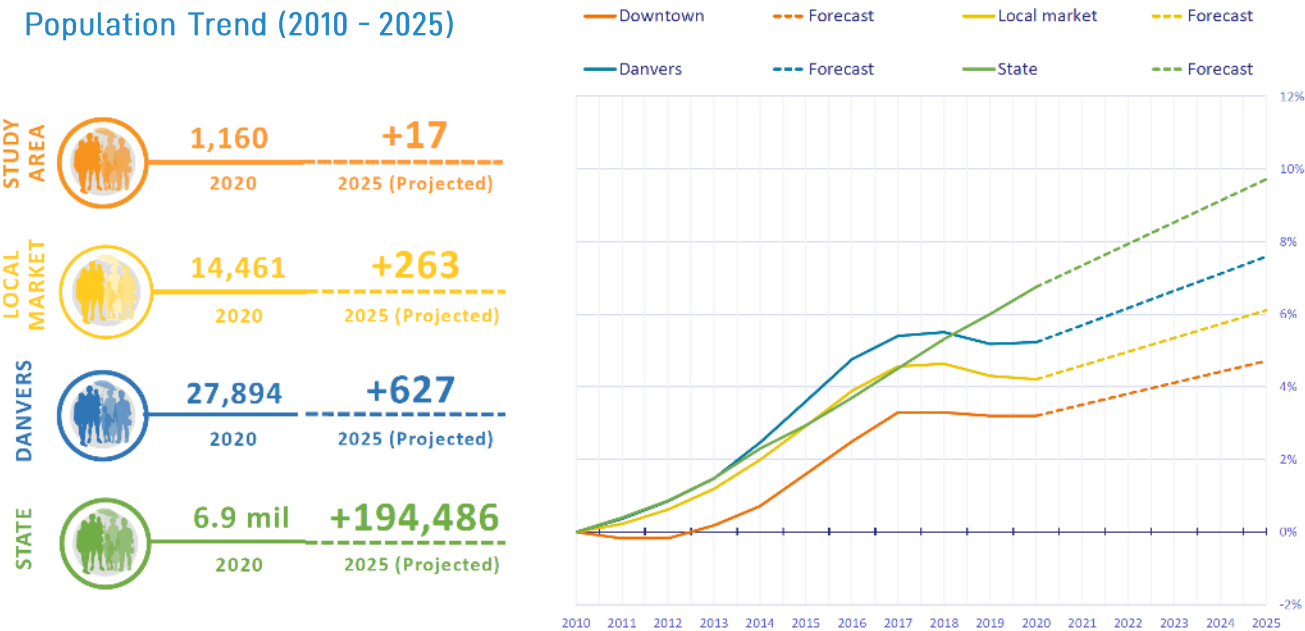


DEMOGRAPHICS – DANVERS

The Danvers LRRP study area captured a significant number of housing units; the age distribution in the study area skews younger than the local market area and Danvers as a whole for all age groups up to 45-54. Danvers lags behind statewide totals between 18-34, including in the LRRP study area, speaking to an inability to attract the kinds of individuals who may spend more freely at retail and dining establishments. Although Danvers grew at a faster rate than the state in the late 2010s, projected growth is anticipated to slow in the near-term.



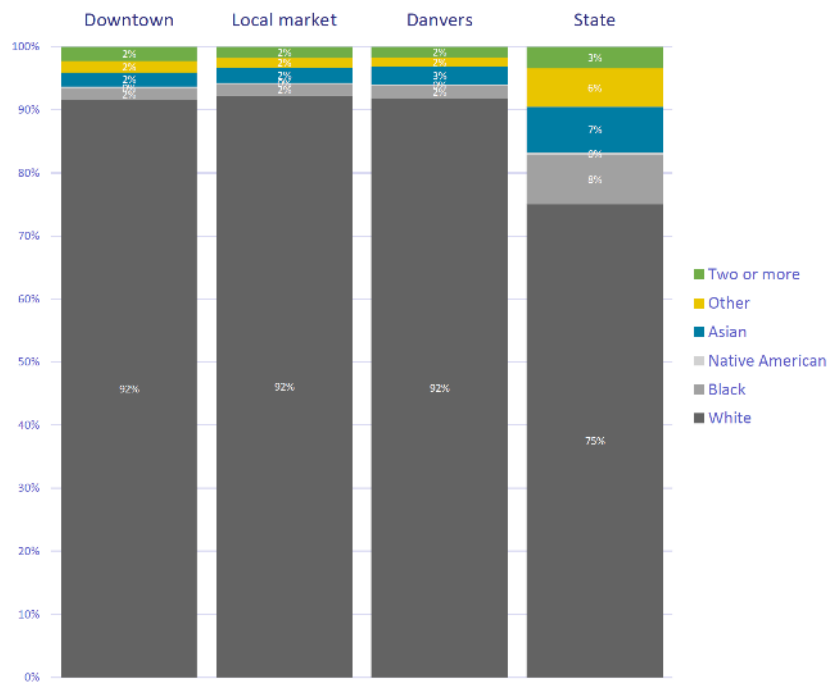
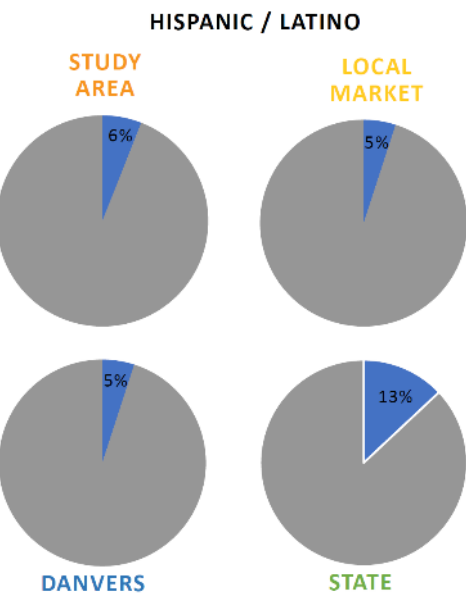
Population Trend (2010 - 2025)





DEMOGRAPHICS – DANVERS

Overall, Danvers and the study area is less diverse than the state, with only approximately eight percent of the population that identify as Asian, Native American, Black, or other races and ethnicities.



EDUCATION – DANVERS

Danvers is relatively equal to the state average for educational attainment, with a slightly higher percentage of individuals having obtained a high school diploma. In the study area, approximately 53 percent of the population have a bachelor’s, associate, or graduate/ professional degree.

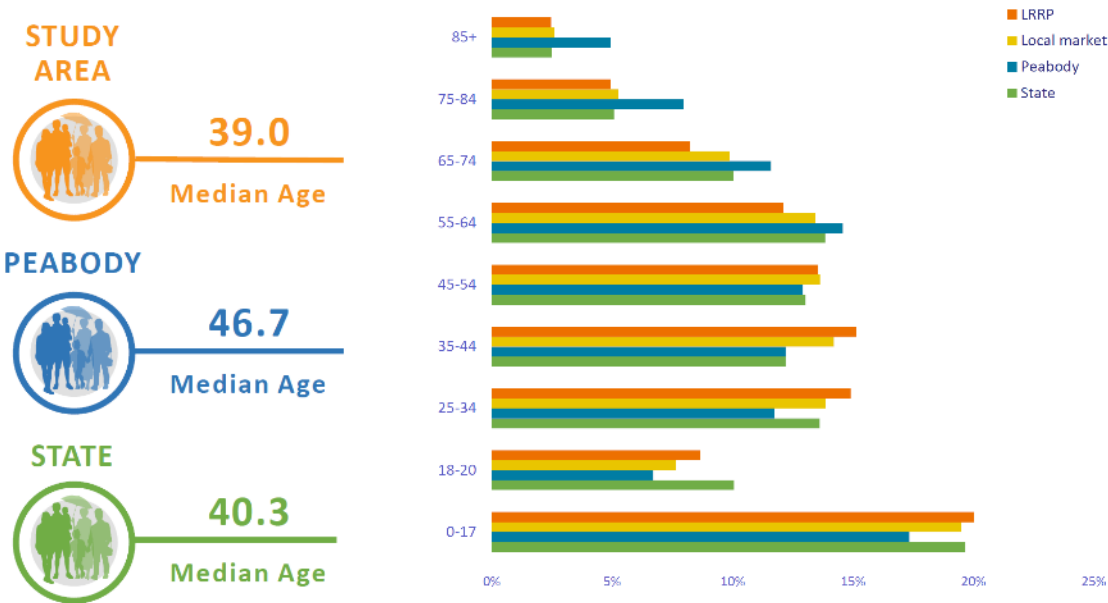




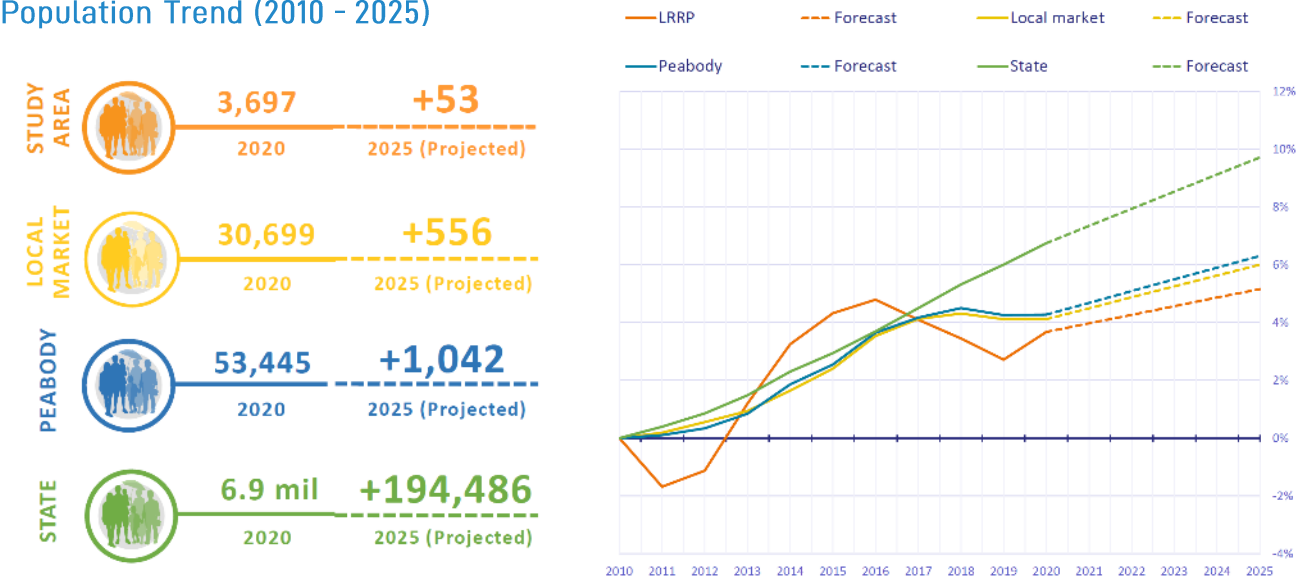


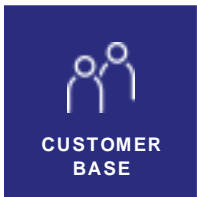
DEMOGRAPHICS – PEABODY

The age distribution in the Peabody LRRP study area skews younger than the local market area and Peabody for all age groups up to 35-44. There are a higher prevalence of the 25-34 age group in the study area than across Massachusetts, speaking to the types of housing, employment, and entertainment options in the study area. While growth in the study area exceeded community and statewide rates in recent years, the study area, local market area, and Peabody are projected to grow at a slower rate than the state moving forward.



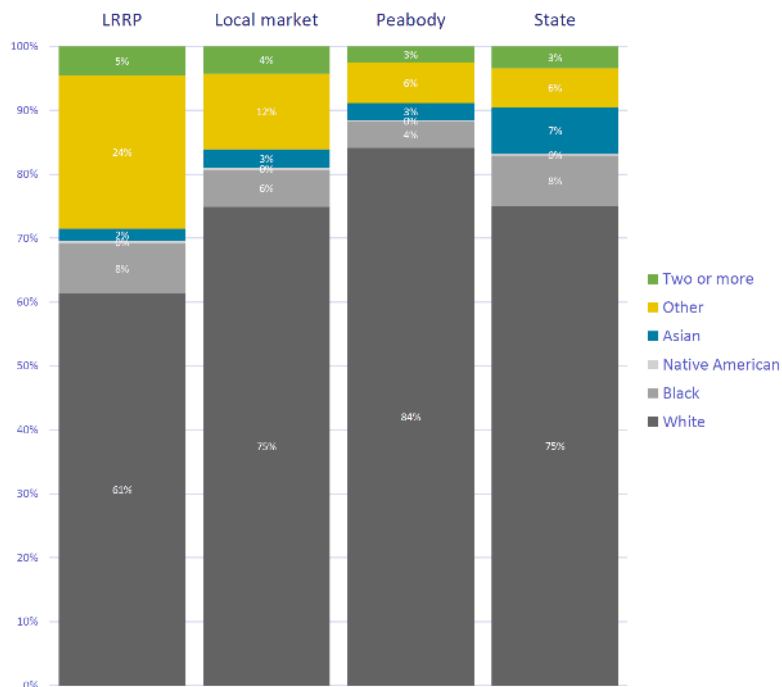
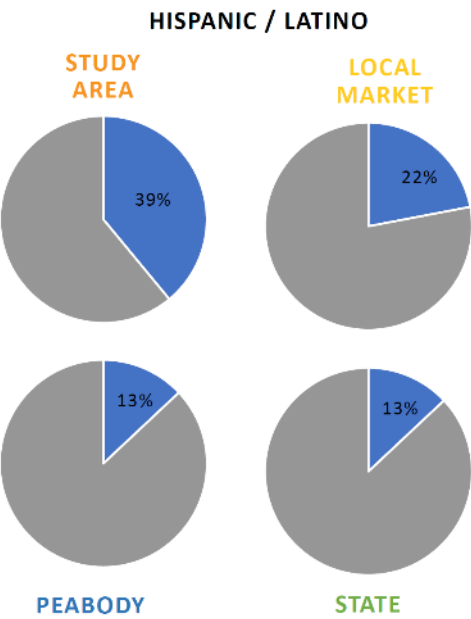
Population Trend (2010 - 2025)





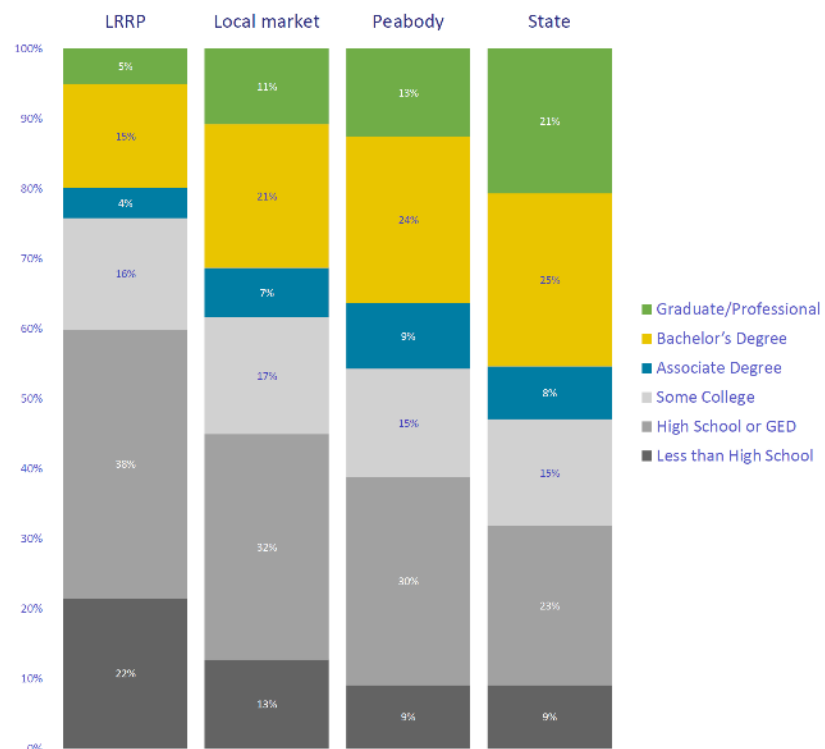
## DEMOGRAPHICS – PEABODY

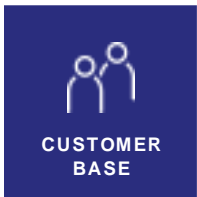
The LRRP study area is more diverse than the state, while Peabody as a municipality is less diverse. Hispanic and Latino populations make up nearly 40 percent of the LRRP study area.



## EDUCATION – PEABODY

Educational attainment in the study area lags behind local and statewide totals. Only 40 percent of individuals in study area have attended college, compared to 68 percent in Massachusetts. While Peabody also trails the state in terms of educational attainment, it more closely mirrors statewide figures than the study area does.





## CUSTOMER STATISTICS – DANVERS

Between 2020 and 2025, the study area in Danvers is expected to add only seven new households, although the community as a whole is projected to add 223 households during this same time period. This speaks to a growing clientele for Danvers businesses, although ensuring access can be achieved by means other than walking is essential.

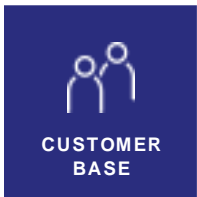
The higher prevalence of jobs to residents indicates that positions may go unfilled by nearby residents; this tracks with community feedback from spring 2021 regarding difficulty in filling open positions

Population	Downtown	Local Market	Danvers	State
Avg. household size	2.0	2.3	2.4	2.5
Residential population	1,160	14,461	27,894	6,993,463
Households	570	6,115	11,067	2,702,578
5-year forecast, population change	+17	+263	+627	+194,486
5-year forecast, household change	+7	+95	+223	+73,332
Median age	42	46	46	40

	Downtown	Local Market	Danvers	State
<b>Employment and income</b>				
Median household income	\$68K	\$82K	\$90K	\$81K
Employees	1,328	8,912	18,512	3,384,476
Students (secondary & above)	112	1,373	2,907	933,098
Jobs-to-residents ratio	1.1	0.6	0.7	0.5

<b>Housing</b>				
Median home value	\$386K	\$406K	\$451K	\$415K
5-year forecast, home value growth	15%	18%	16%	17%
Owner-occupied housing	59%	68%	69%	61%





## CUSTOMER STATISTICS – PEABODY

Between 2020 and 2025, the study area in Peabody is expected to add only 20 new households, although the community as a whole is projected to add 369 households during this same time period. This speaks to a growing clientele for Peabody businesses, although ensuring access can be achieved by means other than walking is essential.

Renter-occupied housing predominates the study area with more than 70 percent of all households. Home value growth is projected to exceed local and statewide trends moving forward.

Population	Downtown	Local Market	Peabody	State
Avg. household size	2.1	2.4	2.4	2.5
Residential population	3,697	30,699	53,445	6,993,463
Households	1,721	12,873	22,052	2,702,578
5-year forecast, population change	+53	+556	+1,042	+194,486
5-year forecast, household change	+20	+202	+369	+73,332
Median Age	39	41	47	40

	Downtown	Local Market	Peabody	State
<b>Employment and income</b>				
Median household income	\$40K	\$61K	\$70K	\$81K
Employees	1,809	10,968	24,410	3,384,476
Students (secondary & above)	521	3,221	4,928	933,098
Jobs-to-residents ratio	0.5	0.4	0.5	0.5

<b>Housing</b>				
Median home value	\$341K	\$374K	\$412K	\$415K
5-year forecast, home value growth	23%	16%	17%	17%
Owner-occupied housing	29%	51%	65%	61%



## Highlights from the Physical Environment

### What is the Physical Environment Diagnostic?

The integrity of public infrastructure and private buildings and storefronts plays an important role in the experience of a downtown, town center, or commercial district. Accessibility from a parking lot to the sidewalk, comfort while using streetscape amenities, and an inviting storefront window all have an impact on the vitality of a town center. It is important to bifurcate the physical environment into the public and the private realm to acknowledge the fundamentally different nature of the tactics and funding mechanisms available for each. The following public and private elements of Danvers and Peabody's physical environment have been analyzed:

- **Public Realm:** Sidewalks, street trees & benches, lighting, wayfinding and signage, roadbed and crosswalks
- **Private Realm:** Storefront windows, outdoor display and dining, signage, awning, facades, and lighting

The Physical Environment Diagnostic poses the question:

- How conducive is the physical environment to meeting the needs and expectations of both businesses and customers?

### Physical Environment Results in Danvers and Peabody

The existing public and private realm infrastructure in Danvers and Peabody is adequate, with public realm infrastructure quality exceeding that of private realm infrastructure. However, each community contends with numerous instances of deteriorating sidewalks, crosswalks, and other public amenities such as street trees and benches. The private realm, despite active interventions by each community, oftentimes lacks sufficient characteristics to attract foot traffic.

## PHYSICAL ENVIRONMENT GRADING FRAMEWORK: PUBLIC REALM

Physical Environment: Public Realm					
Element	Guiding Principles	A	B	C	FAIL
<b>Sidewalks</b>	Sidewalks should be wide enough to accommodate both the flow of customers and spillover retail/dining activity. In addition, sidewalks should be clean and well-maintained to ensure the safety and comfort of pedestrians.	More than 75% of sidewalks in the study area are cleaned, well-maintained and accessible to multiple users across different ages and abilities	About 50% of sidewalks in the study area are cleaned and well-maintained.	More than 25% of sidewalks in the study area pose challenges to the pedestrian experience (including narrow sidewalks and lack of cleanliness/ maintenance).	There are no sidewalks in the study area.
<b>Street Trees &amp; Benches</b>	Sidewalks should facilitate a variety of activities, including resting, people-watching and socializing. Street trees and benches are key amenities that support such activities and should be made available without disrupting the flow of pedestrians.	Street trees and benches are readily available throughout the study area. They are well-designed, well-maintained, and offer shade and comfort to pedestrians.	Although street trees and benches are available across the study area, these amenities have not been cleaned or well-maintained, and require improvements.	Limited availability of street trees and benches creating uncomfortable pedestrian experience.	There are no street trees and benches in the study area.
<b>Lighting</b>	Street lighting improves pedestrian visibility and personal safety, as well as aids in geographic orientation.	More than 75% of the study area utilizes a range of lighting strategies to ensure safety of pedestrians and motorists, as well as highlight the identity and history of an area.	About 50% of the study area is serviced by street lighting that supports pedestrian visibility and safety.	Street lighting on the primary street in the study area does not support pedestrian visibility and safety.	There is no street lighting in the study area.
<b>Wayfinding/ Signage</b>	A wayfinding system supports overall accessibility of a commercial district. It benefits pedestrians and bicyclists, and directs motorists to park and walk. Without clear visual cues, customers may find it difficult to park or may be less aware of local offerings.	There is a comprehensive and cohesive wayfinding system that offers geographic orientation to pedestrians, cyclists, and motorists. Signage reflect the brand and identity of the area.	Wayfinding in the study area is primarily geared towards directing motorists across the study area. There is limited signage to identify key assets and destinations to pedestrians.	Limited to no signage available throughout the study area.	There is no wayfinding/ signage in the study area.
<b>Roadbed &amp; Crosswalks</b>	Roads should be well-maintained to ensure safety of drivers and pedestrians. Crosswalks that are unsafe or inconvenient to customers may undermine accessibility between stores and overall shopper experience.	Roads are designed to balance the needs of motorists, cyclists, and pedestrians and create a safe environment for all users.	Roads are designed primarily to move motor vehicles across the study area efficiently, with limited crosswalks for pedestrians.	Roads are hazardous to all users.	The study area is not connected by any major roads.





## PHYSICAL ENVIRONMENT GRADING FRAMEWORK: PRIVATE REALM

Physical Environment: Private Realm					
Element	Guiding Principles	A	B	C	FAIL
<b>Window</b>	Storefronts that maintain a minimum of 70% transparency ensure clear lines of sight between the business and the sidewalk to enhance attractiveness of storefront, as well as improve safety for the business, customers, and pedestrians.	More than 75% of storefronts maintain windows with at least 70% transparency.	About 50% of storefront windows maintain windows with at least 70% transparency.	More than 25% of storefronts have windows with limited transparency.	All storefronts are boarded up and/or have limited transparency.
<b>Outdoor Display/ Dining</b>	Attractive window displays and spillover retail/restaurant activity on sidewalks or adjacent parking spaces can help contribute to overall district vibrancy.	More than 75% of storefronts feature an attractive window display and/or spillover merchandise and dining areas that align with the brand and identity of the district.	About 50% of storefronts maintain an attractive window display with limited spillover merchandise and/or dining areas.	More than 25% of storefronts have spillover merchandise display and outdoor dining that pose challenges to the pedestrian experience.	There is no spillover retail/restaurant activity in the district.
<b>Signage</b>	Signage can help customers identify the location of storefronts and businesses from a distance. Signage should also reflect the visual brand and identity of tenants to help attract new customers.	More than 75% of storefront signs reflect the unique brand identity of tenants and can be easily seen from more than 10 ft distance.	About 50% of storefronts have clear signage that reflect basic business information and can easily be seen from adjacent sidewalks.	More than 25% of storefronts have signage that does not communicate names of business or types of products/services being offered.	Storefronts in the study area do not have signage.
<b>Awning</b>	Awnings can provide shade during warmer months, enabling comfortable outdoor dining arrangements for customers. However, they must be well-maintained and designed in coordination with other elements of the storefront.	More than 75% of properties in the study area have retractable awnings that have been well-maintained and cleaned.	About 50% of properties in the study area have functioning awnings that have been well-maintained and cleaned	More than 25% of properties in the study area do not have awnings and/or have awnings that are unusable or have not been cleaned and maintained.	Storefronts in the study area are not equipped with awnings.



PHYSICAL ENVIRONMENT GRADING FRAMEWORK: PRIVATE REALM (continued)

Physical Environment: Private Realm					
Element	Guiding Principles	A	B	C	FAIL
Facade	Storefronts that use high-quality and durable building materials, as well as paint and color to differentiate from other businesses, can dramatically improve the appearance of the commercial district to potential customers	More than 75% of properties have well-maintained façades. Limited structural enhancements are required.	Although most properties in the study area have clean and well-maintained façades, there is at least one significant property requiring structural façade improvements.	More than 25% of properties require significant building façades improvements, including power washing, painting, and structural enhancements.	All properties in the study area require significant façade improvements.



## DANVERS PUBLIC REALM GRADES

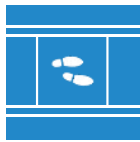
Most public realm elements in Danvers received a diagnostic grade “B”, which illustrates that the streetscape experience is not entirely pedestrian-friendly. The following takeaways provide an overview on the diagnostic grades and observations of Danvers’ streetscape and infrastructure environments.

- **Sidewalks are wide in Danvers Square.** The Danvers Square area, particularly along Maple Street, features wide sidewalks allowing for programming opportunities.
- **The sidewalk network is disconnected.** The existing sidewalk network is not well-maintained, and some streets connecting destinations, residences, and Town facilities do not have sidewalks.
- **Crosswalks need to be more accessible and safer.** There is opportunity to build on the asset of existing crosswalks by facilitating safer conditions near them and designing more accessible pedestrian crossing infrastructure.
- **Multimodal improvements are needed.** Limited bicycle infrastructure leads to the perception of Danvers Square, Tapleyville, and the High Street corridor as places for motorists.
- **Streetscape amenities needed.** There is significant opportunity to increase vitality by increasing the amenities such as lighting, trees, and benches that make visiting and spending more time in commercial areas desirable.





PUBLIC REALM: SIDEWALK GRADE IN DANVERS



About 50% of sidewalks in the study area are cleaned and well-maintained.



Existing Sidewalk Infrastructure and Conditions in Danvers  
Source: Stantec Field Imagery

PUBLIC REALM: STREET TREES & BENCHES GRADE IN DANVERS



Although street trees and benches are available, these amenities have not been cleaned or well-maintained, and require improvements.



Existing Street Trees & Benches / Streetscape Amenities in Danvers  
Source: Stantec Field Imagery



## PUBLIC REALM: LIGHTING GRADE IN DANVERS



More than 75% of the study area utilizes a range of lighting strategies to ensure safety of pedestrians and motorists, as well as highlight the identity and history of the area.



*Existing Lighting Structures in Danvers*

*Source: Stantec Field Imagery*

## PUBLIC REALM: WAYFINDING/SIGNAGE GRADE IN DANVERS



Wayfinding in the study area is primarily geared towards directing cars. There is limited signage to identify key assets and destinations to pedestrians.



*Existing Wayfinding and Signage Infrastructure in Danvers*

*Source: Stantec Field Imagery*

## PUBLIC REALM: ROADBED & CROSSWALKS GRADE IN DANVERS



Roads are designed primarily to move motor vehicles across the study area efficiently, with limited crosswalks for pedestrians.



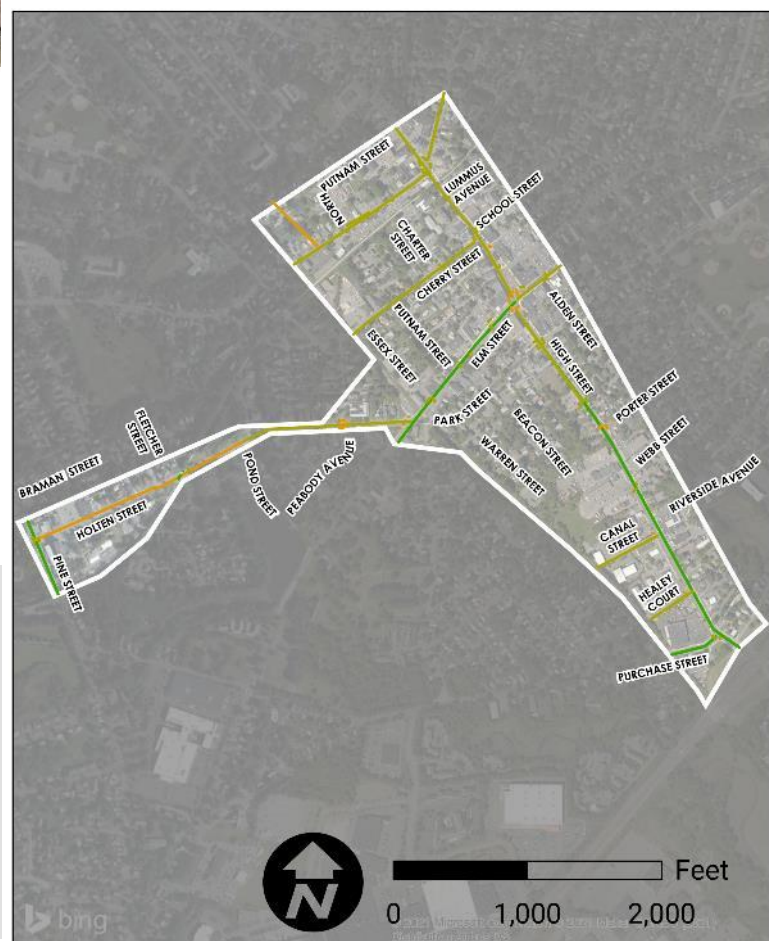
*Existing Roadway and Crosswalk Conditions in Danvers*  
Source: Stantec Field Imagery

*Field grades for sidewalks and crosswalks in Danvers*

### Legend

#### Field Grade, Indicator

- A, Crosswalk
- A, Roadbed/Sidewalk
- B, Crosswalk
- B, Roadbed/Sidewalk
- C, Crosswalk
- C, Roadbed/Sidewalk
- Fail, Crosswalk
- Fail, Roadbed/Sidewalk







## PEABODY PUBLIC REALM GRADES

Public realm elements in Peabody received diagnostic grades of “A” and “B”. While some components of the public realm work well, such as sidewalks and lighting, the upkeep of signage and crosswalks as well as the adequacy of wayfinding for non-motorists can be improved. The following takeaways provide an overview on the diagnostic grades and observations of Peabody’s streetscape and infrastructure environments.

- **Character is present throughout community.** Colorful artwork and unique lighting gives the appearance of Peabody as a singular destination.
- **Placemaking opportunities are underutilized or absent.** Plazas and benches are disconnected from activity centers and see less use, despite visual appeal.
- **Crosswalks need to be more accessible and safer.** There is opportunity to build on the asset of existing crosswalks by facilitating safer conditions near them and designing more accessible pedestrian crossing infrastructure.
- **Multimodal improvements are needed.** Truck activity and limited bicycle infrastructure leads to the perception of Peabody Square as a place for motorists.
- **Wayfinding is oriented towards motorists.** Extensive, branded signage for parking is available throughout Peabody Square but little signage is provided for pedestrians.



## PUBLIC REALM: SIDEWALK GRADE IN PEABODY



More than 75% of sidewalks in the study area are cleaned, well-maintained and accessible to multiple users across different ages and abilities.



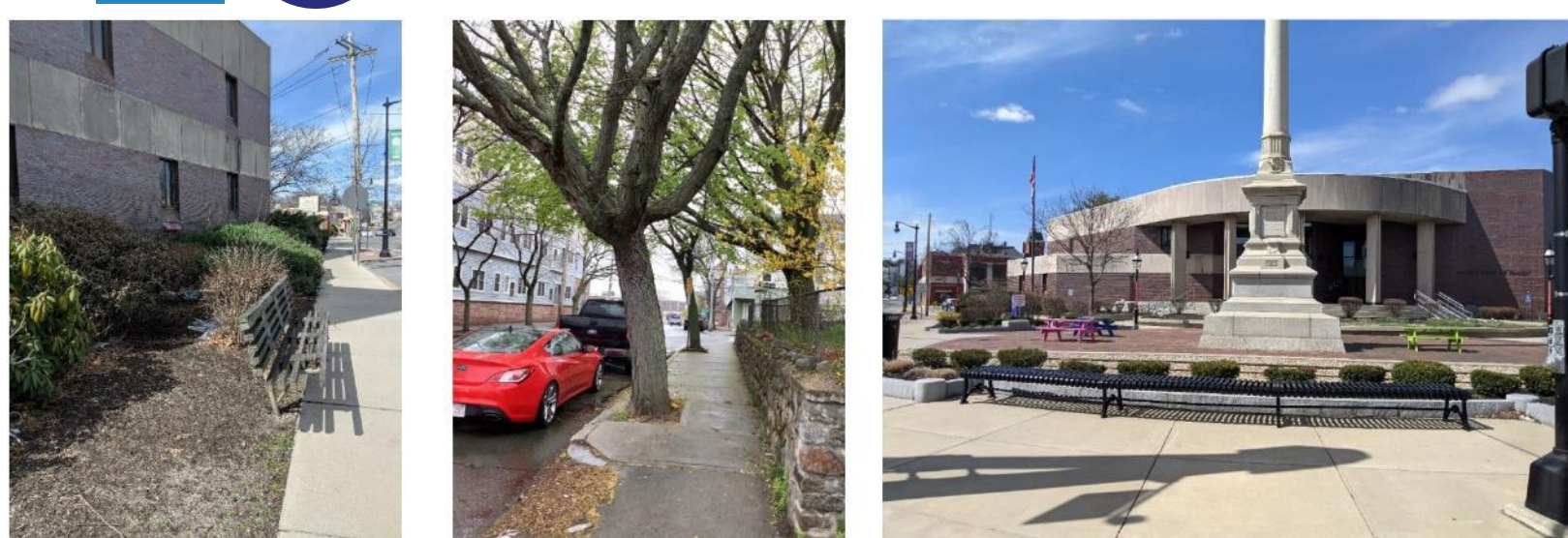
*Existing Sidewalk Infrastructure and Conditions in Peabody*

*Source: Stantec Field Imagery*

## PUBLIC REALM: STREET TREES & BENCHES GRADE IN PEABODY



Although street trees and benches are available, these amenities have not been cleaned or well-maintained, and require improvements.



*Existing Street Trees & Benches / Streetscape Amenities in Peabody*

*Source: Stantec Field Imagery*



## PUBLIC REALM: LIGHTING GRADE IN PEABODY



More than 75% of the study area utilizes a range of lighting strategies to ensure safety of pedestrians and motorists, as well as highlight the identity and history of the area.



Existing Lighting Structures in Peabody  
Source: Stantec Field Imagery

## PUBLIC REALM: WAYFINDING/SIGNAGE GRADE IN PEABODY



Wayfinding in the study area is primarily geared towards directing cars. There is limited signage to identify key assets and destinations to pedestrians.



Existing Wayfinding and Signage Infrastructure in Peabody  
Source: Stantec Field Imagery

## PUBLIC REALM: ROADBED & CROSSWALKS GRADE IN PEABODY

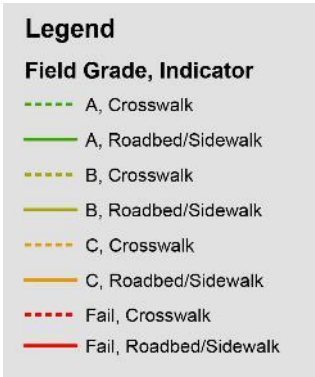


Roads are designed primarily to move motor vehicles across the study area efficiently, with limited crosswalks for pedestrians.



Existing Roadway and Crosswalk Conditions in Peabody  
Source: Stantec Field Imagery

Field grades for sidewalks  
and crosswalks in Peabody







## DANVERS PRIVATE REALM GRADES

Private realm elements in Brant Rock received a diagnostic grade “B” or “C”, illustrating that most businesses need significant improvements and revitalization efforts to create a more inviting Esplanade. The following takeaways provide an overview on the diagnostic grades and observations of Danvers’ built environment.

- **Opportunities are present for more outdoor dining/retail.** Wide sidewalks and public plazas allow for outdoor dining and retail opportunities.
- **Branding, facades, and awnings do not promote unique identity.** Buildings are a variety of different styles and limited spillover retail fails to distinguish Danvers Square as a distinct destination. A lack of window transparency does not support attracting passers by.
- **Many businesses are oriented towards automobiles.** Particularly along High Street, Elm Street, and Holten Street in Tapleville.





PRIVATE REALM: WINDOW GRADE IN DANVERS



More than 25% of storefronts have windows with limited transparency.



Existing Window Conditions for Danvers businesses  
Source: Stantec Field Imagery

PRIVATE REALM: OUTDOOR DISPLAY & DINING GRADE IN DANVERS



More than 25% of storefronts have spillover merchandise display and outdoor dining that pose challenges to the pedestrian experience.



Existing Outdoor Dining in Danvers  
Source: Stantec Field Imagery



PRIVATE REALM: SIGNAGE GRADE IN DANVERS



About 50% of storefronts have clear signage that reflect basic business information and can easily be seen from adjacent sidewalks.



Existing Identification Signage in Danvers  
Source: Stantec Field Imagery

PRIVATE REALM: AWNING GRADE IN DANVERS



More than 25% of properties in the study area do not have awnings and/or have awnings that are unusable or have not been cleaned and maintained.



Existing Storefront Awnings on Danvers Businesses  
Source: Stantec Field Imagery



## PRIVATE REALM: FACADE GRADE IN DANVERS



**B**

Most properties have clean and well-maintained façades, but at least one significant property requiring structural façade improvements



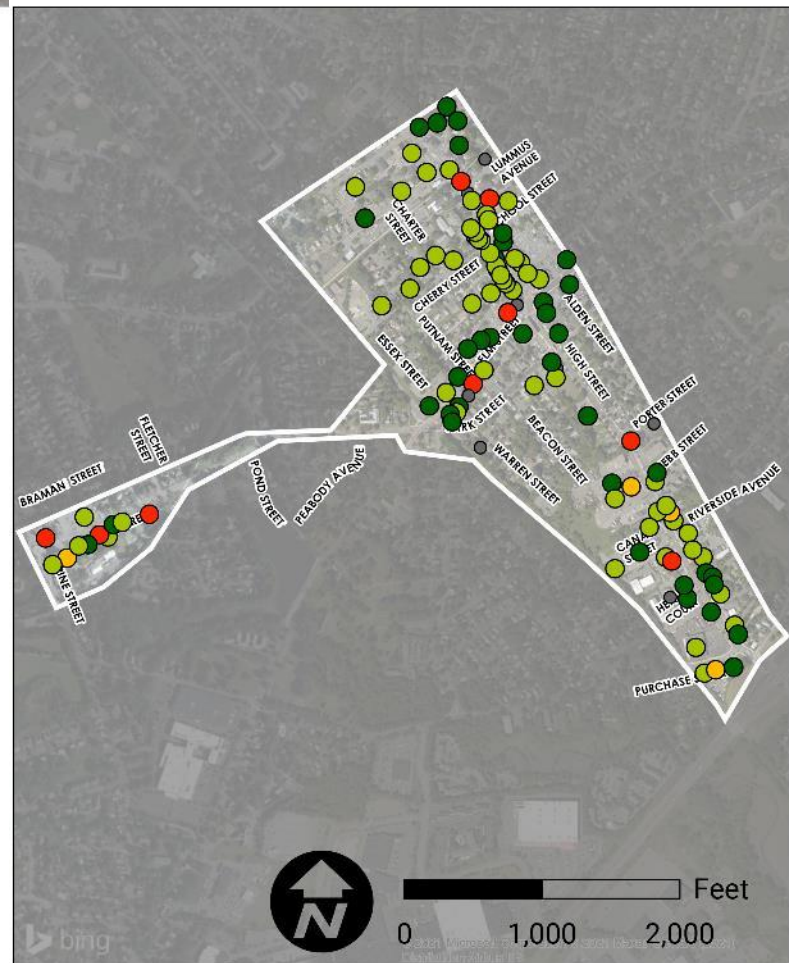
*Existing Facade Conditions at Danvers Businesses*  
Source: Stantec Field Imagery

*Field grades for façade conditions in Danvers*

### Legend

#### Facade Condition

- Maintained
- Adequately Maintained
- Deteriorating
- Poorly Maintained
- No Data Available







## PEABODY PRIVATE REALM GRADES

Private realm elements in Peabody received diagnostic grades of “A”, “B”, or “C”, indicating the mixed success that design standards and focused attention on storefronts in the study area has achieved. The following takeaways provide an overview on the diagnostic grades and observations of Peabody’s built environment.

- **Sidewalks and on-street parking spaces are not utilized for outdoor dining or retail displays.** Outdoor seating was primarily observed along side alleys; parking has been repurposed for curbside pickup, promoting short visits along Main Street.
- **Unique identity present in signage.** Many businesses feature pedestrian-scale signage, creating a pleasant strolling experience.
- **Many properties are not designed to attract customers.** Many properties feature blank walls along street frontage, and facades lack common unifying style.



## PRIVATE REALM: WINDOW GRADE IN PEABODY



More than 25% of storefronts have windows with limited transparency.

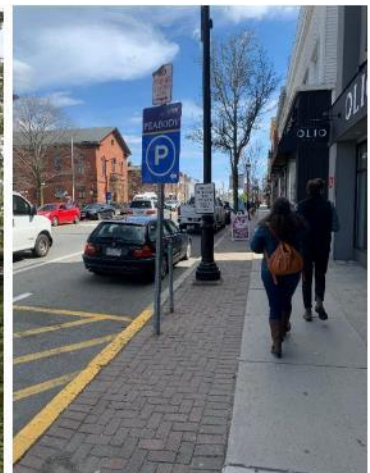


*Existing Window Conditions for Peabody businesses*  
*Source: Stantec Field Imagery*

## PRIVATE REALM: OUTDOOR DISPLAY & DINING GRADE IN PEABODY



More than 25% of storefronts have spillover merchandise display and outdoor dining that pose challenges to the pedestrian experience.



*Existing Outdoor Dining in Peabody*  
*Source: Stantec Field Imagery*





## PRIVATE REALM: SIGNAGE GRADE IN PEABODY



More than 75% of storefront signs reflect the unique brand identity of tenants and can be easily seen from more than 10 ft distance.



*Existing Identification Signage in Peabody*  
Source: Stantec Field Imagery

## PRIVATE REALM: AWNING GRADE IN PEABODY



About 50% of properties in the study area have functioning awnings that have been well-maintained and cleaned.



*Existing Storefront Awnings on Peabody Businesses*  
Source: Stantec Field Imagery



# PRIVATE REALM: FACADE GRADE IN PEABODY



**B**

Most properties have clean and well-maintained façades, but at least one significant property requiring structural façade improvements



Existing Façade Conditions at Peabody Businesses  
Source: Stantec Field Imagery

Field grades for façade conditions in Peabody

## Legend

### Façade Condition

- Maintained
- Adequately Maintained
- Deteriorating
- Poorly Maintained
- No Data Available





## Highlights from the Business Environment

### What is the Business Environment Diagnostic?

The conditions of the local business environment - including business density, quality, and type of offerings - play a critical role in how successful businesses are meeting the needs of the district's customers. Collecting data related to the tenant mix and concentration of stores provides an insight into the health of local businesses, as well as highlights the presence (or lack of) major anchors and drivers that attract visitors and residents to frequent businesses in the district. In support of this diagnostic, the State sent out business surveys at the beginning of the LRRP and shared results with Plan Facilitators.

The Business Environment Diagnostic poses the question:

- “What are the impacts of COVID-19 on businesses in the Study Area, and how well does the business mix meet the needs of various customer groups?”

### Business Environment Results in Danvers and Peabody

The large size of the LRRP study areas in each community lead to several hundred businesses captured by this study. These range from retail operations along main commercial corridors, corporate offices, restaurants, businesses with one or two employees, and industrial businesses like manufacturing. Each study area is positioned to support most needs of each community. Most businesses cited impacts from COVID but managed to stay operational with reduced hours or staffing. Concerted efforts in each community to better serve local businesses have been met with mixed success, particularly given the different structures in place in Peabody Square (which has a Main Streets organization) and Peabody Square (which does not) to support merchant interests.

### LRRP BUSINESS SURVEY

The LRRP Business Survey aimed to obtain input to guide plan development, gain buy-in from the local business community, and collect data across all LRRP communities to inform statewide programs and policy. The survey addressed topics including business satisfaction (what are the aspects of Brant Rock's commercial district and what is the regulatory environment), business conditions and the impacts from COVID-19, and input from the business community regarding potential strategies and types of assistance.



## In Danvers:

- Danvers businesses experienced a reduction in capacity and visitors due to COVID-19.
- Fifty-four percent of businesses did not cite any issues with regulations. Of those that did, parking regulations, signage regulations, and licensing/permitting regulations stood out.
- Businesses cited improvement of streetscape and sidewalks, changes in parking availability and management, and marketing strategies as important potential strategies.

2021  
Business Survey  
Responses

### The top 3 business impacts due to COVID-19:

1. Decline in revenue
2. Reduced operating hours/capacity
3. Incurred expense to implement safety measures

**71%** of businesses had fewer on-site customers in January and February of 2021 than before COVID.

**87%** of businesses generated less revenue in 2020 than they did in 2019. For **43%** of businesses, revenue declined by 25% or more.

Total Number of  
Businesses in Study Area

**287**



Percentage of Businesses  
Operating at Reduced Capacity  
Due to COVID (survey data)

**53%**



Number of Vacant  
Storefronts  
Observed

**6**



2021  
Business Survey  
Responses

### The top 3 business impacts due to COVID-19:

1. Reduced operating hours/capacity
2. Incurred expense to implement safety measures
3. Decline in revenue

**84%** of businesses had fewer on-site customers in January and February of 2021 than before COVID.

**50%** of businesses generated less revenue in 2020 than they did in 2019. For **33%** of businesses, revenue declined by 25% or more.

Total Number of  
Businesses in Study Area

**364**



Percentage of Businesses  
Operating at Reduced Capacity  
Due to COVID (survey data)

**67%**



Number of Vacant  
Storefronts  
Observed

**5**



## In Peabody:

- Peabody businesses reported reduced operating hours, incurred safety expenses, and revenue declines as COVID impacts.
- Businesses noted that parking regulations and licensing/permitting regulations as obstacles to their operations.
- Businesses cited parking availability and management, safety and cleanliness, and streetscape and sidewalks as important factors for success.





## RETAIL SURPLUS/LEAKAGE

Retail surplus/leakage is measured on a scale from -100 (maximum surplus supply) to +100 (maximum leakage). The more balanced supply and demand for retail is, the closer this number will be to 0.

Danvers Retail Market	Study Area	Local Market	Danvers	State
Total Retail Surplus/Leakage	-79.2	-38.4	-45.0	+5.8
Grocery Store Surplus/Leakage	+14.0	+60.4	+48.8	+2.4
Restaurant Surplus/Leakage	-76.1	-38.1	-29.1	-0.7

- The Danvers LRRP Study Area has more supply than demand for total retail and restaurants, but it has greater demand than supply for grocery stores.
- The retail surplus in Downtown Danvers is far greater than in the local market area or Town of Danvers as a whole.

Peabody Retail Market	Study Area	Local Market	Peabody	State
Total Retail Surplus/Leakage	-11.6	-20.0	-25.1	+5.8
Grocery Store Surplus/Leakage	+0.4	+52.0	+28.1	+2.4
Restaurant Surplus/Leakage	-15.6	-7.0	-20.7	-0.7

- The Peabody LRRP Study Area has more supply than demand for total retail and restaurants, but it has greater demand than supply for grocery stores. However, the demand is only slightly higher than supply.



Vacancy data in Danvers



Vacancy data in Peabody



## ADMIN CAPACITY

# Highlights from the Administrative Capacity

## What is the Administrative Capacity Diagnostic?

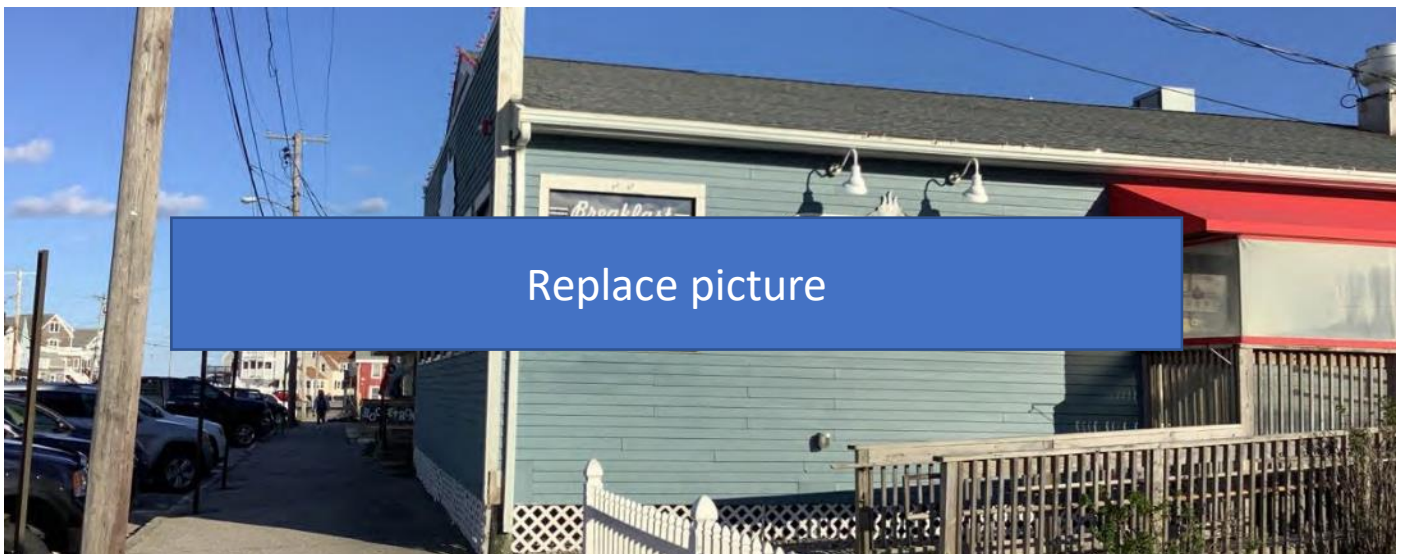
Administrative capacity refers to a combination of leadership, organizational capacity, resources, and regulatory and policy frameworks that enable catalytic investments and improvements to take root. Understanding leadership roles and champions as well as funding mechanisms and existing partnership are critical components to assessing the administrative capacity of a community.

The Administrative Capacity Diagnostic poses questions such as:

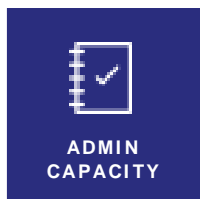
- Who are the key stewards of the LRRP Study Area? Are they adequately staff and resourced to support implementation of projects?
- Are the regulatory, zoning, and permitting process an impediment to business activity? Why or why not?
- If lack a stakeholder entity, is a discussion needed on District Management?

## Administrative Capacity Results in Danvers and Peabody

The Danvers and Peabody business communities face ongoing challenges relating to upgrading private realm infrastructure to continue to attract visitors as well as maintain operations given existing staff shortages. Town and City government in Danvers and Peabody each seek to best understand business challenges and assist with business growth but can find themselves stymied by their own capacity issues and the absence of readily-available funding to carry out initiatives..







ADMIN CAPACITY -  
WHERE ARE THE  
GAPS?

Capacity of Town  
and City Staff

Presence of a  
Danvers-Based  
Main Streets or  
Business  
Association

Assistance for  
Navigating  
Design and  
Development  
Standards

Support for  
Private Realm  
Improvements

Support for Small  
Business Development

## Each community seeks to do more to assist local businesses

Staff capacity and external support to better coordinate business needs stand as two significant obstacles for improving the well-being of Danvers and Peabody business owners.

In Danvers, downtown business owners can lack a collective voice in expressing shared interests and concerns to Town government. The absence of a Main Streets organization or Business Improvement District to lobby on behalf of business owners hinders the Town's ability to effectively respond to business community needs.

In Peabody, the City has had a vacant business liaison position since early 2020. Despite assistance from

organizations such as Peabody Main Streets and the Peabody Area Chamber of Commerce, City staff identify more needs than they have the capacity to handle. Supporting local businesses with COVID recovery and revitalizing corridors in the LRRP study area stand as two key initiatives that the City is striving to meet.

In each community, concerted focus has been paid to instituting design standards to support a vibrant look and feel to its commercial corridors. Assistance to bring about these improvements as a matter of maintenance, rather than as part of new development, is desired.

# Summary of Needs

## Key Findings

Danvers and Peabody are emblematic of New England downtowns which have “strong bones” but content with legacy infrastructure and incongruous development patterns which have shifted consumer spending to auto-oriented locations. In Danvers, some divestment is present in Danvers Square and Tapleyville, although landmark projects such as the Danvers Rail Trail have kept the Danvers Square area vibrant. In Peabody, the building stock varies with high levels of preservation coinciding with small-scale uses in areas off the Main Street corridor. Pass-through traffic is a problem in Peabody, particularly truck traffic.

While each community has invested considerable attention in keeping their downtown areas vibrant, such as through design guidelines, Danvers and Peabody could each benefit from an influx of funding to address public and private realm needs and support economic development from their own populations.

## Alignment of Goals & Key Findings

In order to develop project ideas that address the primary needs of Danvers and Peabody, the Plan Facilitator team compared the diagnostic grades and findings for the physical environment (public and private realm), business environment, customer base data, and administrative capacity observations to the Danvers and Peabody LRRP project goals. This comparison illustrated that project ideas should consider solutions that help existing businesses and the public and private realm.



# Project Recommendations & Implementation





# Identification & Prioritization of Projects

## Integration of Project Goals & Recommendations

All project ideas developed through the LRRP program integrate the overarching goals of supporting business competitiveness, building vibrant communities, creating a trained and skilled workforce, and using technical assistance to create a defined and actionable project list.

The Town of Danvers and City of Peabody each developed short and medium/long-term goals to guide project recommendation thinking at the study's outset in March 2021. Short-term goals focus primarily on business resiliency in the wake of COVID and revitalizing business prospects moving forward. Longer-term goals concern building upon the public and private realm to support the economic vibrancy of each study area and Danvers and Peabody as a whole.



***Short & mid/long-term priorities focus on business and public realm needs***

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## Public Engagement Efforts

### PUBLIC MEETINGS

Two meetings were held with stakeholders in each municipality's merchant community in late May of 2021.

In Danvers, invitations were extended to several business owners whom had previously been invited to take the business survey.

In Peabody, the meeting was held with stakeholders from Peabody Main Streets.

Each meeting involved the presentation of program goals and schedule, as well as the diagnostic approach, results, and key findings.

Meetings to conclude the project were held as part of the Town of Danvers Select Board on October 5, 2021 and in Peabody. Project recommendations were presented at these meetings to help Town and City staff anticipate desired next steps.

### SUBJECT MATTER EXPERT GUIDANCE

To better define and create strong and implementable rubrics, the Danvers and Peabody LRRP team worked with other Plan Facilitators across the Rapid Recovery program through the Subject Matter Expert efforts. Subject Matter Experts were provided for this project on the following topics:

- Public Realm Activation
- Private Realm Activation
- Adaptive Capacity of Businesses
- Small Business Formation
- Lease It Local Programming
- Business Development Task Forces
- Permitting for Filming

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## Stakeholder Feedback

Stakeholder meetings among business interests were held in each community in late May to present Stantec's assessment of public and private infrastructure conditions, present demographic conditions, study business activity and survey results, and gather feedback for project ideas. Several threads emerged from these meetings:

- **Infrastructure conditions were lacking in each community.** A mix of different aesthetic styles implemented over the course of many decades left each study area feeling disjointed. Deteriorated infrastructure, such as crosswalks and sidewalks, were present.
- **Each community's study area was oriented towards automobile travel.** In Peabody, trucks are commonly observed along Main Street, and bicyclists often divert to Walnut Street to avoid vehicle traffic. Signage and wayfinding are primarily geared towards being seen from an automobile. Complete Streets amenities are missing, and the High Street commercial corridor is largely inaccessible for non-motorists.
- **Capacity among the business community and within each municipality's government could be strengthened.** Although Peabody Main Streets serves as a resource for local businesses, adaptive capacity among businesses in each community could be improved. Stakeholders reported difficulty navigating local permitting processes and a desire to band together. Each community's planning department also expressed the need for additional administrative support.
- **Businesses have struggled to sustain operations with labor shortages and other operational impacts.** Businesses in each community reported that while revenues were in the process of rebounding as of spring 2021, labor levels have not bounced back in a similar way. This indicates a need among local businesses to tap available resources to sustain operations.



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## Project Ideas

This stakeholder feedback, combined with diagnostic data collection, was incorporated into several project ideas to assist each community in their recovery from the effects of COVID-19. Some ideas encompassed each community, which others were specific to one of Danvers or Peabody.

Six ideas were singled out for special consideration from Subject Matter Experts, who consulted with Danvers and Peabody stakeholders to better understand issues. These ideas were:

- **Private Realm Improvement Program** – originally conceived to be targeted towards worn-down facades present in each community, a private realm improvement program is meant to promote a sense of place in each municipality through assistance and support for property upkeep and maintenance.
- **Public Realm Improvement Plan** – given the age of select pieces of infrastructure in each community, a coordinated improvement program was desired to better inventory existing conditions and funding sources while formalizing a long-term plan for maintenance.
- **Adaptive Capacity Organization for Businesses** – this Danvers-specific idea was raised by business interests who expressed a need to better coordinate with one another. The project sheet for this idea discusses formation of a Main Streets organization or a Business Improvement District to support future coordination.
- **Small Business Formation** – as shown in demographic data collection in Peabody, study area and community characteristics trend younger, more diverse, and less-educated than Massachusetts as a whole. Connecting local residents with resources to help with new business formation, particularly when capital is difficult to acquire, was the primary focus of this idea.
- **Lease It Local Program** –business stakeholders during Peabody’s meeting expressed a desire to revive an earlier Lease It Local program which links local small businesses with short-term rental opportunities in Peabody.
- **Permitting for Filming** – a targeted evaluation of Danvers’ zoning code yielded improvements to permitting processes for filming opportunities. This idea came about through the difficulty to grant permits for smaller or shorter-duration filming efforts, depriving the community of local spending by outsiders.

**In total, 16 projects are advanced for further discussion in this report.**

# Project Overview

## Project Categories

### **Physical Environment: Public Realm**

Projects for the public realm enhance streets and public spaces in communities to spur other investment and create opportunities for business activity and gathering that lead to community vitality. The recovery of Massachusetts downtowns, town centers, and business districts has relied on public spaces like these to extend the areas in which business communities and public life can operate.

### **Physical Environment: Private Realm**

These project focus on enhancements on private properties and buildings, improving the aesthetics and attractiveness of existing buildings but also helping new buildings to contribute to a commercial district's recovery in a positive way.

### **Business Environment: Revenue and Sales**

Projects intended to increase revenue and sales can include strategic organizations such as task forces and business improvement districts, but also include more creative approaches that draw on attributes of the physical environment and special events to promote businesses in a downtown district and encourage increased visits and spending.

### **Business Environment: Tenant Mix**

These project efforts are intended to diversify the types of businesses in communities. This can not only respond more closely to community needs, but also work toward a more resilient commercial fabric in business centers so that major disruptions like COVID-19 do not result in disproportionate closures and a lack of activity.

### **Administrative Capacity**

Capacity-building projects help make local governments and their partner agencies more able to take on the other kinds of project efforts recommended in this Local Rapid Recovery Plan.

### **Cultural & Arts**

Strategies that create a more favorable environment for cultural and arts institutions that have been disproportionately impacted by COVID.

## Danvers/Peabody LRRP Project Idea List

Project Idea	Description	Implementation Timeframe	Budget Range
Danvers Rail Trail Crossing at Maple Street	Accommodate a signalized crossing of the Danvers Rail Trail at Maple Street	Short-Term (<5 years)	Medium Budget (\$50K-\$200k +)
Main Street Heavy Vehicle Exclusion Zone	Exclude heavy vehicles along the Main Street corridor in Peabody Square	Short-Term (<5 years)	Low Budget (<\$50k)
Parking Management Practices	Explore regulatory, operational, and zoning changes to improve parking management	Short-Term (<5 years)	Low Budget (<\$50k)
Plazas and Parklets	Foster the identification, development, and success of temporary and/or permanent plazas and parklets	Short-Term (<5 years)	Medium Budget (\$50K-\$200k +)
Public Realm Improvement Program	Long-term planning for public infrastructure construction and maintenance.	Short-Term (<5 years)	Medium Budget (\$50K-\$200k +)
Rail Trail Connection	Advance planning for a 2.8-mile rail trail connection between Danvers Square and Peabody Square	Medium-Term (5-10 years)	Large Budget (\$200k +)
Shared Streets and Neighborways	Toolkit for creating shared streets and neighborways for recreation along residential streets	Short-Term (<5 years)	Low Budget (<\$50k)
Private Realm Improvement Program	Long-term planning for maintenance and care of private properties, particularly relating to facades	Short-Term (<5 years)	Medium Budget (\$50K-\$200k +)
Business Recovery Task Forces	Capacity building in communities to assist businesses with recovery and identification of ways to increase revenues	Short-Term (<5 years)	Low Budget (<\$50k)
Riverwalk Economic Development	Zoning and economic development strategies to spur investment associated with the Riverwalk concept in Peabody	Short-Term (<5 years)	Medium Budget (\$50K-\$200k +)
Adaptive Capacity Organization	Develop of a Main Streets organization or Business Improvement District for Danvers	Short-Term (<5 years)	Medium Budget (\$50K-\$200k +)
Lease It Local Program	Identify and occupy vacant storefronts with local, small businesses	Short-Term (<5 years)	Medium Budget (\$50K-\$200k +)
Small Business Assistance	Build a community ecosystem to support small business formation and entrepreneurship	Short-Term (<5 years)	Medium Budget (\$50K-\$200k +)
Permitting for Filming	Support language changes to Danvers zoning code to support those seeking film permits, particularly for low-impact (low-cost, short-term) filming	Short-Term (<5 years)	Low Budget (<\$50k)
Streamlining Special Events/ Pop-Ups	Techniques for supporting special and pop-up events in each community, particularly relating to permitting	Short-Term (<5 years)	Low Budget (<\$50k)
Branding and Marketing Through Public Art	Launch programs and employ strategies to support local artists and lead placemaking through public art	Short-Term (<5 years)	Medium Budget (\$50K-\$200k +)



# Implementation/Next Steps

## **Project Action Plan**

The Local Rapid Recovery Program gives communities a defined and implementable compilation of projects that have been vetted by the community, as well as a data-driven plan that can alleviate the impacts from COVID-19 pandemic. This report provides detailed information on the budget ranges, timeframe, funding sources, action items, and key processes required to properly execute and implement the project ideas. The project ideas developed through this program serve as opportunities for communities to rapidly implement capital improvements and address administrative and economic development challenges. Municipal departments and planning entities can use the project ideas as a resource for internal or external funding opportunities.

## **Obtaining Funding**

Considering the vast number of project ideas and differing budget ranges (less than \$50,000 or greater than \$200,000), it can be overwhelming and overly time-consuming for communities to seek assistance and find funding opportunities. The Department of Housing and Community Development provides extensive resources that contain information on existing local, state, and federal grant programs, organized by the diagnostic categories including physical environment, business environment, administrative capacity, and customer base.

The tables on the following pages organize the 16 projects for the Danvers and Peabody LRRP plan by implementation timeframe (short, medium, or long-term), as well as budget range (less than \$50,000 or greater than \$200,000). Organizing projects by potential budget and timeframe can act as a resource for communities to assess projects that could be implemented quickly and cheaply, and which projects should be addressed at a later date due to funding, political, or administrative setbacks.

# Danvers Rail Trail Crossing at Maple Street

Category



Public Realm

Location

Town of Danvers – LRRP Study Area

Origin

Town/City Feedback During Project Ideation

Budget



Medium Budget (\$50,000 to \$200,000)

Timeframe



Short-Term (Less Than 5 Years)

Risk



Low Risk



*A rendering of a proposed crossing of the Danvers Rail Trail at Maple Street, with a signalized crossing integrated with the adjacent traffic signal to the north*

**Budget**



Medium Budget

\$85,000 estimated construction cost, which includes traffic signal modifications and sidewalk and wheelchair ramp construction/re-construction.

Funding for the proposal can come from the Town's capital budget, from Chapter 90 funds from the Commonwealth, the MassWorks Infrastructure Grant Program, and/or MassDOT's Complete Streets Funding program.

**Timeframe**



Short-Term

The development of the proposal would include potential engineering study and design, public consultation, allocation/procurement of funding, preparation of bid documents and then awarded to a contractor for construction. If funded by the Town, this could be implemented within a 9-to-12 month timeframe.

**Risks**



Low Risk

- Unfavorable feedback to the proposal from the public or from Town officials
- Impact to traffic operations at the intersection of Maple Street at Hobart Street
- Underground utilities and surface features may need to be relocated

**Key Performance Indicators**

- Initiation of transportation study to assess suitability and impacts
- Public meetings held to discuss changes
- Allocation of funding for design & construction
- Award of construction contract
- Completion of construction
- Use of new infrastructure by users of the Rail Trail

**Partners**

- Danvers Planning and Economic Development Division, Department of Public Works, and Engineering Division
- Danvers Police and Fire Departments
- MassDOT
- MAPC
- Future Danvers-specific downtown organization

**Plan Priorities**

Short-Term Priority	Mid/Long-Term Priority
Ensure business continuity moving forward	Placemaking investments for streets, sidewalks, and public spaces
Invest in social distancing infrastructure	Pedestrian and cycling connectivity within and between communities
Market local shopping and dining options	Connectivity to existing and future multimodal transportation

**Addresses Priority**



## Diagnostic

As part of the project's diagnostic phase, field collectors and Town of Danvers staff noted that the crossing of the Danvers Rail Trail of Maple Street did not operate effectively. The crossing is approximately 80 feet west of the existing Maple Street/Hobart Street/Locust Street intersection; the short distance between the crossing and the intersection prevents the provision of a crosswalk and forces Rail Trail users onto the crosswalk along Maple Street. This situation prevents pedestrians and bicyclists from properly social distancing and detracts from the recreational experience of the Danvers Rail Trail.

In order to provide a more direct connection across Maple Street for users of the Danvers Rail Trail, this project idea proposes a signalized crosswalk is proposed across Maple Street, aligned with the Danvers Rail Trail. Currently, users of the Danvers Rail Trail who desire to cross Maple Street at a crosswalk have to make their way to the intersection of Maple Street at Hobart Street/Locust Street, which is approximately 80 feet to the west of the Trail, and then make their way back to the Trail to continue on it.

The proposal would include features to minimize vehicle queuing between the intersection and the proposed crossing. The new crosswalk would be under traffic signal control and would be incorporated into the existing traffic signal system at the Maple Street at Hobart Street/Locust Street intersection. Incorporating the new crosswalk into the existing traffic signal system at the intersection will allow for control of both the intersection and crossing to be operated in concert with one another so that queuing will be minimized between the locations.

Specifically, trail users would only be allowed to cross when the traffic signal at the Maple Street at Hobart Street/Locust Street intersection is servicing traffic on the Hobart Street and Locust Street approaches (with Maple Street approach traffic stopped at the intersection). In conjunction, changes to the intersection (additional traffic signal indications) are proposed such that left turns from Locust Street and right turns from Hobart Street would be prohibited while users of the Trail are allowed to cross, so that vehicles will not be travelling on Maple Street eastbound when the crossing is activated and minimizing queueing.

### Potential funding sources for this recommendation include:

- Town capital budget
- Chapter 90 funds
- Danvers PTDM funds
- MassWorks Infrastructure Grant Program
- MassDOT's Complete Streets Funding Program
  - MassDOT Shared Streets and Spaces
  - MassTrails Grant Program
- Destination Development Capital Grant

## Action Items

A transportation study should be conducted to assess the suitability of the proposal. The study should evaluate the impact of the addition of a signalized crosswalk at the bicycle trail crossing, on the nearby intersection of Maple Street at Hobart Street/Locust Street.

Proposed changes to the traffic signal sequence of operations at the intersection, associated with the addition of the trail crossing, should be evaluated to determine the operational impacts of the proposed change.

The study should also assess the impacts to existing infrastructure in the vicinity of the crossing, including the identification of changes to curblines, sidewalks, surface features (such as banner supports and fire hydrants), underground utilities, street parking.

Lastly, the study should include a preliminary construction cost estimate so that the Town can begin to evaluate suitable funding sources for the proposal.



*The trail crossing's proximity to the Maple Street/Hobart Street/Locust Street intersection creates complexity for the path's crossing of Maple Street.*

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## Process

### **Conduct Outreach**

Using the Transportation Study, The Town will have enough information to start engaging stakeholders through outreach in the form of a public information meeting with local residents and business owners to describe the work, solicit feedback and build support. The Town should also engage officials from Town Departments, including (but not limited to) the police, fire, planning and public works departments. Feedback from Town Departments is key to evaluating issues with the proposal from those who are most familiar with the Town.

### **Determine Funding**

Using the preliminary construction cost estimate developed as part of the Transportation Study, the Town should assess the funding sources available to it. The most direct source of funding would be from the Town's capital budget.

The proposal could also avail itself of the Town's allocation of Chapter 90 funds from the Commonwealth. Chapter 90 funds are distributed to municipalities based on a pre-established formula. Chapter 90 can be used to fund projects that create or extend the life of local capital facilities. It is expected that the proposal would qualify for Chapter 90 funds. The Commonwealth allows for each municipality to determine which projects to fund using allocation of Chapter 90 funds.

Other funding sources for the Town to explore include funding through grant programs offered by the Commonwealth, such as the Massworks Infrastructure Grant Program and MassDOT's Complete Streets Funding Program. These programs have unique requirements that should be evaluated to determine if the proposal qualifies for the funding.

### **Initiate Engineering Design**

Once a funding source has been identified, the engineering design of the proposal can begin. This includes procurement of the professional services of a civil engineering design consultant and associated disciplines, including field surveys. The engineering design consultant should prepare all documents necessary to advertise the proposal for construction, including engineering plans, specifications and quantity and cost estimates.

### **Advertise for Construction**

The proposal should be advertised for bids from contractors to obtain a competitive bid price. Once the bids are received, the Town can use its typical bid evaluation process to select a contractor to perform the work.

### **Construction**

During construction, the Town (or consultant acting on behalf of the Town) will have to administer the construction contract to ensure that the work is being executed per the contract and to ensure that the contractor is compensated appropriately throughout the construction period.



# Main Street Heavy Vehicle Exclusion Zone

Category



Public Realm

Location

City of Peabody – LRRP Study Area

Origin

City Feedback During Project Ideation

Budget



Low Budget (Under \$50,000)

Timeframe



Short-Term (Less Than 5 Years)

Risk



Low Risk



*Main Street n Peabody*

### Budget



Low Budget

A small budget is required for a required engineering study, which may run between \$6,000 and \$15,000, and associated signage. Funding support could come from the City, MAPC, via Downtown businesses, from Chapter 90 funds,

### Timeframe



Short-Term

Once the City has secured funding for the engineering study, it will likely take between six months and a year to select an engineering firm, complete the study, and develop the alternate route(s). Once alternate route(s) are identified, it could take several years to secure the necessary approvals and implement the exclusion zone.

### Risks



Low Risk

- Political support
- Funding availability
- Enforcement
- Support of neighboring municipalities
- Lack of feasible alternative route(s)
- Impacts along new routes used by trucks

### Key Performance Indicators

- Increase in pedestrian and cycling traffic on Main Street
- Number of restaurants/cafés with outdoor seating on Main Street
- Increase in events and activities bringing people to Main Street

### Partners

- Danvers Planning and Economic Development Division, Department of Public Works, and Engineering Division
- Local business community
- MassDOT
- MAPC
- Nearby municipalities

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
Ensure business continuity moving forward	Placemaking investments for streets, sidewalks, and public spaces
Invest in social distancing infrastructure	Pedestrian and cycling connectivity within and between communities
Market local shopping and dining options	Connectivity to existing and future multimodal transportation

Addresses Priority

## Diagnostic

Main Street in Peabody is a convenient and heavily travelled route between Route 128, Salem, Swampscott, and Marblehead. The noise and number of trucks travelling on Main Street has impacted local business' decision to have outdoor seating, retail, or host events; the truck traffic along Main Street makes it a less desirable location to walk, bike, or linger.

For several years, Peabody has considered creating a heavy commercial vehicle exclusion zone along Main Street. The COVID-19 pandemic has renewed interest in creating this exclusion zone to help encourage safe, attractive, and welcoming outdoor spaces for people to congregate and for businesses to have outdoor seating, gathering spaces, and sidewalk retail. As the City rolled out its outdoor dining policy in 2020, several restaurants and businesses cited the truck traffic and noise as a reason to not offer outdoor dining.

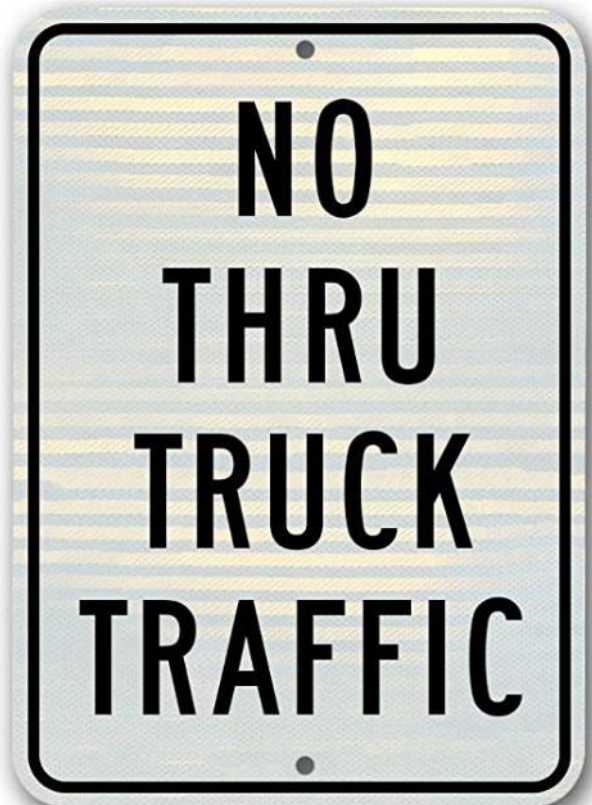
Pedestrians and cyclists spend more at local businesses and are more likely to patronize businesses in addition to the intended destinations. Creating an environment that encourages people to walk or bike along Main Street will support the local businesses that have been hard-hit by the pandemic.

## Action Items

Stakeholders, including city departments, should be brought together to determine whether it makes sense to try and develop a truck exclusion zone.

An engineering study that meets MassDOT's minimum requirements for consideration of a truck exclusion route would cost approximately \$6,000. This minimal study would conduct traffic counts at one location, review and summarize the data, review an alternative route, and prepare a data package. The City would need to handle all coordination, public outreach, and other activities for the study.

A more extensive traffic study that would also assess traffic impacts and operations associated with the proposed truck exclusion would cost more. It may be best to confirm with MassDOT whether this more extensive analysis is required prior to starting any study.



*Display of appropriate signage along Main Street and at alternate locations will be required of the City to procure and install*



## Process

To identify and establish a truck exclusion zone, the City of Peabody will need to follow the processes outlined in the Massachusetts Amendments to the 2009 Manual on Uniform Traffic Control Devices and the Standard Municipal Traffic Code (MUTCD).

Once the City has secured funding for the engineering study, it will likely take between six months and a year to select an engineering firm, complete the study, and develop the alternate route(s). Once alternate route(s) are identified, it could take several years to secure the necessary approvals and implement the exclusion zone.

Peabody must demonstrate to MassDOT that the truck exclusion is warranted for one (or more) of the following reasons:

- A volume of heavy commercial vehicles, which usually is in the range of five (5) to eight (8) percent, reduces the utilization of the facility and is cause for a substantial reduction in capacity or safety.
- The condition of the pavement structure of the route to be excluded indicates that further repeated heavy wheel loads will result in severe deterioration of the roadway (subject to Department review).
- Notwithstanding the foregoing, in certain instances where land use is primarily residential in nature and a municipality has requested exclusion only during hours of darkness, a specific night exclusion may be granted.

### Potential funding sources for this recommendation include:

- City capital budget
- Chapter 90 funds
- MAPC assistance

An engineering study is required. MUTCD outlines the engineering study requirements:

- Twenty-four hour (consecutive) count of all vehicles using the subject street. If only a 12-hour exclusion zone is requested, the engineering study must only include a 12-hour consecutive count. The count must be broken into half hour intervals and identify commercial vehicles with a carrying capacity over 2-1/2 tons and all other vehicles.
- A map of the area (showing the excluded street marked in red and alternate route in green).
- Physical characteristics of excluded and alternate streets (length, width, type and condition of surface and sidewalks).
- Types of buildings or properties abutting the street (residential, business, school, playground, etc.).
- Zoning of street (residential, industrial, etc.).
- Proximity of probable alternate route to the proposed excluded route and the additional distance to be traveled using the alternate route.
- Types of traffic control existing on the street.
- Hours during which exclusion is to be in effect.
- Written statement from the municipality as to the need for the exclusion and acknowledgment of acceptance of the responsibility for installation and maintenance of appropriate signage.

## Process

It will be important to identify the alternative truck route(s) and assess whether these roads can support additional truck traffic. MassDOT requires that an alternate route has an effective width and pavement structure which can safely accommodate the additional truck traffic. Traffic studies along the alternative route(s) may need to be conducted. It is possible that no alternate routes are available.

The City will need to conduct outreach to both the truck exclusion area and proposed alternate route and identify businesses along/adjacent to the truck exclusion route that will still require truck access.

Once the background work has been completed, the City will need to apply to MassDOT for the approval of a heavy vehicle exclusion. If the identified alternate route is not wholly within Peabody, MassDOT requires written approval from the adjacent community in support of Peabody's truck exclusion route. It is possible that MassDOT could ask for additional documentation or justification of the truck exclusion zone before approving it. Not all heavy commercial vehicle exclusion areas are approved by MassDOT.

If MassDOT approves the Peabody Main Street truck exclusion area, the City will be responsible for installing signage, educating the public, and enforcing the truck exclusion zone.

Even if it is not feasible to create a permanent exclusion, explore alternatives such as reduced speeds, time of day restrictions, size restrictions, temporary restrictions for special events, etc. may be possible. The City would need to coordinate with MassDOT and others to identify and implement these alternatives.

## Heavy Commercial Vehicle Exclusion Study Church Street, North Street, Gulf Road



Prepared For:  
The Town of Erving and  
The Town of Northfield


Prepared By:  
Franklin Regional Council of Governments  
November 2018

*A truck exclusion study, similar to what is proposed here, conducted in Erving and Northfield*

Government • Town Management • Transportation Advisory Committee

### Heavy Commercial Vehicle Exclusion

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The Town of Dedham Engineering Department, in coordination with the Transportation Advisory Committee, created this webpage to provide information and resources regarding Heavy Commercial Vehicle Exclusions (HCVE) here in Dedham. This page includes Frequently Asked Questions (FAQs), maps, graphics, and links to additional resources for more information. If you have additional questions about HCVE here in Dedham, please contact Town Engineer, Jason Mammone, at 781-751-9350 or via email at [jmammone@dedham-ma.gov](mailto:jmammone@dedham-ma.gov).

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#### HEAVY COMMERCIAL VEHICLE EXCLUSION FREQUENTLY ASKED QUESTIONS (FAQs)

**What is a Heavy Commercial Vehicle Exclusion?**

A Heavy Commercial Vehicle Exclusion (HCVE) is a truck exclusion for any commercial vehicle with a carrying capacity over 2.5 tons from traveling along a public way. It is commonly referred to as a "Truck Ban" or "Truck Restriction".

**What types of commercial vehicles/trucks have a carrying capacity over 2.5 tons and would be subject to an exclusion?**

Vehicle/Truck classifications are determined by the Federal Highway Administration (FHWA) and are broken up into 13 classifications. Classes 1 through 4 are exempt from any exclusion and consist of motorcycles, passenger cars, pickups, vans and buses. Classes 5 through 13 are those commercial vehicles that have a carrying capacity over 2.5 tons and would be subject to an exclusion and consists of vehicles ranging in size from single unit 2-axle truck such as camper/motorhome and box trucks (for example FedEx and UPS delivery trucks) to multi-trailer 6-axle trucks. [Please click here to be redirected to the FHWA's Vehicle Classification Chart.](#)

**Does my road have an existing Heavy Commercial Vehicle Exclusion?**

[Please click here to see a Town Map](#) showing those roadways that have an existing HCVE.

*The Town of Dedham maintains a webpage detailed how truck exclusions work in the community*

# Parking Management Practices

Category



Public Realm

Location

Town of Danvers and City of Peabody – LRRP Study Areas

Origin

Town/City Feedback During Project Ideation

Budget



Low Budget (under \$50,000)

Timeframe

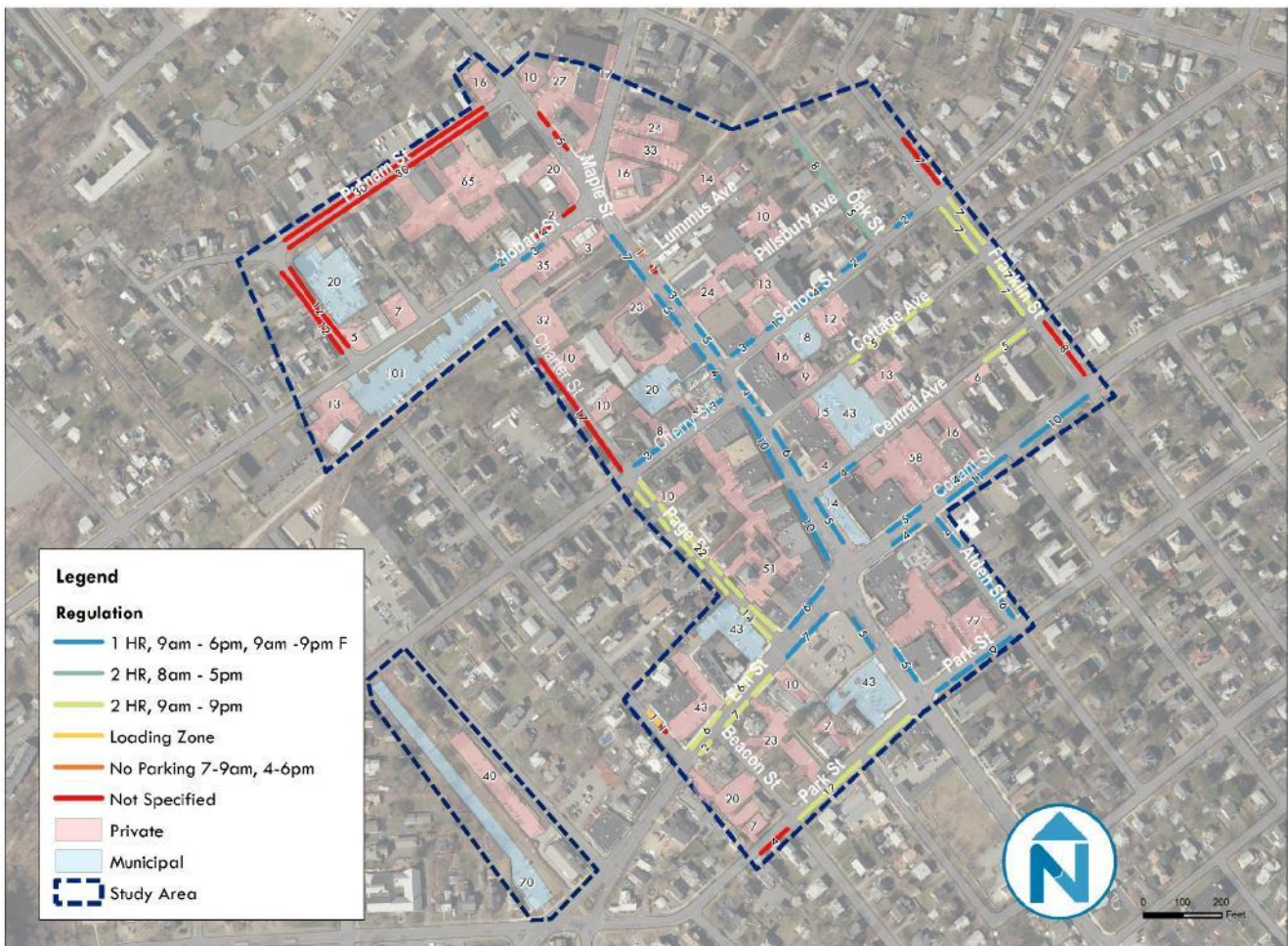


Short-Term (Less Than 5 Years)

Risk



Low Risk



*The 2015 Downtown Danvers Parking study documented regulations present in the Danvers Square area (source: Nelson\Nygaard)*



### Budget



Low Budget

An updated parking analysis in each community could cost between \$15,000 and \$80,000-\$100,000. Enacting policy ideas listed in this project sheet carry few costs.

### Timeframe



Short-Term

Data collection can take place within a manner of weeks with staffing in place but use of seasonal data to understand variations over the course of a year can put off completion. Enaction of different policies dependent upon Town Meeting and City Council scheduling.

### Risks



Low Risk

- Unfavorable feedback to policy ideas from the public or from Town/City officials
- Business support
- Identification of funding
- Long-term system management with policy changes required increased staff commitments

### Key Performance Indicators

- Increased parking availability
- Increased consumer spending
- Customer and visitor satisfaction surveys

### Partners

- Danvers Planning and Economic Development Division, Department of Public Works, and Engineering Division
- Peabody Department of Community Development and Department of Public Services
- Peabody Main Streets
- Future Danvers-specific downtown organization

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
Ensure business continuity moving forward	Placemaking investments for streets, sidewalks, and public spaces
Invest in social distancing infrastructure	Pedestrian and cycling connectivity within and between communities
Market local shopping and dining options	Connectivity to existing and future multimodal transportation

**Addresses Priority**

## Diagnostic

The proximity and availability of parking is viewed by many businesses as an important factor for success. Convenient and affordable access to the business areas for motorists have spurred communities across the nation to ensure on-street parking spaces and municipal lots are plentiful for prospective customers and other types of visitors. Results from the business survey in each community cited parking management as a key issue affecting businesses.

In reality, parking is oftentimes oversupplied in downtowns. One example of this is in Danvers Square, where a 2015 study funded by DHCD found that parking during the Thursday peak period (between 11:00 AM and 1:00 PM) was under 60 percent utilized and under 40 percent utilized during the Saturday peak period (11:00 AM-1:00 PM).

Despite this reality, each community has encountered resistance to the idea of converting parking spaces for other purposes, such as outdoor retail, dining, or gathering space. In Peabody, several spots along Main Street were converted to short-term curbside pick-up in 2020; further changes were not enacted by either community.

Parking issues are intricately tied with factors such as economic vitality, wayfinding, resident and visitor friendliness, development and redevelopment potential, and Complete Streets. Many municipalities had to quickly change and adapt their parking management practices through the evolving COVID-19 pandemic to help Downtown businesses survive.

This project idea conceptualizes parking management best practices to continue to support Downtown business spending and community placemaking in the wake of COVID-19. These ideas are borne by the 2015 Downtown Danvers Parking Study as well as by strategies recommended in peer communities across the state, often brought about by studies furnished by DHCD.

Figure 8: Utilization Profile of Publicly Accessible Parking (On- & Off-Street)

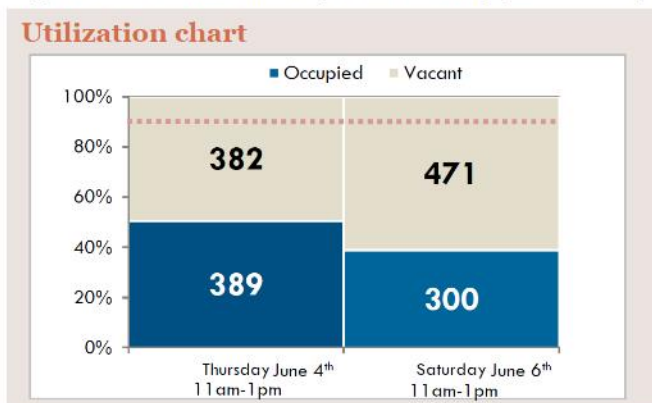
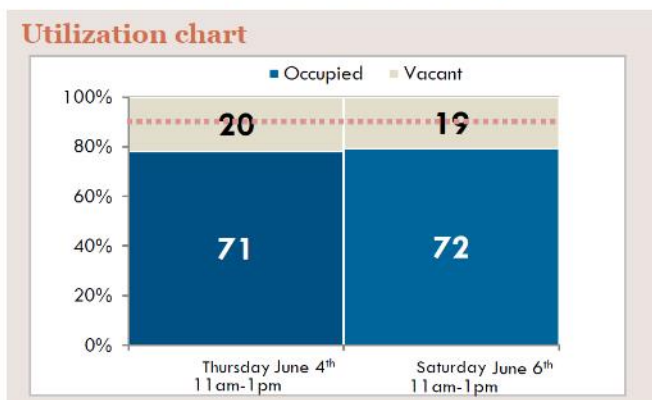


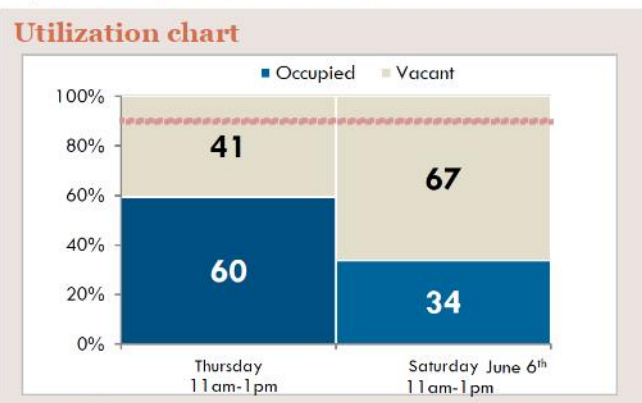
Figure 10: Utilization Profile of Core Area\* On-Street Parking



\*Note: Core area defined as Maple Street and just off Maple (Figure 11).

*Utilization of Downtown Danvers parking assets showed vacancy in key parking areas (source: Nelson\Nygaard)*

Figure 9: Utilization Profile of Hobart Street Lot\*\*



\*\*Note: Hobart Street lot Thursday utilization displays average occupancy for June 4<sup>th</sup> and June 18<sup>th</sup>

Figure 11: Core Area On-Street Parking Spaces



## Action Items

A parking analysis is oftentimes the best way to assemble the right data points to convince stakeholders of new changes to the parking system. In Danvers, the 2015 study can serve as baseline data; in Peabody, new analysis may need to be conducted.

This analysis should include:

- A collection of regulations which exist in the study area, such as time limits and paid parking rates.
- A detailed utilization exercise during peak time periods. Peak periods for downtowns are often during the weekday midday but each community should conduct Saturday midday counts and may wish to understand conditions on a Friday or Saturday night.
- A public outreach effort, such as a survey or stakeholder meetings with key groups such as merchants, residents, Town/City stakeholders, and other key users of the parking system.
- A review of existing zoning regulations for each community. Specific outreach can be conducted to understand how zoning regulations are enforced, such as with private residential and business owners, developers, department officials, and elected officials can help determine which clauses are working for the community and which may need to be updated.
- Understanding of existing enforcement protocols and administrative capacity for implementing parking strategies.
- At the very least, a rudimentary understanding of future development opportunities in the study area.

Findings from these efforts can reveal strengths and weaknesses endemic to each community which improved parking management practices can address, such as:

- Updating parking regulations using demand-based management practices such as pricing and time limits. A key goal of any community's parking system is ensuring **availability** of some amount of parking at each location, and directing those who desire specific types of parking, such as long-term or free parking, to appropriate locations.
- Alternatives for the redesign or redevelopment of parking areas with little utilization, and how changes would interact with the larger physical, economical, social and environmental context. A public involvement process can spur iterative design developments to achieve robust solutions.
- Improvement of parking-related wayfinding and signage to create a branding for each municipality that is consistent and recognizable, thus creating a more cohesive downtown experience.
- Streamlining of parking permit systems to better manage parking demand. Permit parking for employees and business owners in each community's downtown can ensure appropriate on-street and off-street parking spaces are reserved for users like customers.
- The need for any equipment upgrades or operational, management, or administrative restructuring.

*The Appendix provides further detail on how to best conduct a Parking Study*



## Process

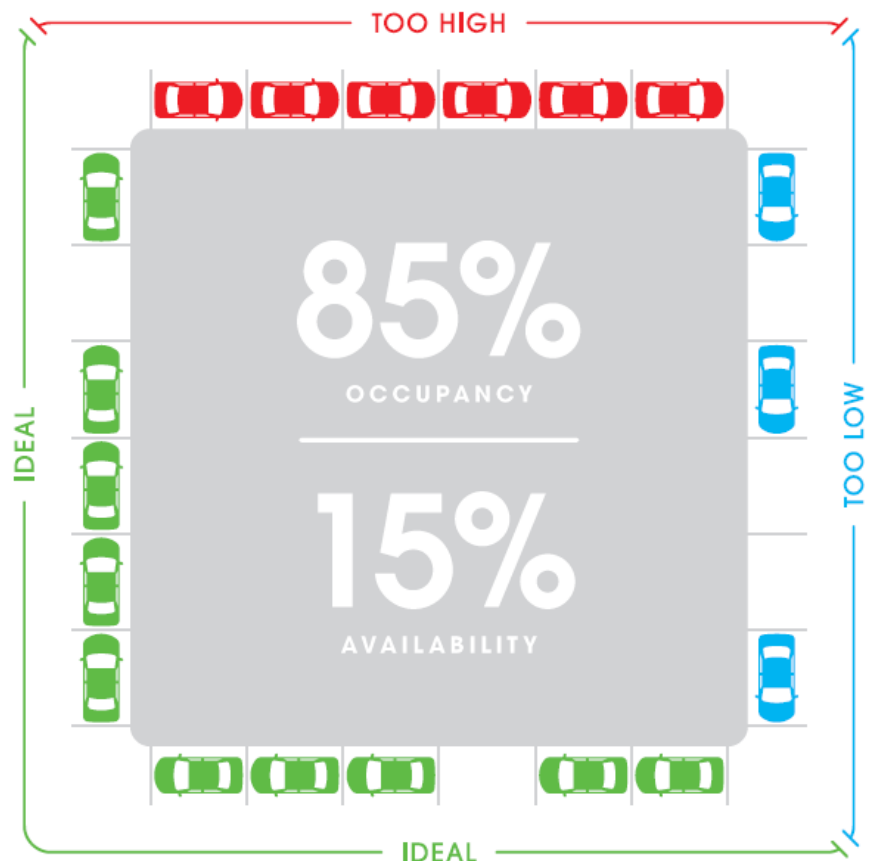
Specific parking management strategies that could be implemented in each community are profiled here. A task force group can be created with diverse representation of stakeholders to help implement these strategies. Stakeholders may include:

- The downtown business community and landowners.
- City and Town government, such as planning and economic development officials, public works, police, and other key staff.
- Elected officials, such as those serving on a planning board, or selectmen or city councilors.
- Residents.

## Parking Regulations and Infrastructure

A more efficient time regulation or pricing system will lead to more efficient use of all the parking in each community. Pricing is typically the only means to regulate parking availability; time limits promote turnover, restricting the time prospective customers may spend in each community. Steps include:

- Elimination or lengthening of time-limited parking to encourage customers to stay longer in downtown for a more enjoyable experience with the potential for increased retail spending. Alternatively, if the community wishes to retain shorter time limits on primary commercial corridors, outlying streets could sustain long-term regulations to help keep spaces open.
- Consideration of pricing where it does not exist today, particularly in locations where demand is high.
- Installation of new payment methods, such as pay-by-phone and centralized kiosks, to reduce maintenance obligations of parking meters. Kiosks also allow for programming to be easily changed.



*It is ideal to have at least one empty on-street space per block face in a downtown, ensuring easy customer access to businesses.*

*This typically equates to about 1 out of 8 spaces free, or a target of 15-percent vacant per block face. Similarly, a goal of at least 10-percent vacancy is considered ideal in off-street lots.*

*If any facility has less availability, it is effectively at its functional capacity and drivers perceive parking problems.*

## Process

### Zoning Changes

Most communities require the construction of parking with new development projects despite excess parking supply existing within a short walk. Lowering or removing parking minimums, instituting parking maximums, exempting changes of use, and enabling shared parking between uses on site (such as office parking during the day and residential parking at night) can ensure the parking supply grows at a sensible rate as development occurs.

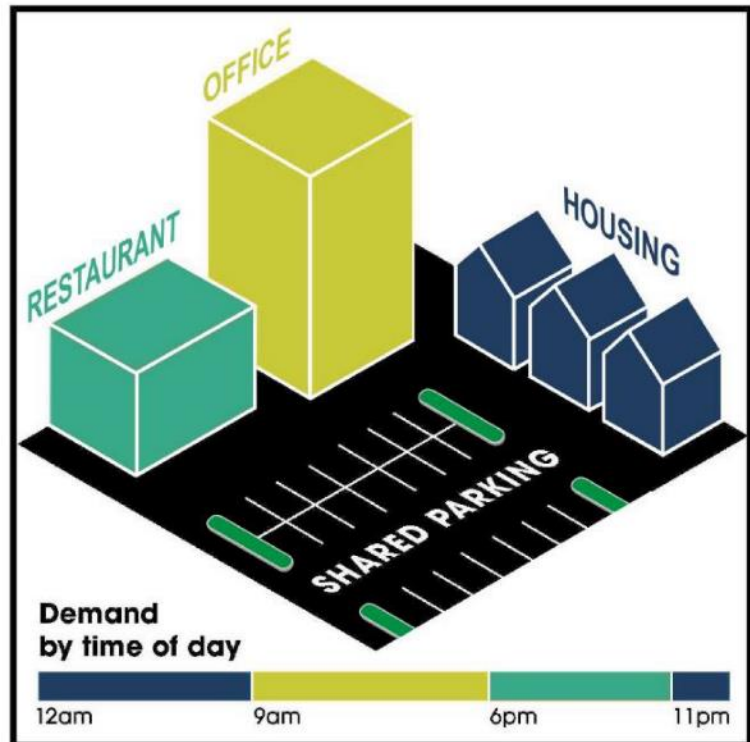
### Shared Parking Districts

A shared parking district allows under-utilized private parking areas to be folded into the larger public supply during certain time periods, or in a permanent condition. Restrictions may be put in place to preserve parking for existing users, and lot owners enter into a legal agreement which obligates broader use of the lot at a profit for the landowner.

Within shared parking districts a separate set of parking standards should be created. This would allow businesses and organizations to cooperate in order to provide sufficient parking during peak hours.

Signage and wayfinding is a key component of a shared parking district. Any revenues shared by the system are typically redirected into the community, once operating costs are accounted for.

Having a model shared parking agreement on file can be essential. Many landowners cite legal obstacles as reasons not to enter into shared parking agreements, but successful agreements are actually widespread.



*Shared parking enables different types of users to park in a single lot over the course of a day, instead of providing separate parking locations for each use*

### Potential funding sources for this recommendation include:

- Town/City capital budget
  - Chapter 90 funds
  - Danvers PTDM funds
  - MAPC assistance
- MassWorks Infrastructure Grant Program
- MassDOT's Complete Streets Funding Program
  - MassDOT Shared Streets and Spaces
- Massachusetts Downtown Initiative Program

## Process

### Parking Permitting

Long-term parking can be facilitated through a parking permit (or placard or sticker) system. This is particularly fruitful for employee parking to prevent vehicles from sitting unused for several hours on the street.

Permits can be priced to cover the cost of administrative and parking lot operating costs and be made available to purchase online. Regular enforcement checks can give an idea of demand and allow rates to be adjusted accordingly to accommodate employee needs.

### Parking Lot Redesign

Within municipal lots, non-vehicular interventions such as parklets and bike corrals can be introduced on a seasonal basis to accommodate different types of uses and different types of travel demand.

Re-striping parking lots to accommodate reverse angle parking also helps accommodate safer conditions for cyclists, lowers vehicle speeds, and safer loading and unloading of trunks.

The 2015 Danvers study cited improvements to the Hobart Street and Locust Street lots as a redesign possibility.

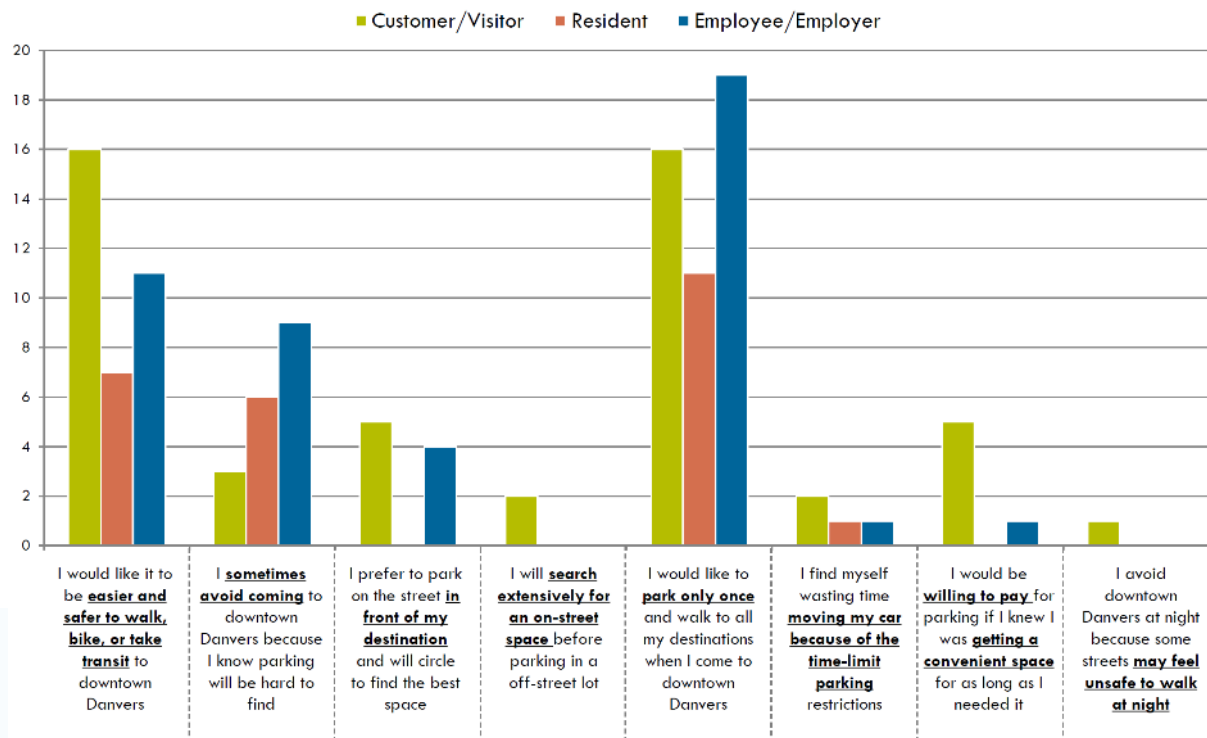
### Wayfinding/Signage

Signage and information plays a significant role in parking comprehension. A wayfinding program should encourage a “park once” or “park and walk” environment. Installation of consistent and standardized wayfinding/signage to guide those new or who infrequently visit each community is important. This includes:

- Inventorying existing signage.
- Providing information before arrival, such as on a municipal website.
- Providing information at arrival, for motorists looking for parking as well as pedestrian-level signage. This can be detailed to the point of directing different types of users (e.g. short-term and long-term) to different parking areas.
- Branding all on-street and off-street public parking to create a unique identity for the Town/City.
- Improvement of lighting and safety so people feel safe to park during evenings.

### Future Travel Needs

Public EV charging stations and improved curbside management to accommodate carshare vehicles should be considered by each community.



*Public meeting feedback from the 2015 Downtown Danvers Parking Study found that many participants preferred a multimodal Downtown where they would only need to park their car once and walk between destinations (source: Nelson\Nygaard)*



# Plazas and Parklets

Category	 Public Realm
Location	Town of Danvers – LRRP Study Area
Origin	Town Feedback During Project Ideation
Budget	 Medium Budget (\$50,000 to \$200,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Medium Risk



*A permanent concept for a plaza and parklet in Danvers Square.  
This concept provides programmable space, structural and visual barriers between the plaza and street, and seating.*

### Budget



Medium Budget

Funding support could come from grant opportunities such as the MassDOT Shared Streets and Spaces program, for which Danvers has previously received a project award. Regular Chapter 90 funding could also support implementation, as well as anticipated ARPA funding or support from foundations.

### Timeframe



Short-Term

Procurement of materials can occasionally require 2-3 months of lead time, particularly for customized street furniture. Installation is designed to be quick to allow for frequent installation and disassembly.

### Risks



Medium Risk

- Concerted effort of several stakeholders
- Short/medium-term Town commitment
- Agreement regarding organizational purpose
- Forward momentum to sustain success

### Key Performance Indicators

- Foot traffic
- Spending at nearby businesses

### Partners

- Danvers Planning and Economic Development Division, Department of Public Works, and Engineering Division
- Local business community
- MassDOT
- MAPC
- Future Danvers-specific downtown organization

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
Ensure business continuity moving forward	<b>Placemaking investments for streets, sidewalks, and public spaces</b>
<b>Invest in social distancing infrastructure</b>	Pedestrian and cycling connectivity within and between communities
<b>Market local shopping and dining options</b>	Connectivity to existing and future multimodal transportation

**Addresses Priority**

## Diagnostic

In November 2020, the Town of Danvers released temporary outdoor seating and use regulations to facilitate existing local businesses to utilize outdoor seating in parking lots, on-street parking spaces, sidewalks where previously approved, or landscaped yard areas around businesses to provide more space for patrons. This followed attempts by Town staff and local businesses to use existing wide sidewalks in Danvers Square, particularly along Maple Street and Elm Street, for outdoor dining and retail.

Additionally, the Town received a \$58,000 grant from the MassDOT Shared Winter Streets and Spaces program to reimagine Danvers Square by allowing recreation, dining, and socially distant gathering spaces within the Town Center, with a hope to eventually make the installation permanent.

Despite these efforts, community members have expressed concern about the viability of a downtown shared spaces, such as plaza and parklets. Issues identified include:

- **Loss of Parking** – 13 spaces in the heart of Danvers Square would be displaced as part of a plaza concept at the corner of Maple Street and Conant Street.
- **Ability to Attract Foot Traffic** – although some restaurants and retail outlets are available in the vicinity of the plaza and parklet concept, a perception of a lack of foot traffic in Danvers Square creates the perception of an installation which will mostly sit empty
- **Sense of Permanency** – some community members have expressed concern about investing in a plaza and parklet idea that may be disassembled at the end of the season



*At present, this space in Danvers Square accommodates 13 parking spaces along a one-way street.*



## Action Items

Well-designed plaza and parklet concepts have captured the imagination of municipalities across the Commonwealth over the past year. Communities have embraced proactive outreach strategies to support the identification of plaza/parklet locations and implementation of concepts such as:

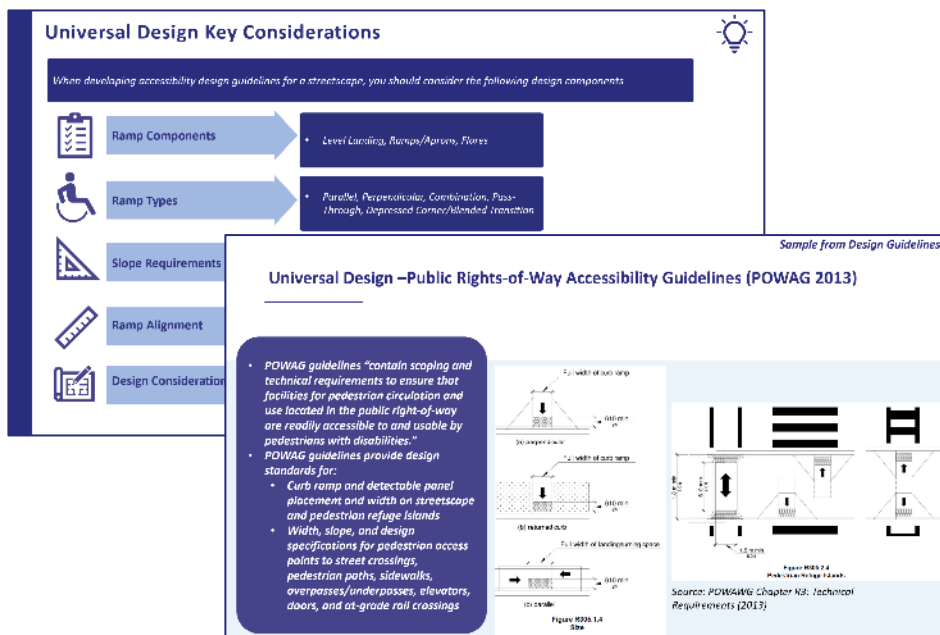
- Identification of working groups made up of Town staff, elected officials, property owners, and business representatives.
- Thorough analysis of potential sites, with issues identification
- Outreach to local business owners, such as through fliering and door-to-door outreach
- Design concept development, including through public outreach such as email updates or virtual meetings
- Stakeholder meetings
- Tactical event promotion, such as weeknight or weekend temporary installation
- Management of longer-term trial design and material installation
- Processing feedback and engagement

Although the Danvers Square concept has been developed previously by the Town, these steps can be followed for other potential plazas and parklets elsewhere in the community, such as in Tapleville and adjacent to the Danvers Rail Trail.

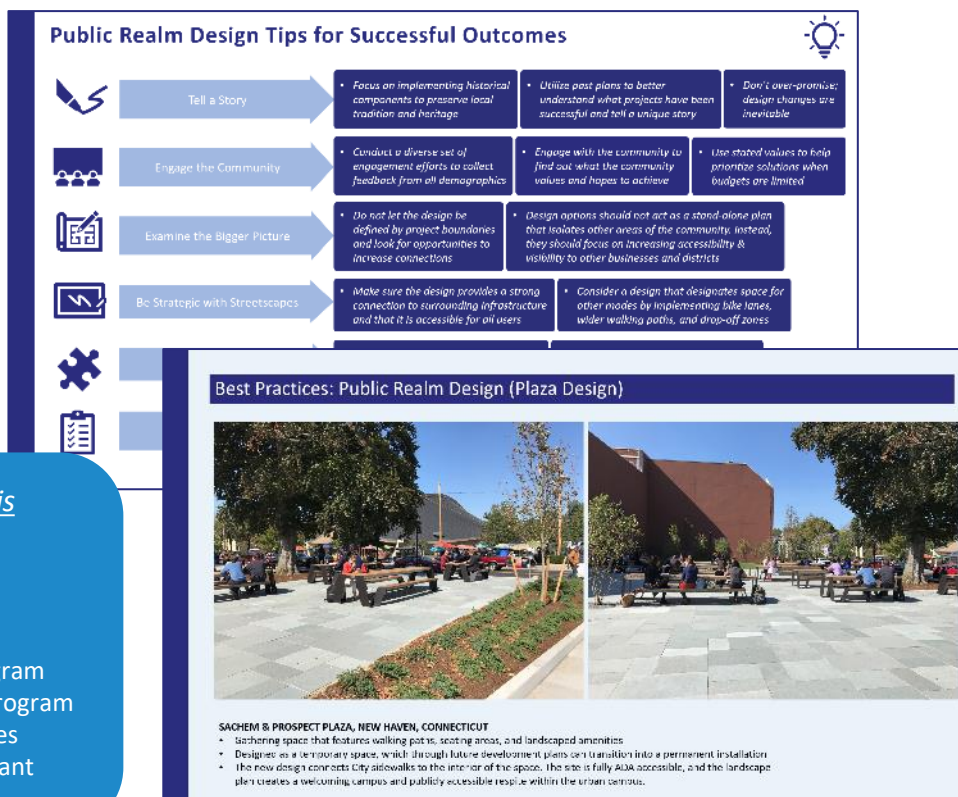
Potential funding sources for this recommendation include:

- Town/City capital budget
  - Chapter 90 funds
  - Danvers PTDM funds
- MassWorks Infrastructure Grant Program
- MassDOT's Complete Streets Funding Program
  - MassDOT Shared Streets and Spaces
  - Destination Development Capital Grant
    - Competitive Tourism Grant

*Plazas and parklets often require consideration of ADA accessibility; considerations related to this can be found in the Appendix for the **Public Realm Improvement Program** project idea*



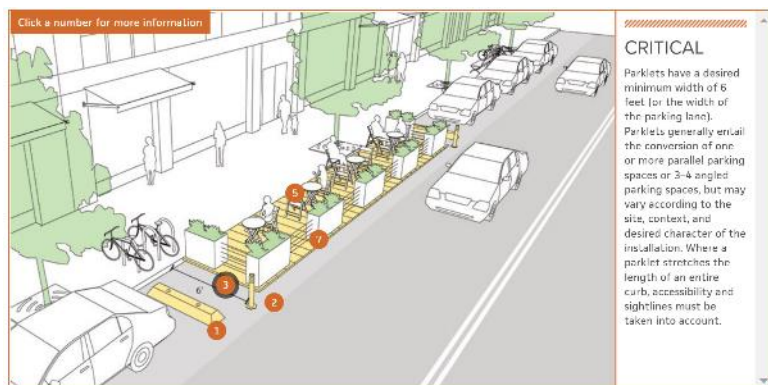
*Design considerations related to plazas and parklets can be found in the Appendix for the **Public Realm Improvement Program** project idea*



## Process

Specific detail on the action items provided on the preceding page include:

- Discuss the need for the intervention
- Field visits and observations, counts, and documentation
- Measure key dimensions
- Create design alternatives
- Present to stakeholders for feedback
- Plan installation data and timeline
- Promote installation through fliers, social media, and town-wide announcements
- Design business and citizen engagement survey
- Create materials list and budget, order supplies, and plan for delivery
- Post messaging signs in the area announcing upcoming changes
- Decide on police detail and overnight needs and other ways to cover potential liability
- Plan for maintenance and upkeep
- Create an hour-by-hour installation schedule and steps for install day
- On the day of: measure and lay down materials, observe and tweak as-needed, document through photos and video, consider intercept surveys, and program around event
- After day-of testing, install more permanent seasonal materials
- Consider local art enhancements over time



### Application

Parklets are typically applied where narrow or congested sidewalks prevent the installation of traditional sidewalk cafes, or where local property owners or residents see a need to expand the seating capacity and public space on a given street. To obtain a parklet, property owners enter into an agreement with the city, in some cases through a citywide application process, procuring curbside seating in place of one or more parking spaces.



Installations, performances, vendors, and markets can improve the quality and activation of a public plaza, while engaging local artists, communities, and business owners.



*The National Association of City Transportation Officials (NACTO) provides design guidance for parklets and interim public plazas as part of their Urban Street Design Guide, available at:*

<https://nacto.org/publication/urban-street-design-guide/>





*Amherst (source: Erin Clark)*



*Brookline (source: Todd Kirrane)*



*Arlington (source: Erin Clark)*



*Fall River (source: Solomon Foundation)*



*Brockton (source: Rob May)*



*New Bedford*



# Public Realm Improvement Program

Category



Public Realm

Location

Town of Danvers and City of Peabody – LRRP Study Areas

Origin

Phase I Diagnostic Presentation Feedback

Budget



Medium Budget (\$50,000 to \$200,000)

Timeframe



Short-Term (Less Than 5 Years)

Risk



Low Risk



Maple Street in Danvers

## Budget



Medium Budget

Funding could come from grants, direct fees from involved properties, tax levy, sales taxes, developer mitigation, or bond financing. Sources of funding could include the Massachusetts Downtown Initiative Program, Community Development Block Grants, MassDevelopment's Transformative Development Initiative, Creative Catalyst, Commonwealth Places, ARPA, EDIC, and municipal funds.

## Timeframe



Short-Term

Up to 18 months may be needed to establish an operations and funding plan. Specific details are provided in the Process section.

## Risks



Low Risk

- Providing affordable commercial space to local businesses, with an emphasis on minority and women-owned businesses.
- Determination of viable retail and commercial activity that the community currently lacks and is losing to nearby communities.
- Ensuring on-going capital and operational support.

## Key Performance Indicators

- Implementation of public realm design plan
- Number of new businesses
- Number of new minority and women business enterprises (MWBE) businesses
- Increase of existing and generation of new commercial revenue
- Increase of existing and generation of new commercial revenue for MWBE businesses
- Percentage increase in commercial revenue In Downtown

## Partners

- Danvers Planning and Economic Development Division, Department of Public Works, and Engineering Division
- Peabody Department of Community Development and Department of Public Services
- MassDOT
- MAPC
- Peabody Main Streets
- Future Danvers-specific downtown organization

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
Ensure business continuity moving forward	<b>Placemaking investments for streets, sidewalks, and public spaces</b>
<b>Invest in social distancing infrastructure</b>	Pedestrian and cycling connectivity within and between communities
<b>Market local shopping and dining options</b>	Connectivity to existing and future multimodal transportation
<b>Addresses Priority</b>	

## Diagnostic

Evaluation of public realm infrastructure, including sidewalks, street trees and benches, lighting, wayfinding/signage, roadbed, and crosswalks yielded areas of deficiency and lack of a “community feel” resulting from mismatched application. This is evident in the Diagnostic results detailed in this report as well as via community feedback in both Danvers and Peabody. Community members indicated:

- Treatments in each community are inconsistent; instead of promoting a classic New England downtown, each community features a clash of different styles.
- Sidewalks and roadbed conditions are lacking.
- A long list of maintenance needs never quite seems to get resolved.

A public realm improvement program can provide a coordinated plan of attack for address insufficient infrastructure across each municipality.

## Action Items

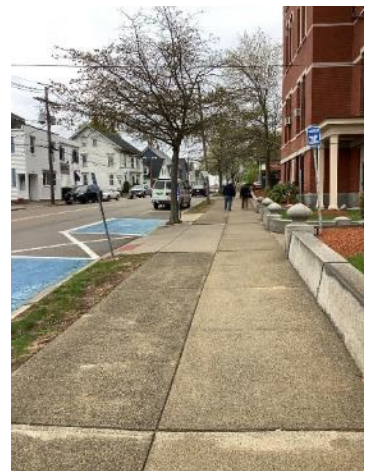
This idea proposes to study the feasibility of municipal funding sources and work processes for regular public realm improvements over a several-year period. Sources of funding, decisions on where to direct upgrades, and partnering opportunities would be analyzed. Outcomes may include a defined workplan on where, when, and how public realm improvements will be carried out, including where decision-making for where funds and/or attention can be directed. Hired labor or community volunteer organizations may be used to carry out activities.

This idea could also incorporate tactical urbanism in lieu of defined work plans.

- Define space needs
- Determine preferred operations structure
- Participate in community engagement process
- Coordinate with local businesses
- Perform a market study
- Develop operating program
- Finalize operational agreements & leasing program



*Sidewalk, crosswalk, and lighting characteristics in each community*





## Process

Action items introduced on the previous page are defined below:

### Defining Operational Space Needs

In coordination with core stakeholders, including local vendors, downtown organization(s), municipal staff, and abutters, conduct a focused planning process to identify the preferred use of the space and any nearby public spaces that may support the program, such as parking areas, loading zones, connected sidewalks, other venues, etc. Participants should help determine space (sf) needed for vendors, shared spaces, and support services, as well as defining any public outdoor dining, retail, or other spaces that will be assigned to and delineated for each interior space.

### Community Engagement Process & Coordinate with Local Businesses and Artists

Engage with the community through the development of the preferred operations program and organization structure to help outline those process steps. Solicit input on preferred uses and ideation about programming options, operations and maintenance expectations, and connections of the space with other public spaces, including desired features in the surrounding public realm. Coordinate and engage with the local business community to promote the event/plan and discuss goals.

### Potential funding sources for this recommendation include:

- Town/City capital budget
  - Chapter 90 funds
  - Danvers PTDM funds
- MassWorks Infrastructure Grant Program
- MassDOT's Complete Streets Funding Program
  - MassDOT Shared Streets and Spaces
  - Build Back Better Regional Challenge
- Destination Development Capital Grant
  - Competitive Tourism Grant
  - Creative Catalyst
  - Commonwealth Places

### Market Study and Program Development

With preferred categories of uses identified by the community and refined by the core stakeholders, commission a focused market study to ensure the viability of the program. Considerations should include capturing retail leakage locally, finding desirable niche uses, synergy with nearby uses, opportunities to create an-attractive regional cluster, and the maximum level of rents achievable. Final preferred use program(s) should estimate revenue streams over a minimum 10-year period to help establish the operating structure.

*A public realm improvement program could take up to 18 months to establish operations and a funding plan:*

#### Months 1-3:

- Establish core stakeholder group
- Define preferred uses and space plan

#### Months 4-9:

- Participate in community engagement for preferred design/public realm plan and goals to identify preferred use(s)
- Conduct market study (to determine viable commercial uses of the property)

#### Months 9-18:

- Identify preferred operating entity/manager (for identified public space/parcel)
- Develop capital programming and maintenance plan
- Identify operator(s)

#### After Month 12:

- Work with municipal staff and business owners to ensure consistency with operations Implementation; this could take up to 36 months.
- Finalize legal agreements and launch operations and maintenance plan when appropriate.

## Process

### Developing the Operational Structure

In consultation with similar organizations or a programming consultant, develop preferred operating structure for oversight and management of day to day operations, advertising, leasing space (if applicable), event programming, etc. Assess multiple manager options, including full public staff, public management with private/non-profit operator(s), and private/non-profit management and operations, including shared (temporal) or split (physical/responsibility) partnership operations models. Considerations for upkeep, security, ambassadors/ docents, maintenance, repairs, periodic upgrades, etc. should be included.

### Develop Budget and Capital Program

Based on final operating program, identify resulting capital and labor operating expenses, and work with municipal financial advisors and core stakeholders to address any financing gap or needed subsidy, based on the market study results. Where gap funding is limited, consider a phased program to demonstrate viability. Roll 10-year revenue and expense projections into a capital program, including and surrounding public spaces considered part of that program. Integrate with Town capital plan where possible.

### Operating Agreements and Standards

Within last year of anticipated opening at the latest, begin drafting operating agreements for preferred operating program. Should include roles and responsibilities, liabilities, consistent sunset and renewal clauses, clear communications protocols, and appropriate legal definitions. A set of performance standards for all parties is recommended that aligns with the preferred operating program to ensure quality delivery of needed support. Similar terms should be integrated into a standard lease/rent agreement template for future vendors.

#### Why Develop a Public Realm Design?



**Tip** Public engagement is a crucial component when developing a public realm design plan. It is important to use internal community resources, Main Streets organizations, residents, and business owners to understand how to tell a story for your design and implement a plan that addresses the needs of all who will frequent your space.

The public realm of a commercial district is its front door. Every business, residence and community space is accessed through the outdoor realm. The experiential quality of this space can define much of a visitor's impression of their ultimate destination, including their sense of pleasure and comfort, protection from the elements, physical safety, urgency and desire to return. Poor or degraded public realms are clearly demonstrated to contribute to declining visitation and decreased safety. An improved public realm attracts visitors, improves retail sales, provides opportunity for new interactions, and becomes a vital part of the sense of place.

Designing an improved public realm is not simple. Multiple elements should be considered, and the local community should play an integral role in the design, since they will ultimately be its primary users. Small changes often reap large rewards and can be implemented with existing tools like paint, plants and signs. Substantial changes can have lasting high-valued impact but must carefully consult with other planned infrastructure needs to avoid prolonged construction or re-construction.

#### Public Realm Design Categories:

- 1. Open Space** - Integrating open space into urban districts is often the single most visible consideration, relating to both land use and form of the space.
- 2. Streetscape** - rapidly growing demands for walking, biking and other non-auto forms of mobility have placed the renovation of streets and sidewalks, street trees, shade, lighting and protection from the elements also critical.
- 3. Existing Building/Structure** - How people perceive the scope of public space directly impacts their experience. Architectural windows, building lighting, entrances, and other private building features are essential parts of the public realm.
- 4. Temporary/Flexible Spaces** - Activity defines a successful public realm. Spaces that accommodate and encourage activity, seasonal activities, and temporary art are valuable.
- 5. Parking Asset Realization** - Setting in place desired alternatives (biking, walking, parking experiences) can further drive walking and its accessibility to become an integral part of the public realm.

#### Key Steps for a Public Realm Design

- Project Identification** - Working with stakeholders and the public to identify goals in need and intended outcomes
- Inventory Site/Space & Identify** - Defining project extent as well as needed safety and accessibility features, Opportunities & Constraints
- Prioritize Short List of Design Options** - Deflecting community goals to work within acceptable budgets and timeframes
- Create Design Options & Prioritization Plan** - Assessing appropriate design elements is integral to finalizing design options
- Identify Municipal Champions to Implement, Funding Mechanisms, and Sponsors** - Building consensus and support over the length of a public realm project requires consistent memory and leadership
- Define Project Schedule & Timeline** - Constructive schedules
- Develop Capital Plan for Design** - Considering all elements in a multi-year design and installation program

#### Additional Considerations for Your Design

- Tell a Story**
  - Focus on the history of the site
  - Design around historical features
  - Provide a connection to the site
  - Include creativity to create a sense of place
- Engage the Community**
  - Hold focus groups to understand needs
  - Show precedent examples to spur ideas
  - Provide an assortment of concept designs
- Examine the Bigger Picture**
  - Do detailed how the surrounding spaces and the project site are currently used
  - Evaluate how design is still needed in the design
  - Promote connectivity between space to retail, community
  - Plan carefully around other infrastructure improvements
- Be Strategic with Streetscapes**
  - Assess streets for existing conditions
  - Provide multimodal options
  - Design with accessibility in mind
  - Create a network of connectivity between spaces & surrounding circulation routes
- Tie it All Together**
  - Design for flexibility
  - Integrate sustainability
  - Design for local beauty in mind
  - Design for year-round use
  - Provide amenities
- Measure Success**
  - Monitor influx of new traffic & visitation (using all methods)
  - Document actual on-site businesses
  - Collect feedback from both local community & business owners

#### Public Realm Design Tips for Successful Outcomes

- Tell a Story**
  - Focus on implementing historical components to preserve local tradition and heritage
  - Utilize past plans to better understand what projects have been successful and why a unique story
  - Don't overcomplicate design through too many elements
- Engage the Community**
  - Conduct a design and/or community effort to surface feedback from all demographics
  - Engage with the community on what the community values and hopes to improve
  - Use third parties to help prioritize solutions when budgets are limited
- Examine the Bigger Picture**
  - Do not let the design be defined by project boundaries, but look for opportunities to increase connectivity
  - Design efforts should not act as a stand-alone plan that isolates other areas of the community. Instead, they should focus on increasing accessibility to vitality to other businesses and visitors
- Be Strategic with Streetscapes**
  - Make sure the design provides a strong connection to surrounding streets and that it is accessible for all users
  - Consider a design that incorporates space for other modes by implementing bike lanes, wider walking paths, and driveway access
- Tie it All Together**
  - Design flexible spaces that can be used for events, markets, and/or recreation to maximize use of the space
  - Make a commitment to sustainable design and green infrastructure, which can reduce the footprint of your design
- Measure Success**
  - Make sure to involve feedback from all stakeholders, not just businesses, visitors, and residents
  - Success should be quantifiable and able to be used to support investments for future design
  - Collectively & sustainably maintain successful outcomes to generate more

*The Appendix provides additional guidance on crafting a public realm improvement program as provided by this topic's subject matter expert, Stantec*

# Rail Trail Connection

Category



Public Realm

Location

Town of Danvers and City of Peabody – Community-Wide

Origin

Phase I Diagnostic Presentation Feedback

Budget



Large Budget (over \$200,000)

Timeframe



Medium-Term (Between 5 and 10 Years)

Risk



Medium Risk



*Rendering of a potential rail crossing at Healy Court and Purchase Street in Danvers*



### Budget



Large Budget

A feasibility study is a first step for this effort, which could cost upwards of \$100,000. Construction could run into the millions of dollars; \$3 to \$5 million may be a sensible benchmark but final costs will depend on landscape amenities, traffic signaling, and a structural analysis of existing bridge structures.

### Timeframe



Medium-Term

A feasibility study could take place in the short-term, between six months and a year. Construction could take up to five years, and potentially longer. The ultimate timeframe would depend on the scale of design and the availability of construction funds.

### Risks



Medium Risk

- Right-of-way (ROW) availability
- Environmental impacts
- Analysis of existing bridge structures
- Funding availability
- Political support
- Community interest

### Key Performance Indicators

- Increased pedestrian and cycling volume
- Growth in retail and business revenues
- Roadway level-of-service (LOS)
- Bike/ped crash data

### Partners

- Danvers Planning and Economic Development Division, Department of Public Works, and Engineering Division
- Peabody Department of Community Development and Department of Public Services
- Danvers Rail Trail Advisory Committee and Danvers Conservation Commission
- Peabody Community Preservation Committee and Peabody Conservation Commission
- DCR, MBTA, MassDOT, and MAPC

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
Ensure business continuity moving forward	Placemaking investments for streets, sidewalks, and public spaces
Invest in social distancing infrastructure	Pedestrian and cycling connectivity within and between communities
Market local shopping and dining options	Connectivity to existing and future multimodal transportation

**Addresses Priority**

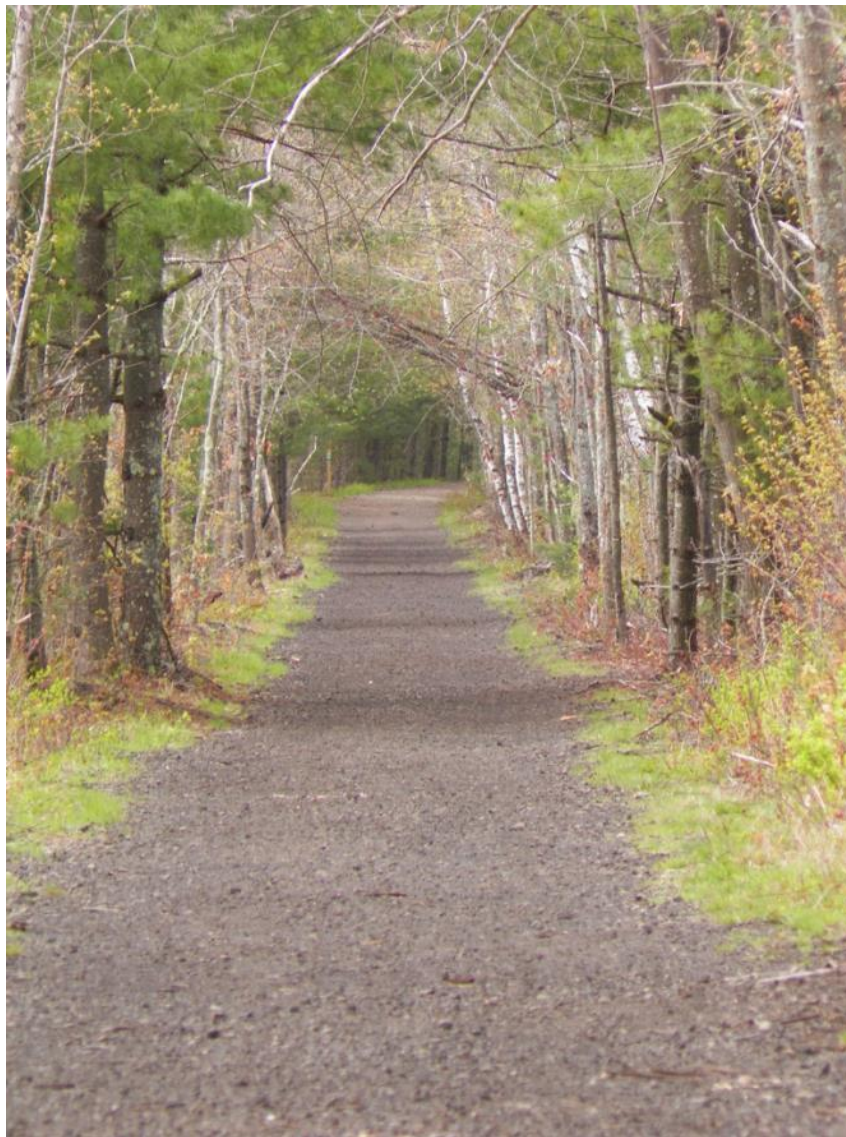
## Diagnostic

Local businesses in the Town of Danvers and the City of Peabody have been adversely impacted by COVID-19, while demand for recreational space has increased. Stakeholders identified a desire to connect business center areas, and have a designated, separated shared-use-trail. Additionally, both municipalities have shown interest and support for constructing rail-trails in the past, including Peabody's ongoing work with the Independence Greenway.

Danvers and Peabody each have an extensive legacy of railroad activity. In Peabody, the Independence Greenway operates in the vicinity of the North Shore Mall west towards Middleton with on- and off-street connections; an expansion of the Greenway towards Peabody Square is on the State Transportation Improvement Program.

In Danvers, the Danvers Rail Trail stretches more than four miles from the Peabody city line near Route 114 to the north and east to Topsfield Road, crossing Maple Street in Danvers Square. A second, unimproved right-of-way intersects the Rail Trail near Danvers Square, running in a north/south direction between Route 62 and the Crane River area.

Feedback received at the Phase I Diagnostic Presentation in the Town of Danvers regarded further planning and design of this north/south railroad right-of-way, which includes segments adjacent to Maple Street and High Street in the LRRP study area. Attracting recreational users to a future shared-use path can enhance retail spending for nearby businesses, including bicyclists from out-of-town. A continued connection towards Peabody across Waters River would connect both study areas in each community.



*Danvers Rail Trail (photo credit: Town of Danvers)*

### Potential funding sources for this recommendation include:

- Transportation Enhancement (TE) Program
- Congestion Mitigation and Air Quality (CMAQ) Improvement Program
- Community Preservation Act
- Recreational Trails Program (RTP)
- MassWorks Infrastructure Grant Program
- MassTrails Grant Program
  - Danvers PTDM funds
  - Chapter 90 funds
- Parkland Acquisitions and Renovations for Communities (PARC)
  - People for Bikes
  - WalkBoston
- Safe Route to School (SRTS) Program
- Fields Pond Association
- New England Grassroots Environment Fund (NEGEF)
- Kodak American Pathways Grant Awards Program
- Main Streets Organization(s)
- Chamber of Commerce(s)
- Business Association(s)
- Municipal Funding

## Action Items

By creating active transportation plans and designing communities that make traveling on foot or by bicycle comfortable and safe, rail-trails can help to reinforce the sense of community within a city or suburb.

It is critical to evaluate if the project area successfully meets the project goals and is consistent with community needs. To do this, the following action items need to be taken:

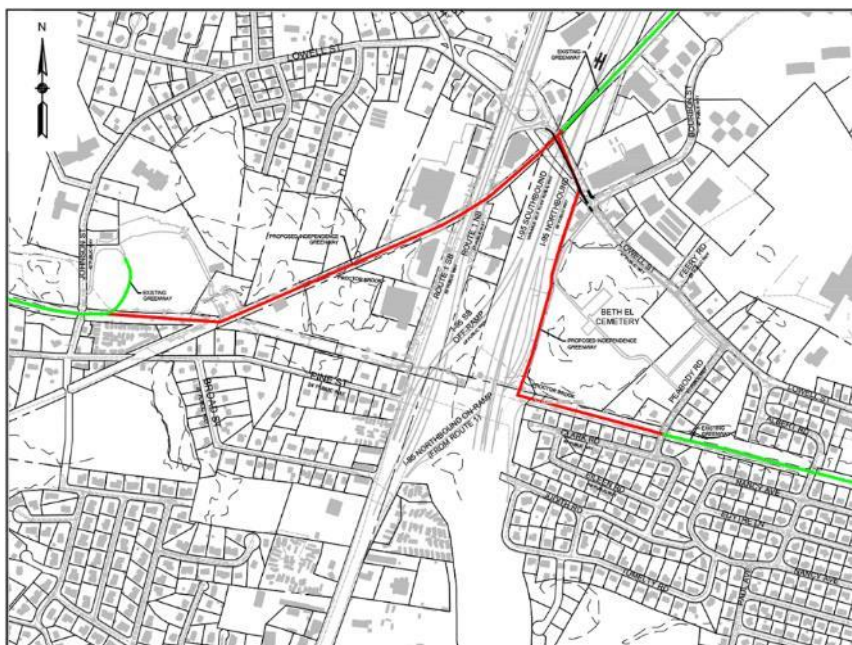
- Develop a project area feasibility study to determine if a rail-trail proposed along the abandoned MBTA rail corridor between Peabody Square and Danvers Square is practical and doable.
- Identify connections to adjacent neighborhoods and local business centers in Danvers Square and Peabody Square
- Outline the key implementation activities and funding necessary to advance the project forward.

Planning for future shared-use paths benefits from a strong community presence. In Danvers, the Danvers Rail Trail Advisory Committee was appointed by the Town Manager in 2009 comprised of nine volunteers. The Committee's purpose is to advance the utilization of the 4.3 mile, east-west corridor in the community which today comprises the Danvers Rail Trail. Activities the Committee plays includes:

- Obtaining grants and other funding
- Community and abutter outreach
- Working with the MBTA (which had granted a 99-year lease to the Town for the trail)
- Acting as a liaison with other communities
- Design, building, and maintenance of the trail

Given this history, the community is well-prepared for the planning of another trail.

The MBTA also owns the approximately three-mile segment of railroad right-of-way between Hobart Street in Danvers and Railroad Avenue in Peabody, when the ROW meets track owned by PanAm. A first step for the community is to inquire if the MBTA is willing to lease this segment, in part or in its entirety, to Danvers and/or Peabody for development as a rail trail.



*Proposed extension of the Independence Greenway on the State Transportation Improvement Program (photo credit: Solomon Foundation)*



## Process

Rail trail projects often follow an arduous process to fruition. The need to acquire property rights to a corridor matched with efforts to develop community support and secure the necessary funds can often take several years.

A feasibility study of the project corridor will help build on Danvers' and Peabody's existing efforts to revitalize local businesses and connect bikers and pedestrians to these locations. Additionally, a feasibility study will allow the municipalities to identify major items of technical interest and concern, key implementation activities, and funding necessary to advance the project forward. The following steps outline the process for carrying out a feasibility study of the project area:

- **Evaluate the overall Intent of the project** – this includes a preparation of the following: a study purpose, a brief ROW history and ownership evaluation, general mapping of the study area, and identifying the boundaries and limitations of the study.
- **Complete a physical inventory and environmental assessment of the ROW** – this can be evaluated through a combination of existing reports and mapping, geographic information system (GIS) data, and field investigation efforts. This step should also include a structural feasibility study of the existing bridge structures within the project corridor
- **Develop a trail concept plan** – this will highlight features such as the trail alignment, locations for emergency access, and potential trail amenities.
- **Develop costs and outline a phasing plan if necessary** – this will include the development of an order of magnitude conceptual cost estimate based on the concept design.
- **Engage with local stakeholders through public outreach and participation** –this can be achieved through holding public meetings with the Committee and Danvers and Peabody representatives to review the trail corridor, termini points, and the project goals. Public outreach can also include various businesses that are adjacent to the project location.

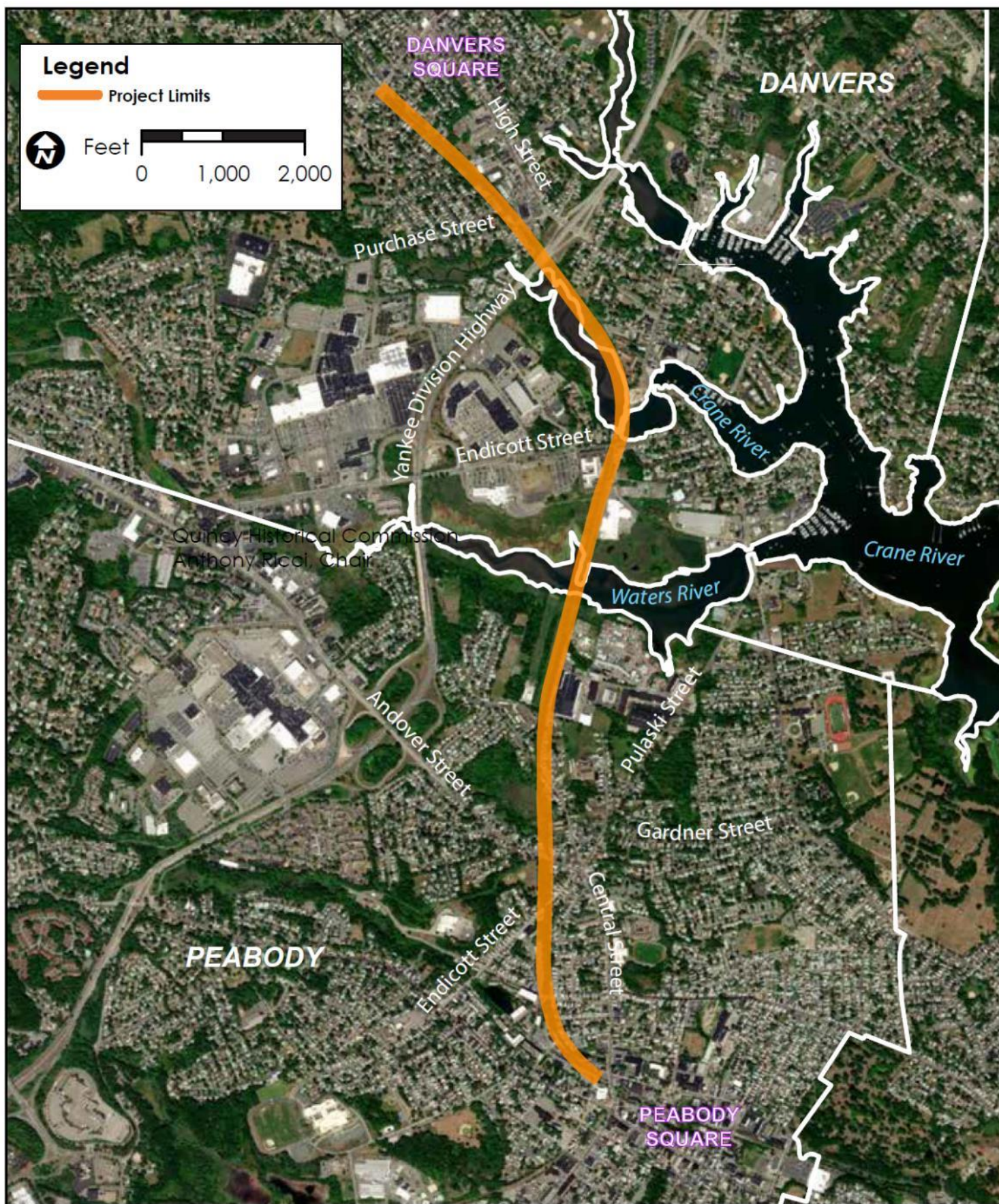


*Danvers officials touring the ROW corridor between Hobart Street and the Middleton Town Line (photo credit: Salem News)*



*Bridges over the Waters River (foreground) and Crane River (background) would be evaluated as part of a feasibility study*

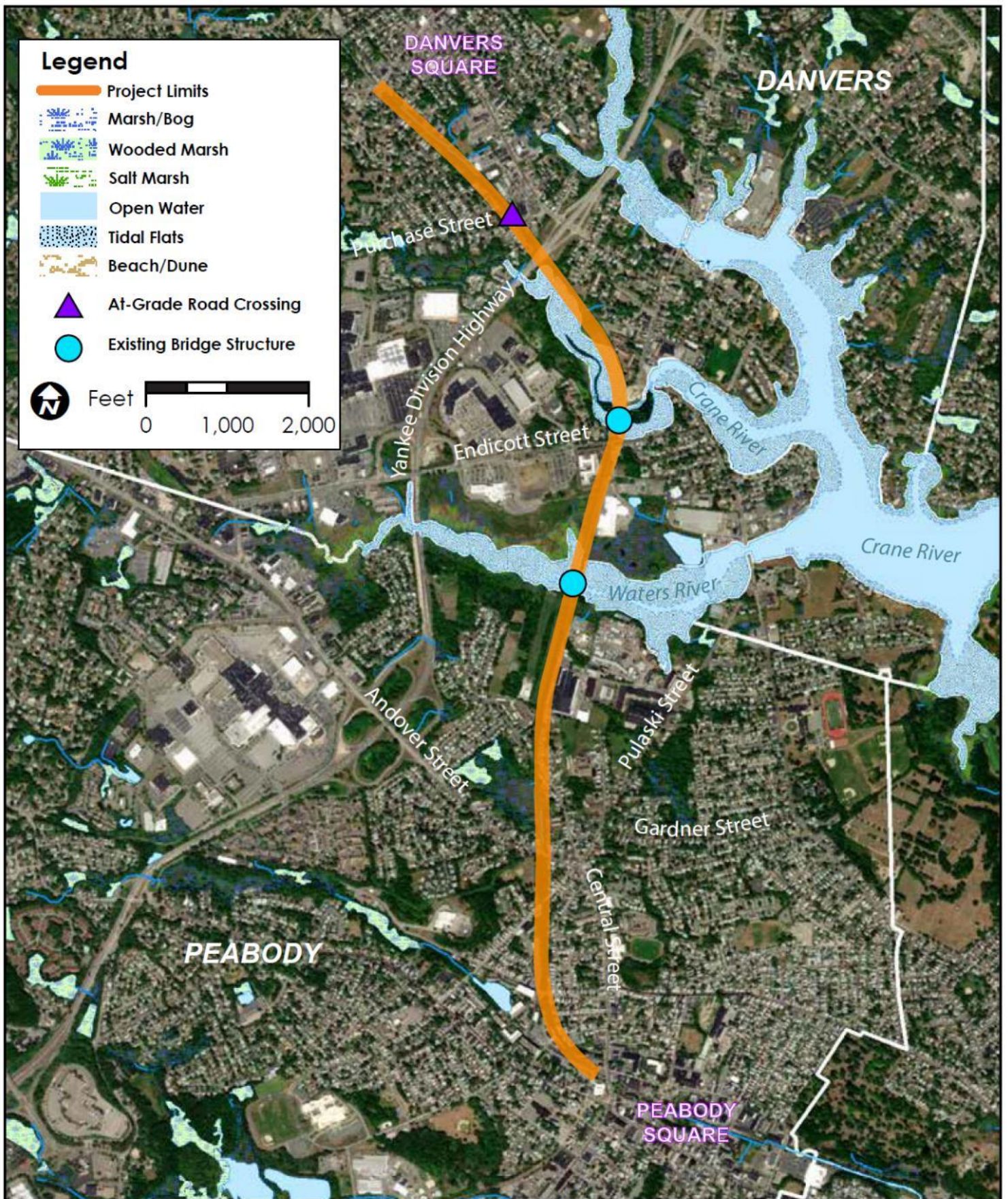




Map Source: Office of Geographic and Environmental Information (MassGIS), Commonwealth of Massachusetts Executive Office of Energy and Environmental Affairs, ArcGIS Online, ESRI, DigitalGlobe, GeoEye, Earthstar Geographies, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community.

**Figure 1 - Project Area**  
Local Rapid Recovery Planning  
Danvers and Peabody, MA





Map Source: Office of Geographic and Environmental Information (MassGIS), Commonwealth of Massachusetts Executive Office of Energy and Environmental Affairs, ArcGIS Online, ESRI, DigitalGlobe, GeoEye, Earthstar Geographies, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community.

**Figure 2 - Areas of Interest**  
Local Rapid Recovery Planning  
Danvers and Peabody, MA





Map Source: Office of Geographic and Environmental Information (MassGIS), Commonwealth of Massachusetts Executive Office of Energy and Environmental Affairs, ArcGIS Online, ESRI, DigitalGlobe, GeoEye, Earthstar Geographies, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community.

**Figure 3 - High Street Connections**  
Local Rapid Recovery Planning  
Danvers and Peabody, MA



# Shared Streets and Neighborways

Category	 Public Realm
Location	Town of Danvers and City of Peabody – Community-Wide
Origin	Town/City Feedback During Project Ideation
Budget	 Low Budget (Less Than \$50,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Low Risk



*A conceptual rendering of a neighborways concept at a prospective future crossing of the Riverwalk of Caller Street in Peabody*

### Budget



Low Budget

Most equipment for shared streets and neighborways installations can be procured for three or four figures. A community-wide program may exceed \$50,000, but many communities often have the equipment needed to pilot a program already on-hand.

### Timeframe



Short Term

Conception and outreach can take as short as a few weeks, particularly if introduced on a pilot basis.

### Risks



Low Risk

- Support from neighborhoods
- Municipal support
- Funding availability

### Key Performance Indicators

- 85<sup>th</sup> percentile vehicle speeds
- Vehicle volumes
- Volumes of people on foot and bike
- Crashes involving people on foot and bike

### Partners

- Peabody Department of Community Development and Department of Public Services, Police, Fire
- Danvers Planning and Economic Development Division, Department of Public Works, and Engineering Division
- Neighborhood associations
- MassDOT
- MAPC

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
Ensure business continuity moving forward	<b>Placemaking investments for streets, sidewalks, and public spaces</b>
<b>Invest in social distancing infrastructure</b>	<b>Pedestrian and cycling connectivity within and between communities</b>
Market local shopping and dining options	<b>Connectivity to existing and future multimodal transportation</b>

**Addresses Priority**



## Diagnostic

Placemaking and traffic calming measures have been implemented across the Commonwealth of Massachusetts over the past year and a half to create safe recreational opportunities in residential neighborhoods. Slow streets are friendly to bicyclists and pedestrians, using traffic calming to slow vehicle speeds and provide visibility and protection to those walking, biking, or strolling. These enhancements have also been introduced to streets with a mix of commercial and other uses.

Each community can satisfy the demand for traffic calming and placemaking on neighborhood streets through the implementation of "neighborways." Neighborways are low-street neighborhood streets that already lend themselves well to walking and biking. These streets are also sometimes known as "bike boulevards" or "neighborhood greenways" in other communities. Treatments tend to include traffic calming and wayfinding signage. Public art can be incorporated into both traffic calming and wayfinding signage to show the unique character of each street and neighborhood. Neighborways can be done with relatively low-cost materials, like paint and planter boxes.

### Potential funding sources for this recommendation include:

- Town/City capital budget
  - Chapter 90 funds
  - Danvers PTDM funds
- MassDOT's Complete Streets Funding Program
  - MassDOT Shared Streets and Spaces
    - Foundations
    - Private grants

## Arlington Shared Streets Pilot



**Type:** Residential Shared Streets

**Pilot Timeline:** 4/27/20 – 6/1/20

**Installation:** 5/20/20 – 5/27/20

**Length:** 0.37 mi

**Location:** Brooks Ave – Lake St to Varnum St

**Total Budget:** \$7,000 (Labor: \$6,500, Materials: \$500)

**Municipal Contact:** Daniel Amstutz, Town of Arlington

**Consultant Contact:** Jessica Mortell, Neighborways Design

Brooks Avenue Shared Streets pilot was initiated to slow speeds and provide additional space for physical distance on Arlington streets. The project was approved by the Select Board and Town Planning and Community Development Department led the pilot, with oversight from the Town Manager, Chief of Police, and Director of Public Works. The pilot served as a proof of concept for shared streets testing materials and public support. The location was selected based on high density of young children and families, proximity to low income and environmental justice communities, support from local resident leaders (e.g., East Arlington Livable Streets Coalition), and potential for future network connectivity to regional shared-use trails.

The design used barriers on hand from the Police and Public Works, green traffic cones, and purchased signage printed locally on coroplast and 0.04 aluminum to save costs for the demo.

An emphasis on community engagement and support was important for the shared streets initiative to move forward.

Speed and Volume Data Before and During Pilot

Average Daily Traffic (ADT)	Before	During	% Change
	378	278	- 26.5%

Average # Vehicles in 24 hrs	Before	During	% Change
Speeds			
> 25 MPH	58	25	- 41.4%
> 30 MPH	10	6	- 18.4%

The pilot demonstration was removed after a week to evaluate data collected including valuable public feedback via email, nominate street survey, and post pilot survey; active transportation hand counts before and during; and traffic volume and speed counts before and during provided by the Arlington Police Department. Results were presented to the Select Board who approved next steps to develop criteria and prioritization for shared street projects in both commercial and residential areas.

### Additional Resources (Folder for all items)

- [Project Summary Presentation](#)
- [Materials List with range of costs](#)
- [Sign PDFs](#)
- [Fliers for project](#)
- [Testimonial from Resident](#)
- [Photo Library](#)



neighborwaysdesign

*Shared Street installations have been popular responses to the need for safe recreational space resulting from COVID impacts. Parties such as the Barr Foundation, Solomon Foundation, and neighborways design have helped communities plan for and measure success of projects.*

## Action Items

Each community can take several steps to help implement neighborways:

### Define the Location

Neighborway streets should be selected based on a data-driven prioritization strategy to identify candidate streets equitably. Data-driven factors for prioritization may include average vehicle speeds, vehicle volumes, heavy vehicle volumes, and crash history.

Prioritization should also consider the role the street plays in the overall network: How many destinations does it connect to? Does it provide an alternate route for a busier street? The election process should be cautious against only implementing solutions without broader thought to these kinds of considerations.

### Partnering

Each community should work closely with neighborhood associations to gauge resident interest and vet potential treatments. Neighborhood residents may volunteer to aide in installation for treatments like pavement markings. It may be advantageous to partner with local artists or student groups to implement public art installations. Public works departments and local active transportation advocates should also participate.

### Planning

Planning should include an analysis of the selected street(s) to identify issues and appropriate solutions. Each community's public works, fire, and police departments should be consulted in this step to identify any special considerations of vehicular traffic that may need to use affected streets which may impact the treatments considered.

### Implementation

Installation can be conducted by local contractors or public works staff; volunteer groups could be called upon to help clean and maintain spaces.

### Iterate

Successes and challenges of different installations should be tracked to determine how each of the streets should function in the future, including whether different installations are merited depending on the season. Use metrics from the prioritization process (under the "Define the Location" stage), such as vehicle speeds and crash rates, to measure progress.

*Community members install pavements marking in Somerville, MA to highlight the street as a pedestrian-priority space (Source: NACTO)*





## Process

Decisions on which treatments to deploy in different neighborhoods should be handled between Town/City government and affected neighborhoods. This section describes the different treatments which could be utilized.

### Pedestrian Lane

A particularly low-cost intervention, a pedestrian lane designates space on a roadway for the exclusive use of pedestrians. Vehicle speeds and volumes should be low or moderate; the visual separate between vehicles and pedestrians is typically paint or adjustable objects such as traffic cones or barricades.

### STOP-Controlled Intersections

Oftentimes adding a stop sign, whether as a traditional ground-mounted sign or attached to a lower-level barricade, provides the visual cue to motorists that coming to a full stop at an intersection is required. This may be appropriate at intersections on residential streets where not much vehicle traffic is encountered and motorists occasionally fail to lower their speed or take stock of their surroundings.





### Speed Management

Signage and other visual cues can help modulate speed on residential streets:

- **Customized Signage** – Non-traditional signage, such as signs designed by children to encourage lowering vehicle speeds, reinforces the idea that neighborhood streets belong to residents and not those travelling through.
- **Pavement Markings** – temporary or permanent markings delineating crosswalks, bicycle lanes, and other on-street space used by pedestrians reinforces the idea that drivers must be careful in the vicinity of homes.
- **Street Art** – Street art allows the community, particularly children, to enliven residential streets and provide a gathering activity to enjoy together. As a visual cue, street art can be arresting in alerting motorists that the streets they travel on are apt to be used by pedestrians and bicyclists and they should travel accordingly.
- **Reduce the Effective Street Width** – Wide streets encourage speeding by providing motorists with larger margins of error for their travel; for this reason, lane widths on highways are designed wider than lane widths in dense commercial corridors. Reducing the effective width of the roadway through treatments such as traffic cones or barricades reinforces the idea that residential streets should be traversed slowly.





### Traffic Calming

Equipment, typically procured or already available through a community's public works department, can be utilized to slow vehicle speeds:

- **Reduce the Effective Street Width –** Wide streets encourage speeding by providing motorists with larger margins of error for their travel; for this reason lane widths on highways are designed wider than lane widths in dense commercial corridors. Reducing the effective width of the roadway through treatments such as traffic cones or barricades reinforces the idea that residential streets should be traversed slowly. Common interventions to reduce effective street widths include:
  - Chicanes – curbs extending alternately from opposite sides of a roadway, forcing motorists to drive around a series of fixed objects.
  - Neckdowns – narrowing of roadways at intersections or in the middle of a street segment, usually by protruding sidewalks
- **Raise Pavement Levels –** Speed bumps, humps, and tables can be used to raise the pavement three or four inches, forcing motorists to slow. Raised intersections can achieve the same goals.
- **Temporary Traffic Circles –** At uncontrolled intersections, a temporary traffic circle using traffic cones can force motorists to slow down and alter their path.
- **Direction Changes –** Treatments which block access to a lane of travel, which can decrease cut-through traffic.



# Private Realm Improvement Program

Category	 Private Realm
Location	Town of Danvers and City of Peabody – LRRP Study Areas
Origin	Phase I Diagnostic Presentation Feedback
Budget	 Medium Budget (\$50,000 to \$200,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Medium Risk



*Main Street in Peabody*



## Budget



Medium Budget

Costs could include hiring a consultant to help develop a private realm “kit of parts” for public and private realm investments.

Several grant sources are identified in the best practices sheet for a façade improvement program. ARPA funds could help seed a program, similar to what has been done in Ashland, MA.

## Timeframe



Short-Term

The kit of parts could be developed within 12 months. The improvement program could be launched within 12 months. Full implementation may take longer, depending on the labor market and supply chain at the time of launch. If both communities set the program up as a revolving loan fund and are pleased with the result results, the programs could become permanent options.

## Risks



Medium Risk

- Interest from property owners
- Involvement of Town Meeting and City Council
- Equitable distribution of funding
- Property owner follow-through
- Administrative capacity

## Key Performance Indicators

- Number of applicants
- Number of facades, storefronts, and/or sites improved
- Retail revenues
- Rents
- Change in vacancies

## Partners

- Danvers Planning and Economic Development Division, Department of Public Works, and Engineering Division
- Peabody Department of Community Development and Department of Public Services
- Local business community
- Peabody Main Streets
- Future Danvers-specific downtown organization

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
Ensure business continuity moving forward	<b>Placemaking investments for streets, sidewalks, and public spaces</b>
Invest in social distancing infrastructure	Pedestrian and cycling connectivity within and between communities
<b>Market local shopping and dining options</b>	Connectivity to existing and future multimodal transportation

**Addresses Priority**

## Diagnostic

Feedback from the Phase 1 Diagnostic community presentations indicated a programmatic need to support investments in the private realm. Stakeholders in each community expressed how facades can be observed in fair or poor shape and upkeep can vary considerably storefront to storefront.

In Danvers, the infrastructure assessment found that branding, facades, and awnings do not promote a unique identity. Buildings are a variety of different styles and limited spillover retail fails to distinguish Danvers Square as a unique destination. A lack of window transparency does not support attracting foot traffic.

In Peabody, many businesses feature pedestrian-scale signage, creating a pleasant strolling experience. However, many properties feature blank walls along the street frontage, and facades lack a common unifying style.

A few issues are involved – some of which are overlapping between the two communities. First, how should the identities of the two communities will be expressed? Should there be a clear link or a clear difference? The Inter/Intra-Community Bike Ped Connectivity idea provides the potential for a physical link and gateway opportunity as visitors arrive and leave each of the study areas.

The existing design controls (guidelines or form-based code) should be augmented by a set of public realm design guidelines to cover paving materials (including crosswalks), street furniture, streetlights, wayfinding signage, and tree species. A consistent public realm becomes a backdrop for local businesses.

A common “kit of parts” can be varied enough to separately identify the two communities while still keeping a consistent physical experience connecting the two. Any kit of parts should also include notes about regular maintenance and lifespan of materials and plantings and the respective Departments of Public Works should establish a regular program of updates.

Certain elements of the public realm – for example, a change in the colors of wayfinding signage (but not fonts or sign styles) can both connect and differentiate each community. Public standards will need the approval and support of the Select Board (in Danvers) and City Council (in Peabody) to ensure that the DPW applies the standards on all street improvement projects. These standards can also be incorporated, where relevant, into MassDOT projects.

The design controls for signage and storefront can reinforce the identity of each area. The existing design guidelines (Peabody) and form-based code (Danvers) should be evaluated for elements that can be elevated to standards rather than guidelines. For Peabody, these standards can be incorporated into the zoning ordinance. For Danvers, standards, as opposed to guidelines, should be clearly indicated in the form-based code.

Existing design requirements can be evaluated for inclusion into a façade improvement program.

Danvers Conditions	Peabody Conditions
Older storefronts in poor shape	Site design should be more public-facing
Some storefronts not welcoming	Some success with design guidelines
Inconsistency across building types	Storage of outdoor materials is challenging
Points of interest not connected	Absence of bike parking
No projects yet approved under new form-based code	Design guidelines lack regulatory effect
Design guidelines do not include public realm	Design guidelines do not include public realm
Both communities need to tell their stories better	

## Action Items

A private realm, or façade or storefront improvement program, can include one or more of the following:

- Requirements to address the transmissibility of COVID-19, such as new windows, doors, or HVAC systems which may otherwise be unaffordable to a small business owner and/or may have a negative impact on the façade if improperly sourced and installed.
- Re-organized on-site parking spaces to provide room for outdoor dining or retail display.
- Resources, such as time, funding, and expertise, for businesses to address substandard storefronts.
- Attention towards distressed properties which have a negative impact on people's impression of the viability and/or safety of a business district.
- Temporary or permanent accessibility improvements for storefronts.
- Grant funding to address interior and exterior accessibility, especially for buildings with empty upper floors due to the lack of accessible elevators.
- Remedies for "improvements" to historic properties which may have involved use of inappropriate materials or substandard repairs.
- Reduction of asphalt and addition of landscape to reduce the heat island effect, planting of trees to address air quality, and use of low impact design to manage stormwater on-site.

Each municipality needs to make certain decisions prior to and during the creation of a private realm improvement program.

If starting from scratch, Danvers and Peabody will need to accomplish the following:

- Identify capacity within each municipality to guide the program and bring on additional capacity.
- Develop an appropriate level of design guidelines.
- Engage businesses, property owners, and the broader community to buy-into the program.
- Develop criteria for application, approval, installation, and maintenance.
- Develop funding and oversight structures.

If either municipality already knows the answers, then staff can proceed with developing the program. If not, the municipality can work the decision points into a scope of work for assistance in development and perhaps managing the program, which are further detailed in the next section.



*Maple Street in Danvers*



## Action Items

Elements of a private realm improvement program should speak to local concerns in each community, including integration with public realm improvements:

- How will the identities of the two communities be expressed? There could be a clear link between the two communities or a clear difference. Future connections, such as a rail trail, provide a potential gateway opportunity as visitors arrive and leave each community.
- Existing design controls (guidelines or form-based codes) should be augmented by a set of public realm design guidelines to cover paving materials (including crosswalks), street furniture, streetlights, wayfinding signage, and tree species. A consistent public realm becomes a backdrop for businesses.
- Variations on a kit of parts for the communities can separately identify each community while still keeping a consistent physical experience connecting the two. Any kit of parts should also include notes about regular maintenance and lifespan of materials and plantings and the respective Departments of Public Works should establish a regular program of updates.
- Public standards will need the approval and support of the Select Board (in Danvers) and City Council (in Peabody) to ensure that the Public Works applies the standards on all street improvement projects. These standards can also be incorporated, where relevant, into MassDOT projects.
- The design controls for signage and storefronts can reinforce the identity of each area. The existing design guidelines (Peabody) and form-based code (Danvers) should be evaluated for elements that can be elevated to standards rather than guidelines. For Peabody, these standards can be incorporated into the zoning ordinance. For Danvers, standards, as opposed to guidelines, should be clearly indicated in the form-based code.
- Existing design requirements can be evaluated for inclusion into a façade improvement program.

### Potential funding sources for this recommendation include:

- Town/City capital budget
- Massachusetts Downtown Initiative
- MassDevelopment Transformative Development Initiative
  - Competitive Tourism Grants
- Build Back Better Regional Challenge
  - Preservation Projects Fund
- Business Improvement District
  - Private grants
  - Foundations

*Tactical urbanism is a technique could be an appropriate test for some of the public realm improvements – particularly for showcasing pavement, lighting, and plantings prior to inclusion in the kit of parts.*

*Another use of tactical urbanism might be to incorporate public art in vacant storefront windows or on blank facades. Standards in the area at larger scales are Beyond Walls in Lynn and El Punto in Salem. El Punto is an excellent example of art reflecting local culture. Beyond Walls would serve as models for the necessary agreements with property owners.*

*Tactical urbanism could be used on private property to test, for example, the location of landscaping with planters or by restriping parking to accommodate outdoor dining or retail displays.*

## Process

A key element of a private realm improvement is the development of a **kit of parts**. This can be developed within 12 months, with or without the use of consultants, although full implementation of the program may take longer depending on the labor market and supply chain at the time of launch. If both communities set the program up as a revolving loan fund and are pleased with the results, the programs could become permanent options.

Four distinct parts of the process are laid out below:

### Pre-program development

- Identify who in the municipality will manage this program. This could be municipal staff, an existing downtown committee/ organization such as Peabody Main Streets, a volunteer committee, or a hybrid model.
- If the municipality does not already have design guidelines for the area(s) targeted by the program, decide how those guidelines will be developed. Will the design guidelines be just for the façade improvement program, or will they be more broadly applicable? The entity managing this process does not have to be the municipality. For example, a Community Development Corporation or other nonprofit could sponsor the program.

- Discuss the potential focus of the program: components of a storefront, the entire storefront, the entire façade, all façades, the site? Will signage, lighting, awnings and other smaller elements be included? Will interior improvements to address accessibility be included? Will the municipality fund the design, all or some of the improvements, or both?
- Discuss what will not be eligible. Eligibility may also be determined by the funding source (for example, CDBG funds).

### Developing the Guidelines

If the municipality already has design guidelines that can be used for the façade improvement program, skip to the next section.

For developing the guidelines, review the Best Practices for Design Guidelines.

- Discuss the length of time that improvements must be maintained and the enforcement process for ensuring that improvements are maintained. Maintenance requirements could be tied to the length of the tenant's lease.

- Consider the funding structures. The program can provide grants or loans to property owners/ businesses for the improvements. Grants may provide a greater incentive to participate while loans (no or low interest) provide a revolving fund to assist more properties. Forgiving loans after a certain time if the improvement are maintained is another option. If the property owners are less interested in the program, the municipality might consider offering grants to the first three to five to sign up (depending on resources) or through a lottery process and transitioning later applicants to a loan program. This method would also allow the municipality to assist specific properties as catalysts for the rest of the target area. This would need to be a highly transparent process.

- Decide whether the guidelines and program will be developed in-house or whether the municipality will seek outside help. The funding source may determine the type of outside assistance; for example, certain programs will assign on-call consultants. For others, the municipality may need to issue an RFP.

## Storefront Improvement Program

Cambridge property owners or tenants can access financial resources to renovate or restore commercial building exterior facades through the Storefront Improvement Program. The Program improves the physical appearance of independent businesses and enhances Cambridge's commercial districts.



### The Latest

- New Program Campaign: Storefronts-For-All in Cambridge – Get money for upgrades to your storefront. Improve accessibility and grow your business!
- Reimbursement grants range from \$2,500 to \$35,000 based on the scope of work.
- Projects to improve or replace doors and window systems due to ongoing COVID-19 restrictions are eligible for funding.

### *Ashland, MA's Side and Façade Program*



## APPLICATION FOR SIGN & FAÇADE PROGRAM

### Purpose:

The Sign & Façade Program was established to provide technical and financial assistance to Ashland businesses making external improvements to their establishments. This program matches up to half of the project's cost or \$5,000 (whichever is less) for facade and/or sign improvements with town funding through the Ashland Economic Development Incentive Program. In doing so, the Town seeks to promote local merchants and enhance the physical appearance of Ashland.

### Eligibility Requirements:

This program is open to all businesses in Ashland but targeted to properties located on visible or high-traffic areas such as Main Street, Pleasant Street, Route 135, Pond Street. The applicant must either own the property in question or have a letter of authorization for the project from the owner. Moreover, the property must not have any outstanding obligations to the Town (i.e. no back taxes owed, town liens, etc.).

The project must have all required town approvals and permits. There is no permit required for basic landscape improvements but please consult the building department if any structures, paving or signs that are being modified.

### *Cambridge, MA's Storefront Improvement Program*

## Process

### Developing the Program

- Decide the following:
  - Grant, loan or hybrid
  - Which elements will the program fund and which are the responsibility of the property owner?
  - What are the eligibility requirements for participating in the program?
  - What is the length of the program?
  - How long will property owners be required to maintain the improvements?
  - What is the enforcement procedure for maintenance? (This could be repayment of a grant or a lien on a property.)
  - Will the responsibility for maintenance transfer to a new owner if the property is sold?
- Differentiating between the responsibilities of the tenant (often the small business) and the landlord (the property owner) is critical – a small business may be enthusiastic about the assistance, but the landlord may not. The municipality may need to consider parallel outreach processes.
- Decide on the application process and how applicants will be evaluated. Are certain property types or improvements given priority over others? Make sure the process of choosing participants is transparent.
- Develop the forms and train the people who will be evaluating the applications.

### Implementation

The program can provide grants or loans to property owners/businesses for the improvements. Grants may provide a greater incentive to participate for reluctant property owners, while loans (no or low interest) provide a revolving fund to assist more properties. Some communities have indicated that requiring a match from the property owner may create longer-term support of the program.

If the property owners are less interested in the program, the municipality might consider offering grants to the first 3-5 participants to sign up (depending on resources) and transitioning later applicants to a loan program. This method would also allow the municipality to assist specific properties as catalysts for the rest of the target area.

Education of all people involved in the program must be an ongoing component. A municipality that is short on project management resources should consider hiring a dedicated staff member or consultant to manage this program.

Finally, each municipality should consider streamlining approvals of projects under this program to reduce the time needed for implementation.

*Best practice communities include Ashland and Cambridge.*

*Each community uses municipal funds; Ashland's structure involves seed money, regular appropriation, and a revolving fund. ARPA funds could also provide initial seed money.*

*The Appendix provides additional guidance on creating or updating design guidelines for a downtown, village center, or commercial corridor as provided by this topic's subject matter expert, Emily Innes.*



# Business Recovery Task Forces

Category	 Revenue/Sales
Location	Town of Danvers and City of Peabody– LRRP Study Areas
Origin	Town/City Feedback During Project Ideation
Budget	 Low Budget (less than \$50,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Low Risk



*Main Street in Peabody*

## Budget



Low Budget

Participating partners can be involved as part of their regular jobs or donated time. Resources provided to businesses can be allocated through existing local, state, and Federal grant programs.

## Timeframe



Short-Term

A Task Force can be established informally within one month from when a need is identified, and meet on a monthly basis.

## Risks



Low Risk

- Interest from business owners
- Business owner follow-through
- Lack of coordination
- Funding and political support within community
- Administrative capacity

## Key Performance Indicators

- Number of employees retained
- Change in annual retail revenues
- Number of customers/clients served
- Number of vacancies
- Visitors

## Partners

- Peabody Department of Community Development
- Danvers Planning and Economic Development Division
- Peabody Main Streets
- Peabody Area Chamber of Commerce
- Future Danvers-specific downtown organization
- North Shore Chamber of Commerce

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
<b>Ensure business continuity moving forward</b>	Placemaking investments for streets, sidewalks, and public spaces
Invest in social distancing infrastructure	Pedestrian and cycling connectivity within and between communities
<b>Market local shopping and dining options</b>	Connectivity to existing and future multimodal transportation

**Addresses Priority**



## Diagnostic

The Business Recovery Task Force idea is targeted at businesses in each community desiring technical assistance as they emerge and/or continue to deal with disruptions caused by the COVID-19 pandemic.

Although Peabody Main Streets provides a forum for business owners in this community to share their concerns, a more targeted effort to address immediate impacts stemming from COVID-19 and provide the necessary support is desirable.

This project idea conceptualizes what business task force program could look like, including municipal support, partnerships, and whether these should be conducted as one-off events or structured as a permanent program.

Understanding the needs of existing businesses, and what's missing to create a center of life attractive to businesses, residents, and visitors, should be paramount as part of Business Recovery Task Forces. Outcomes for the community should include:

- Creation of an active, desirable downtown with a strong sense of place.
- Attraction of new businesses that create a robust mix of shopping, dining, entertainment and service options for residents and visitors, and that provide job opportunities for a variety of skills and salaries.
- Enhancement of public spaces for arts and cultural events that serve the existing members of the community but also draw in attendees from around the region.
- Building a diverse population, with residents and workers supported by complementary diverse housing and employment opportunities.
- Growth of the local property tax base.
- Provision of amenities that support and enhance downtown living and quality of life.



*Peabody Square*

### Potential funding sources for this recommendation include:

- Town/City capital budget
- Massachusetts Downtown Initiative
- Business Improvement District
- Build Back Better Regional Challenge

- MassDevelopment Transformative Development Initiative
- Regional Pilot Project Grant Program
- Community Development Block Grant
  - Private grants
  - Foundations



## Action Items

Key questions must be addressed with the development of Business Recovery Task Forces. These include:

- Which entity/entities will serve as the lead task force member? Are there entities which have a precedent of small business technical assistance and administrative capacity?
  - In addition to each community's economic development capacity within government, in Peabody Peabody Main Streets could serve this role. The North Shore Chamber of Commerce and Salem Enterprise Center are other potential options.
- What are the stakeholder groups that must be represented?
  - This could include government, non-profits, small businesses, property owners, and banking institutions.
- Who will lead the online presence of the task force?
- What entities will create small business recovery toolkit content?
  - An RFP process could be initiated to provide small business technical assistance and municipal level marketing.
- Will the task force be designed as a short-term or long-term initiative?
  - If long-term, determine if there's consideration of a Business Improvement District being created.



*Business Recovery Task Force materials used in Lowell*

## Process

A task force group should be created with diverse representation of stakeholders that may include:

- The small business community
- Local banks and CDFIs
- Local entrepreneurship organizations
- City and Town government, including economic development and planning officials as well as leadership such as the Mayor and Town Manager
- Resident representatives
- Building owner representatives, such as landlords

This task force should initiate the following actions:

### Survey

A robust outreach effort surveying existing businesses can create an up-to-date database of existing businesses. Business types, recent and ongoing obstacles, number of employees, and other business needs (such as technical assistance, capital access, hiring, training, technology upgrades) should be identified.

### Define Application Process

An application process for new businesses seeking assistance should be defined. Businesses should be offered some reward, such such as permit/ license fees waived or reduced. A business welcome handbook and assistance to new selected businesses can also be provided.

### Technical Assistance

Technical assistance should be provided not just on accessing capital but also providing grants to businesses to do such things like retrofitting their spaces, improving technology, purchasing PPE, social media coaching and marketing, managing financials, and implementation of modern point of sales payment systems, among others.

Next, the communities should decide which business types they aim to serve. This should align with local economic and strategic objectives within each community. Common business types to target include:

- Small businesses, such as those with less than 5 employees.
- A targeted number of businesses based on the number of existing businesses, and potential space for new businesses.

- Small businesses in need of help in technology (e.g., website management, business email setup, social media, and other tools to communicate virtually).
- Businesses that need help with COVID-19 safety measures for employees and customers
- Help for immigrant-owned businesses and businesses with immigrant employees and contractors.

*The Appendix provides detail on successful Business Recovery Task Force programs, other best practices, and a template action as provided by this idea's Subject Matter Expert, Revby.*



*Together We Thrive provides aid to support Black-owned businesses in New York City, supported by a team of partners and administered by the United Way of New York City*



# Riverwalk Economic Development

Category	 Revenue/Sales
Location	City of Peabody – LRRP Study Area
Origin	City Feedback During Project Ideation
Budget	 Medium Budget (\$50,000 to \$200,000)
Timeframe	 Short-Term (Less Than 10 Years)
Risk	 Medium Risk



*Potential resiliency measures along the Riverwalk Corridor in Peabody (source: Weston & Sampson)*



## Budget



Medium Budget

A zoning review, analysis, and amendment exercise may require the use of external consultants to review existing zoning language and suggest changes to language and general economic development strategies in the Riverwalk area. Funding could be acquired from the municipal budget or private grants.

## Timeframe



Short-Term

Zoning review, analysis, and amendment language could be drafted between six and eight months.

## Risks



Medium Risk

- Political will
- Community support
- Buy-in from the development community

## Key Performance Indicators

- Number of new projects
- Number of new residents
- Number of properties redeveloped
- Amount of runoff decreased by green stormwater management structures
- Number of new housing units

## Partners

- Peabody Department of Community Development and Department of Public Services
- Peabody Planning Board and City Council
- Neighborhood residents
- Local business community
- Local developers

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
Ensure business continuity moving forward	Placemaking investments for streets, sidewalks, and public spaces
Invest in social distancing infrastructure	Pedestrian and cycling connectivity within and between communities
Market local shopping and dining options	Connectivity to existing and future multimodal transportation

**Addresses Priority**

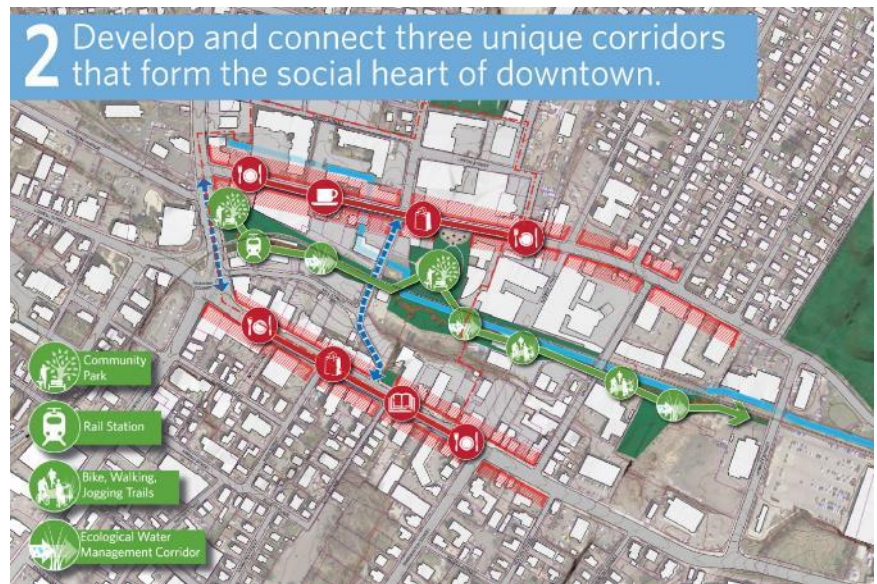
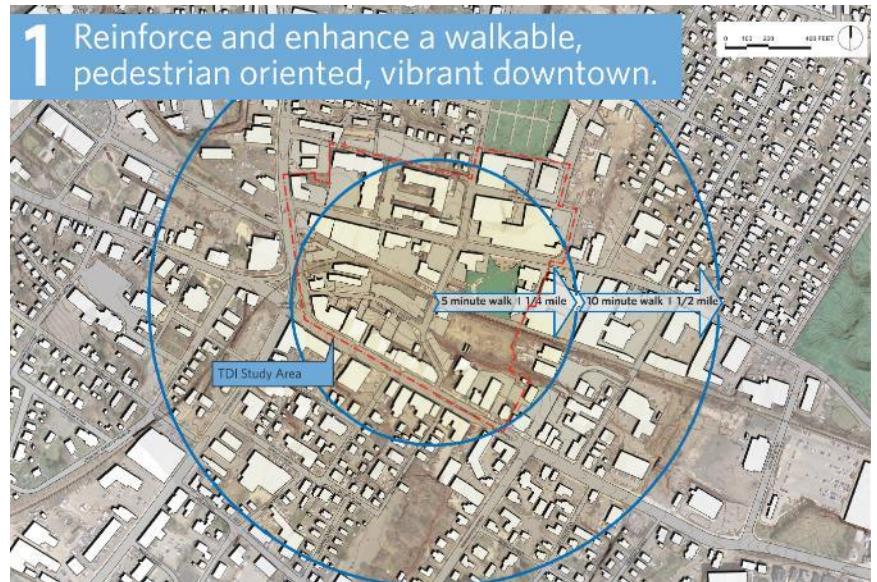
## Diagnostic

Peabody's long-awaited Riverwalk project desires to develop a multi-use path along the North River between Main Street and Walnut Street. This corridor separates the bustling commercial district of Main Street from Walnut Street, where older buildings and uses such as small-scale manufacturing and other non-office workspaces are plentiful from the community's industrial legacy. The North River has historically existed as a hard barrier between these two environments.

Large vacant parcels of underutilized and potentially contaminated land currently exist along the North River corridor. The low-lying area is also prone to flooding. Developers have been averse to invest in the area for these reasons. The City is hopeful that increasing flood resiliency along the corridor and creating an open space amenity that enhances public access and vitality will spur investment in the Riverwalk. From a COVID-19 perspective, providing more recreational opportunities in the downtown area and increasing the diversity of businesses and resident base of downtown will support recovery.

Historically, economic development in this corridor has been stymied for these reasons. A 2016 North River Neighborhood District Master Plan developed by Sasaki identified goals and a framework for the corridor which can be built off of for this concept.

*Goals identified in the 2016 North River Neighborhood District Master Plan (source: Sasaki)*



[Main Website for Peabody Main Streets](#)



## Action Items

As a first step, the City should evaluate existing zoning and identify any potential deficiencies in the code for attracting economic development to the Riverwalk area. This may include the appropriateness of existing zoning or whether customized districts are needed for this area.

A key action item for the community is to develop a zoning amendment that allows higher-density development by right but requires more extensive stormwater mitigation and flood prevention. This method could introduce a credit system of stormwater/flood management best management practices (BMPs) to offset the impact of higher-density development. The applicant would be able to mix and match between these BMPs to meet their needed credits.

Options for this type of program could include:

- Payment into infrastructure funds or towards central stormwater management programs/operations
- On-site BMPs including green infrastructure, community retention ponds, and/or floodable ground-floor levels.

### Potential funding sources for this recommendation include:

- Town/City capital budget
- Massachusetts Downtown Initiative
- MassDevelopment Transformative Development Initiative
- Build Back Better Regional Challenge
- Real Estate Services Technical Assistance
- Community Development Block Grant
  - Under Utilized Properties Grant
  - Planning Assistance Grant

The zoning amendment could also introduce a transfer of development rights (TDR) program that allows density increases in certain areas as identified by public-process driven neighborhood plans. TDR programs allow existing single-family neighborhoods that the community wants to preserve to send development rights to neighborhoods the community wants to redevelopment. Under the TDR program, existing structures would not be treated as non-conforming uses as long as they remain single-family residences.

Small-area/neighborhood planning efforts to define TDR sending and receiving zones would need to be completed before the zoning amendment is adopted.



100-year flood impacts in the Riverwalk and Walnut Street area (source: Weston & Sampson)



## Process

The City would need to identify funds for small-area/neighborhood planning studies and a consultant to evaluate existing zoning and write the zoning amendment.

Once funding is secured, the City should issue a request for proposals to solicit a planner or planning team to lead the neighborhood planning efforts and draft the zoning amendment. This team should have experience with TDR in Massachusetts, neighborhood planning, green infrastructure, stormwater management and flood reduction efforts, and writing/testing zoning amendments.

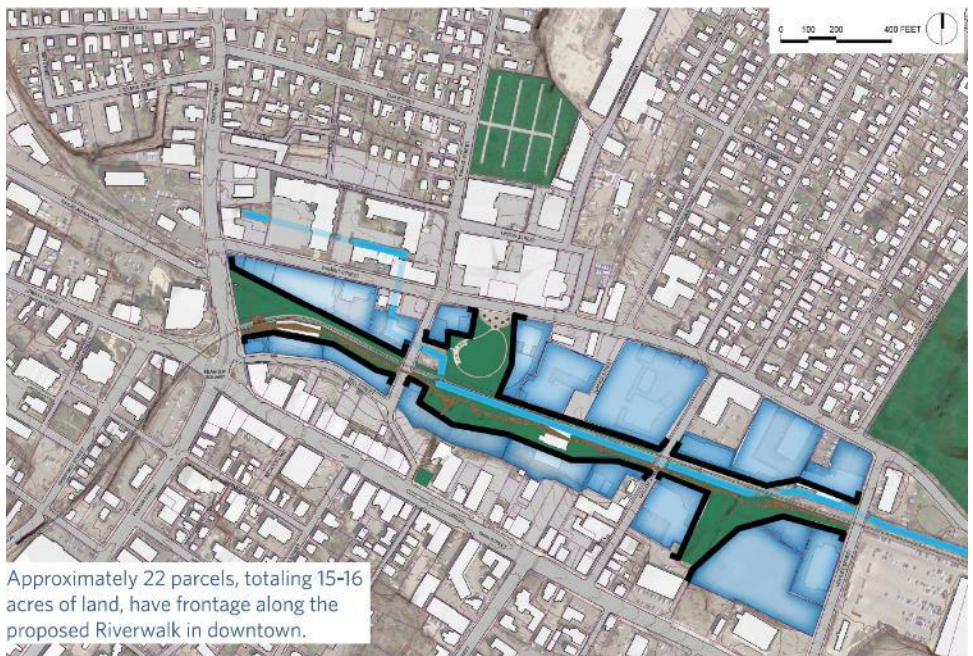
The consultant would lead the process, working closely with project partners and others to define the program and ensure it is consistent with other municipal policies and development standards. Other sections of the municipal code may need to be updated to accommodate TDR and green infrastructure techniques.

The neighborhood planning processes and zoning amendment process would need to include public processes to help gain public support for the proposal. Test fits and other market analyses should be conducted to determine if the proposed zoning is economically viable or if adjustments will need to be made to make the level of development viable.

Several larger cities have adopted resiliency zoning to help mitigate climate impacts which can be reviewed for effectiveness, such as Cambridge.



*The current Riverwalk concept in the vicinity of 24 Caller Street*

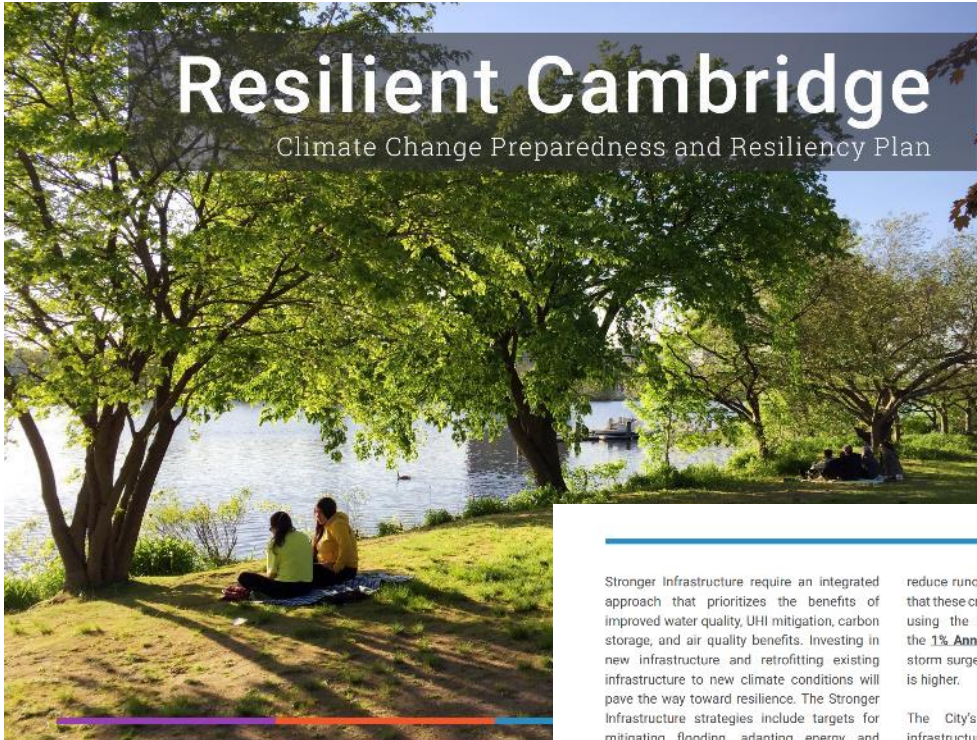


*Redevelopment opportunities along the Riverwalk (source: Sasaki)*



# Resilient Cambridge

## Climate Change Preparedness and Resiliency Plan



Stronger Infrastructure require an integrated approach that prioritizes the benefits of improved water quality, UHI mitigation, carbon storage, and air quality benefits. Investing in new infrastructure and retrofitting existing infrastructure to new climate conditions will pave the way toward resilience. The Stronger Infrastructure strategies include targets for mitigating flooding, adapting energy and telecommunication infrastructure facilities and systems, supporting resilient mobility, and protecting the drinking water supply.

The City is committed to improving stormwater infrastructure improvements with a goal of managing flooding from a **10% Annual Storm** by 2070 so it is no worse than a **10% Annual Storm** of today. This commitment will require upgrading the City's infrastructure accordingly to capture a significant volume of water accumulated during intense rain events and

reduce runoff. In addition, it is recommended that these critical facilities be built or retrofitted using the resiliency recommendations for the **1% Annual Storm**. In 2070, sea level rise/storm surge, or precipitation event, whichever is higher.

The City's analysis of its stormwater infrastructure applied a novel approach to assess flood impacts by evaluating both localized flooding within a small drainage area, as well as cumulative flooding at a larger scale within neighborhoods. This approach allows identifying effective combinations of **Gray and Green Infrastructure** strategies that can mitigate flooding impacts in each neighborhood.

The Fresh Pond Reservoir, our drinking water supply, needs to be protected because overland flooding can affect water quality and increased

temperatures can lead to algal growth. The Walter J. Sullivan Water Purification Facility is one of 16 critical facilities identified in Better Buildings that should be protected from the **1% Annual Storm** in 2070 to ensure continuity of services.

Integrating **Gray and Green Infrastructure** could significantly reduce stormwater flooding in certain areas. The flood mitigation benefits of distributed green infrastructure have greater potential in drainage areas located upstream (higher elevation areas within Alewife or Neighborhood Nine). In these and other areas, the City is already considering co-benefits when planning and designing solutions to mitigate precipitation-based flooding, such as water-quality improvements, UHI mitigation, air quality benefits, greenhouse gas mitigation, and ecosystem and habitat improvement. A key finding for The Port neighborhood is that a

## TRANSFORMATIVE STRATEGIES

The City of Cambridge, an urban ecosystem comprising diverse and complex parts, functions best when these parts all work together. This ecosystem consists of people (society), buildings and infrastructure (the built environment), and vegetation and the urban forest (natural systems). Each component is being tested by shifting climate conditions. Resilient Cambridge analyzes each of these parts and reimagines how they can work together to create greater community resilience and to prepare the Cambridge community for the stresses of climate change. The components addressed in this Plan are **Closer Neighborhoods**, **Better Buildings**, **Stronger Infrastructure**, and a **Greener City**.

The City is committed to designing for climate change according to the best available science, integrating the latest data and best practices into its planning, guidelines, policies, and actions.

### Key considerations:

- Climate science is evolving, and Resilient Cambridge is based on a snapshot at the time of writing.
- Designs and standards can be modified as new information becomes available.
- A process will be formed to regularly revisit the science and update Resilient Cambridge as needed.
- Hard-to-reach communities must be included to ensure fair representation.
- A scientific advisory panel should be established to review updated projections the State and City use.
- Although climate projections change, there is a lot we already know, and the City is ready to use the information to start taking actions, protecting residents, and creating a vibrant, adaptive, and equitable Cambridge.







**Figure 6.** The City is made of ecosystems that together shape its character. These ecosystems are made of natural systems, infrastructure, buildings, and the people of Cambridge. Climate change is adding new stresses on these ecosystems and testing the resiliency of the City.



Stronger Infrastructure | 37

*The Resilient Cambridge Climate Change Preparedness and Resiliency Plan outlined how the City of Cambridge could prepare for impacts of climate change, including flooding. Redevelopment along the North River Corridor may wish to follow a similar blueprint to mitigate future flooding impacts (source: City of Cambridge, MA)*

# Adaptive Capacity Organization for Businesses

Category	 Tenant Mix
Location	Town of Danvers – LRRP Study Area
Origin	Phase I Diagnostic Presentation Feedback
Budget	 Medium Budget (\$50,000 to \$200,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Medium Risk

MANAGEMENT ENTITY	DISTRICT DELINEATION	REVENUE SOURCES
<b>BIDS</b>	Contiguous area within which property owners pay to develop, fund and execute supplemental services to benefit economic and social vitality of district	Self-sustaining through fees; reauthorized every 5 years, Grants and fundraising
<b>VOLUNTARY DOWNTOWN ORGANIZATIONS</b>	Volunteer program model addressing design, organization, promotion and economic vitality	Not self- sustaining; state grants, municipal contributions and fundraising
<b>COMMUNITY DEVELOPMENT CORPORATIONS</b>	Engages residents and businesses to undertake sustainable community development efforts in rural, urban and suburban. Geared to benefit low/moderate income.	Not self-sustaining; state grants, foundations and donations
<b>PARKING BENEFIT DISTRICTS</b>	Geographically defined district in which parking revenues are dedicated to related improvements. Can be a stand-alone or part of existing downtown organization.	Self-sustaining through parking revenue fees

*District Management Models in Massachusetts*

Source: <https://www.mass.gov/doc/2020-revised-business-improvement-district-manual/download>



### Budget



Medium Budget

Seed funding for technical assistance can be acquired to explore district management models. Options include the Massachusetts Downtown Initiative (now part of the One Stop), ARPA, foundations, MassDevelopment, and other stakeholder support.

### Timeframe



Short-Term

Organizers should be able to form a district management organization in 18 months or sooner for a district of Danvers' size.

### Risks



Medium Risk

- Concerted effort of several stakeholders
- Short/medium-term Town commitment
- Agreement regarding organizational purpose
- Forward momentum to sustain success

### Key Performance Indicators

- Annual funding support
- Annual expenditures
- Meetings held
- Events held
- Members
- Member satisfaction

### Partners

- Danvers Planning and Economic Development Division
- Local business community
- Massachusetts Downtown Initiative
- MassDevelopment
- Peer Main Streets organizations and BIDs

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
Ensure business continuity moving forward	Placemaking investments for streets, sidewalks, and public spaces
Invest in social distancing infrastructure	Pedestrian and cycling connectivity within and between communities
Market local shopping and dining options	Connectivity to existing and future multimodal transportation

Addresses Priority



## Diagnostic

Among the key pieces of feedback received at the Phase I Diagnostic Presentation in the Town of Danvers concerned the disparate nature for business owners to collaborate with one another. As businesses struggled with the COVID-19 pandemic, a way to collectively share concerns and strategies was lacking.

According to Danvers staff, the Town used to facilitate meetings between a select group of business owners to share opportunities and challenges faced by the businesses. This arrangement dissipated prior to COVID-19 due to declining interest from business owners.

The COVID-19 pandemic threw many challenges at Danvers businesses, including staff reductions, reduced hours of operation, and needed investments to ensure safe gathering within stores. Survey results indicated 76% of respondents generated less revenue in 2020 than they did in 2019., with 53% operating at a reduced capacity. As the community regained capacity in spring 2021, business owners cited staff shortages as a primary obstacle.

The Phase I Diagnostic Presentation in Danvers found that business owners would benefit from talking with one another and advocating collectively on their own behalf. Targets of focus for this advocacy could include overcoming staffing challenges, knowledge sharing of Town zoning code, beautification projects within the community, best practices for store improvements, and many others.

## It's Your Business. Choose Peabody.

Located just 20 miles north of Boston, Peabody is a city of 51,000 that combines a vibrant downtown atmosphere surrounded by quintessential New England neighborhoods. Peabody is also home to the Northshore Mall, one of the region's largest shopping centers, as well as Centennial Park, a growing hub for medical and technology companies. In just the last 3 years, the City of Peabody has invested \$8 million dollars to add aesthetically pleasing landscape, lighting and open space enhancing the architectural gems that make up our downtown. Projects provided for pedestrian friendly environments and motorist safety.

Your business will directly benefit from this as well as:

- 34,000 cars daily utilize the Main Street corridor
- Ease of access to all major highways
- Low utility costs through municipally owned light plant
- Dedicated Business Liaison to help navigate the process from start to finish
- [5 public parking lots](#)
- Facade grant program
- Micro loans to help with space build out, supplies, furniture or equipment
- Branding program to create a unified destination experience
- Outside the Box public art program

## Local Resources to Assist You

Starting and running a business is a serious undertaking. Fortunately, there are many people who work each and every day to help new and established businesses navigate the technical aspects of owning and operating in Peabody. We suggest you get in touch with the following:

- 1) **Office of the Business Liaison, City of Peabody:** The city's business liaison, Deb MacGregor, stands ready to assist you. As your advocate in City Hall, she will connect you with appropriate staff members or department heads and provide valuable guidance relative to all zoning and permitting related issues. Deb is also the go to person for terrific networking opportunities within our tight knit business community.
- 2) **Peabody Area Chamber of Commerce:** Since 1931, the Peabody Area Chamber of Commerce has been considered one of the largest, most influential business groups in the area. It is a voluntary group of business leaders with a vested interest in improving the economic, civic and cultural well being of the area. Given the right tools and support, any business can be successful, which is why they focus on advocacy, promotion and community involvement. The Peabody Area Chamber is a partner with every business and every professional, helping them on the path to success. The chamber also has members from neighboring communities such as Middleton, Danvers, Lynnfield, and others.
- 3) **Peabody Main Streets:** That's us! Our mission is to cultivate a downtown that is a desirable place to live, an enjoyable place to visit and a supportive place to build a profitable business. We are a group of passionate volunteers who have a shared vision of a vibrant downtown of specialty businesses, creative entrepreneurs, community events, and cultural initiatives.

## Flooding Perception vs Reality

Yes, we said it. We mentioned the F word. There is the perception and there is the reality.

Most people assume our downtown is under several feet of water each time we have heavy rainfall. The reality is, we have not experienced a major occurrence in 10 years ago due to a concerted effort towards flood mitigation, including:

- Implementation of an extensive culvert revitalization and cleanup program to ensure proper flow through our existing culvert system. (Years of no maintenance of these culverts had resulted in them getting clogged. Now they are subject to regular annual maintenance.)
- Investment in up-stream retention and storage to reduce the volume and velocity of water in the downtown during heavy rains. The City purchased open spaces, built retention ponds, and created smart run-offs like the Veterans park, building it to absorb the water.
- The North River Corridor, adjacent to Main Street, is targeted as a Transformative District Initiative in conjunction with MassDevelopment and Sasaki Associates to revitalize the area and incorporate flood mitigation projects.

The City of Peabody continues to make a commitment to incorporate water maintenance in all future development. Today, only a handful of businesses are occasionally impacted and typically not for longer than 6 hours.

## Main website for Peabody Main Streets

## Potential funding sources for this recommendation

### include:

- Town/City capital budget
- Massachusetts Downtown Initiative
- Community Development Block Grant

- MassDevelopment Transformative Development Initiative
  - Under Utilized Properties Grant
- Real Estate Services Technical Assistance
  - Foundations
  - Private grants

## Action Items

A downtown management organization could serve as an effective resource in convene businesses and downtown stakeholders. The purpose of the organization would be to provide better coordination and pooled funding to advocate on behalf of business interests, interface with the Town on economic development priorities, and for marketing and other strategies.

These action items involve an approach to forming a sustainable downtown management entity that reflects the needs and opportunities of businesses, residents, and other stakeholders in Danvers. Organizers would undertake a phased and iterative process to evaluate which organizational model would work best.

### Get Started

Municipal officials could initiate the process by creating a working partnership between the municipality and downtown stakeholders such as businesses, nonprofits, media, civic leaders, property owners and active residents.

### Develop the Value Proposition

A value proposition must be made for investing human capital and financial resources into a downtown organization and communicate to the municipality and private stakeholders the impact of their investment.

The goal of any downtown organization is to build a destination that is attractive to existing and potential businesses, residents, and visitors. A successful district management effort can result in increased property values, sales and meals taxes, stronger tenancy, a vibrant cultural scene, and a destination where people want to shop, locate a business, dine, and live. A well-managed and sustainable organization will undertake strategic programs and services that will help achieve that goal.

Key benefits of a district management approach include:

- The ability to collectively and cost-effectively purchase priority programs and services to achieve a desirable impact and scale.
- Provision of a unified voice and "seat at the table" to advocate for district priorities.
- Professional management and staff dedicated to implementing programs and services in the district.
- The ability to respond to future crises.
- The ability to leverage resources and collaborations.



#### What is a Business Improvement District?

A Business Improvement District, or BID, is a legally established, contiguous geographic area within which property owners initiate, manage, and finance supplemental services for the benefit of everyone who lives, works or visits the district. Over 2000 BIDS exist throughout North America and the world.

#### Why a BID for Hudson?

Downtown Hudson is experiencing a sense of renaissance fueled by the emergence of younger entrepreneurs and residents, new independent businesses and a vibrant cultural scene. To capitalize on this opportunity, downtown stakeholders are interested in working together to continue and

reinforce these positive trends by investing in strategic programs and services like streetscapes enhancements, arts and culture, parking improvements, and marketing that will create a sustainable, vibrant, welcoming and economically healthy destination for entrepreneurs, residents and visitors. The Hudson BID enables downtown stakeholders to decide which services to provide to benefit the downtown community and develop the programs to make it happen!

#### Why your support is important!

Property owners working collectively can leverage their resources and make strategic decisions on programs and services that will strengthen downtown Hudson and have a greater impact than any individual owner can accomplish alone. By supporting the BID, you will play an active part in helping to create a vibrant, attractive and sustainable downtown Hudson for the future.

## THE PLAN | DISTRICT SERVICES



*Brochure language for the Hudson Downtown Business Improvement District*





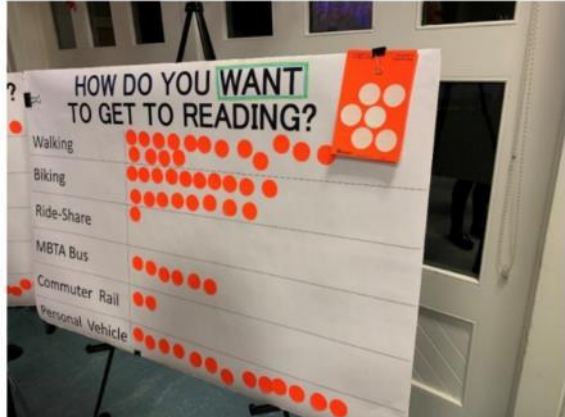
## Action Items

### Stakeholder Engagement, Leadership, and Partnerships

Key property owners, business owners, and civic leaders should be engaged as part of the conversation about forming a downtown management entity; this is critical to identify key priorities and begin discussions on which model would be the most sustainable for Danvers. The goal of this effort would be to form an inclusive and representative steering committee to develop a sustainable district management model. The municipality may initiate this effort but should transition to a private sector-led Steering Committee with strong public sector support. The clear demonstration of a public/ private partnership will help move this effort forward.

### Create a Community Outreach Strategy to Identify Priorities

The Steering Committee should undertake efforts to engage businesses, property owners and interested residents to continue to identify needs and priorities for the downtown. This work has already begun through the LRRP process. The effort will provide the vehicles for community education on different organizational models, identify needs and opportunities, as well as identify potential leadership. This could happen in a variety of ways including:

- Visits to other communities with downtown entities to see programs in action.
  - Survey of needs and priorities, building off the success of the local LRRP survey.
  - Use of websites and social media.
  - One-on-one conversations with key stakeholders.
- 
- 
- 
- Stakeholder engagement process in Reading*

Action Items

Evaluate Organizational Models

Once organizers have established downtown priorities, proposed programs, and budget, the most appropriate district management organizational model should be determined. Two of the most common models are a voluntary nonprofit "Main Streets" type organization and a more formal Business Improvement District (BID).


Organizers must consider an approach to financial sustainability and governance for each model under consideration. The Steering Committee may evaluate different organizational models through site visits, peer learning from Executive directors of downtown organizations, online research, or other technical assistance.

Resources for Startup and Sustainability

Starting a district management organization requires seed money. Sources include technical assistance through the Massachusetts Downtown Initiative, the MassDevelopment Real Estate technical assistance program (for BIDs), or ARPA funds if the development of the organization is tied to implementing COVID recovery activities.

Local institutions, foundations and key stakeholders and individual contributors may also be sources for seed money to launch an effort to form a downtown management entity. Organizers need to develop a realistic budget and a variety of revenue opportunities for the organization. Depending on the selected organizational model this may include assessment/fees, sponsorships, event revenue, grants or contracts, and foundation and individual giving.

If forming a volunteer-based nonprofit, the downtown organization should strive to secure multiple year commitments from funders. If the municipality approves the formation of a BID, property owners would have to reauthorize the organization every 5 years.




EATSHOPSTAYPLAYLIVEBIZEVENTSPHOTO GALLERY

### BID PROGRAMS

The Hyannis Main Street Business Improvement District (BID) works year round to provide a clean, safe and fun destination for all who live and visit here. Our mission is to promote the community and economic development of the Main Street, Hyannis district as a desirable place to live, work, invest, and visit. For more information on the work that the BID does, visit our [Accomplishments](#) page.


#### Safety & Security

The Hyannis Main Street BID works closely with the Barnstable Police to provide a safe and welcoming environment for our residents and guests. With a police station located on Main Street and the presence of officers year-round, people coming to Hyannis Main Street can be assured that it is a safe place to visit and live.




#### Maintenance & Beautification

The BID oversees many projects along Hyannis Main Street throughout the year including removing graffiti, power washing sidewalks, providing supplemental Saturday trash removal during the summer, supplementing snow removal at intersections, crosswalks and in front of businesses, and working with DPW regarding street sweeping and trash pick-up. The BID also plants and maintains over 100 flower planters and hanging baskets each year giving Main Street added color and beauty. The BID supplies and puts up seasonal street decorations. We provide maintenance services to our members, including helping lobby for renovation funds, removing debris and helping clean up and beautify where needed.




#### Capital Improvements

Since the BID began in 1999, we have brought in a police station to Main Street, worked with homeless social programs to reduce the impact on the street, lobbied for continued road improvements in the areas around Main Street and leveraged funding for new street lights. The BID created a WiFi network along Main Street, acquired a Gumbuster machine to clean gum off sidewalks and increased and improved signs and banners along Main Street.




#### Events & Marketing

Each year, the BID organizes several annual events: the Summer Music Stroll with jazz nights and steel drum band nights in July & August; Movies on the Green every Tuesday night; the annual Main Street Fundraiser, the Safe Trick-or-Treat event each Halloween, and the annual Hyannis Village Christmas Stroll with activities and fun for the whole family. In 2012, the BID created the extremely successful Long Table, a fine dining and wine tasting event. The BID contributes to many other events including the Father's Day Car Show, Castleberry Arts & Crafts Festival, and the 4th of July Parade and Celebration. The BID launched the successful Shop Local and F.O.O.D. District campaigns. We work with local print publications and radio stations to promote the shops, restaurants and events of Main Street and use our facebook page to continually promote and recognize the diversity of what is available on Hyannis Main Street. Check out the BID's event calendar here.



#### Grant Programs

This year, we received \$15,000 from the town of Barnstable to continue the Baybridge Clean Team project, which employs members of the Baybridge Clubhouse to receive on the job training to work on Main Street and helps its members learn new skills, gain confidence in a working environment, reintegrate into the workforce and find permanent employment. The BID has also partnered with the following businesses to put on the annual Christmas Stroll, Long Table and Summer Music programs: Cape Cod 5, Eastern Bank, TD Bank, Town of Barnstable, Hyannis Area Chamber of Commerce, Rockland Trust, The Cooperative Bank of Cape Cod, Cape Cod Melody tent, Cape Cod Healthcare, Premier Motors, Xfinity, Eversource, and Cape Cod Realtors Association.



#### FIND OUT MORE:

MORE ABOUT US

BOARD OF DIRECTORS

BID PROGRAMS

NEWS & PRESS

ACCOMPLISHMENTS

#### BUSINESS RESOURCES

BUSINESS SERVICES

FINANCIAL AND INSURANCE SERVICES


LAWYERS

PUBLISHERS AND PRINTERS

WHY MAIN STREET?

DEVELOPMENT PROCESS

ABOUT HYANNIS MAIN STREET BUSINESS IMPROVEMENT DISTRICT



#### PHOTO GALLERY

#### EVENTS

AUG 2021							>>
M	T	W	T	F	S	S	
28	22	23	24	25	30	1	
2	3	4	5	6	7	8	
9	10	11	12	13	14	15	
16	17	18	19	20	21	22	
23	24	25	26	27	28	29	
30	31						

EVENTS LIST

#### NEWS & PRESS

Main Street Hyannis Wins 2021 TripAdvisor Traveler's Choice Award for Things to Do in Hyannis

Hyannis Main Street BID is Thankful for Grant Support During Tying Year

Downtown Hyannis Fourth of July Celebrations

ALL NEWS

Hyannis Main Street Business Improvement District

Rapid Recovery Plan

Danvers/Peabody137

## Process

With no active downtown organization in place, Danvers should consider the following steps to begin the process of building support for a downtown management entity and determining the best model for their community.

- Create a Downtown Partnership between the municipality, key property owners, key local destination businesses, and other stakeholders to launch the effort.
- Form an inclusive, broad-based advisory committee to provide input and feedback.
- Secure seed funding for technical assistance to explore district management models through the Massachusetts Downtown Initiative, ARPA, foundations, MassDevelopment, and other stakeholder support.
- Create community outreach events, widely distributing surveys and other engagement tools to develop program priorities.
- Hold community forums on different management district models.
- Initiate one-on-one conversations with stakeholders to secure support and engagement in process.
- Consensus building with stakeholders on preferred models, programming, and budget.
- Consider executing a demonstration project that could "show" potential programs and services provided by a district management organization.
- Formal creation of selected management entity model.

### *Legislative Authorization Process for a Business Improvement District*

Source: <https://www.mass.gov/doc/2020-revised-business-improvement-district-manual/download>

An outline of baseline organizational requirements of the two common district management models is below:

#### **Business Improvement District (BID)**

- Undertake a petition process under the direction of a Steering Committee to secure support of 60% of property owners representing 51% of the assessed valuation of the district. The petition must include:
  - Map and legal description of BID boundaries.
  - BID improvement plan, including programs and services.
  - Fee Structure
  - Budget
  - Hardship provisions
  - Identified management
  - Property owner signatures of support
- Formal local legislative approval through a public hearing and formal vote by the Select Board to establish the BID.
- Completed 501(c)(3) and Articles of Organization filings
- Approval of bylaws
- Establishment of a Board of Directors.
- Initiation of supplemental services
- Creation of a memorandum of understanding with the municipality defining its relationship with the BID and baseline services
- Reauthorization by property owners every five years.

#### **Voluntary "Main Streets"-type organization**

- Formation as a 501(c)(3) organization
- Approval of bylaws
- File Articles of Organization
- Establish of a Board of Directors.
- Secure Funding commitments from stakeholders and other sources to establish a sustainable financial structure for the organization.

#### Best Practice Communities

Amherst (BID)  
Beverly (Main St)  
Central Sq/Cambridge (BID)  
Hudson (BID)  
Hyannis (BID)  
Salem (Main St)  
Springfield (BID)  
Taunton (BID)  
Worcester (BID)

#### **The Legislative Authorization Process**





# Lease It Local Program

Category	 Tenant Mix
Location	City of Peabody – LRRP Study Area
Origin	Phase I Diagnostic Presentation Feedback
Budget	 Medium Budget (\$50,000 to \$200,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Medium Risk



Central Street in Peabody

## Budget



Medium Budget

Funds required for program coordinator/business liaison position, as well as additional assistance for grant and incentive program administration. Possible sources of funding include private grants, MassDevelopment's Transformative Development Initiative, the Massachusetts Downtown Initiative, and ARPA.

## Timeframe



Short-Term

Initiation of a program can be completed in a matter of months.

## Risks



Medium Risk

- Long-term funding limitations
- Program sustainability
- Administrative capacity
- Interest from property owners
- Property owner follow-through

## Key Performance Indicators

- Decrease in vacant commercial spaces
- Number of businesses engaged
- Increase in the number of new business in the study area (including MWBE-owned)

## Partners

- Peabody Department of Community Development
- Local business community
- Peabody Main Streets
- Peabody Area Chamber of Commerce
- MassDevelopment and Massachusetts Downtown Initiative
- Salem State Enterprise Center

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
<b>Ensure business continuity moving forward</b>	Placemaking investments for streets, sidewalks, and public spaces
Invest in social distancing infrastructure	Pedestrian and cycling connectivity within and between communities
<b>Market local shopping and dining options</b>	Connectivity to existing and future multimodal transportation

**Addresses Priority**

## Diagnostic

With negative impacts to local businesses during the COVID-19 pandemic, a proactive approach to keeping storefronts filled in Peabody Square and throughout the community is warranted. Although data and survey results showed that the business community suffered few closings, retaining and cultivating locally-owned small businesses helps keep business districts vibrant and spending in the community.

A previous Lease It Local program was in place through a short-term Transformative Development Initiative (TDI) grant, where the City and the Peabody Area Chamber of Commerce partnered with MassDevelopment. The program was not renewed.

As part of the Phase 1 diagnostic presentation in Peabody, stakeholders from Peabody Main Streets expressed interest in re-initiating this program to support local businesses and address commercial vacancies in the community.

## Action Items

A renewed Lease It Local program would need to encompass a number of elements or incentives for both property owners and interested small business owners. A key objective of program planning would be creating the right conditions for it to be sustainable over the long-term.

Having a database of available properties, or for that fact, all properties in the subject area would be beneficial to this program.

Actions items include:

- Developing a proactive program to encourage and support new local business development and fill street-level vacancies.

- Create a small business development program which can work in partnership with local commercial property owners and provide resources and knowledge to cultivate local start-up and incubator businesses. This is similar in concept to the **Capacity Building for Startups and New Businesses** idea.
- Secure funding, personnel, and resources for the program.
- Create a current database of available properties to assist in finding space for small and local businesses.



*Create & Escape and Granite Coast Brewing each opened under the prior Lease It Local Program*



### Potential funding sources for this recommendation include:

- Town/City capital budget
- Massachusetts Downtown Initiative
- MassDevelopment Transformative Development Initiative
- Community Development Block Grant
  - Under Utilized Properties Grant
    - Foundations
    - Private grants

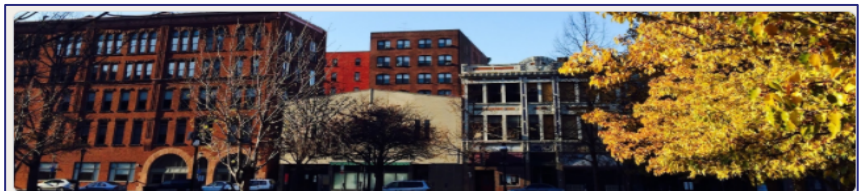


## Process

The previous Lease It Local program should be reviewed and evaluated to determine its effectiveness and identify any changes or modifications to the program.

Next, program requirements should be built, with the process, budget, and staffing required to build a work plan. Ideally, a five-year budget should be developed. Steps in building a work plan include:

- Identify funding sources
- Determine the level of support available
- Fill the City's vacant Business Liaison position to administer the program
- Define program eligibility, program administration, application/support processes, and requirements
- Develop outreach and marketing effort, including consultations, messaging, targeted audiences, a web interface, online programming (this may initially require consultants), and communications
- Coordinate and fund business grant/incentive programs or rental assistance incentives
- Set program goals and milestones
- Coordinate business and property owner incentive programs
- Cultivate public/private partnerships with property owners for program participation
- Develop, and update regularly, a property database to track all available real estate space
- Develop opportunities to engage partners, such as the Salem State Enterprise Center, for small business support, recruitment and workshops.



## Springfield "Lease It Local" Application

"Lease It Local" is a pilot program that provides small business owners with incentives to occupy vacant ground floor commercial units within a section of downtown Springfield. The goals of the program are to create opportunities for residents to lease space for their entrepreneurial ventures, encourage property owner reinvestment and enhance the overall vibrancy of downtown.

We have opened up a second round of applications for Lease It Local - Don't miss this chance to participate! We will review & accept applications on a rolling basis. Please note that funds are limited for this pilot program and we will begin the review process immediately—the sooner you complete the application process, the better.

### WHO CAN PARTICIPATE

- To qualify, a business must be an independent operator (no franchises or chains).
- All industries, including artists, are welcome with an emphasis on uses that drive daily foot traffic.
- Established business interested in opening a ground floor location in the downtown target area.
- Preferred applicants include Springfield residents and those who have completed formal training or mentoring with organizations such as Valley Venture Mentors, SPARK, the Massachusetts Small Business Development Center (MSBDC), SCORE, New England Business Associates (NEBA), Common Capital, Inc., The Latino Chamber, etc.

### IMPORTANT DETAILS

- Typical downtown retail rents in the target area range from \$10 - \$15 sq ft per year and most available spaces are between 750 - 2,000 sq ft
- Rental subsidies are capped at 50% of the monthly lease rate negotiated with the landlord, or up to \$500/month. The rental subsidies can be for as little as 3 months up to 12 months, with a total cap of \$6,000 per business.
- Selected businesses are also eligible for grants covering up to 50% of professional services including marketing design & materials, business management, finance/accounting, legal and other similar consulting services completed during the same time period as the rental subsidy. Support for professional services is capped at \$750 per business.

### Springfield's Lease It Local program

## Process

### Program Coordination, Implementation, and Evaluation

For management of the program, the best practice example from Springfield, MA shows how online administration of the program can help ensure goals are being met, with continuous updating of the database.

Continued business and property owner engagements are critical for the Lease It Local's program long-term sustainability.

*The **Massachusetts Vacant Storefront Program** allows commercial areas to seek refundable tax credits for leasing and occupying vacant storefronts in the district. A municipal match is required for up to \$10,000 in refundable tax credits.*

*Program information can be found at <https://www.mass.gov/service-details/massachusetts-vacant-storefronts-program-mvsp>*

Eligible geographic area - buildings highlighted in white



Next

Clear form

*Springfield's Lease It Local program*

# 'Lease It Local' helps startups pay rent on Springfield storefronts

# Small Business Assistance

Category	 Tenant Mix
Location	City of Peabody – Community-Wide
Origin	City Feedback During Project Ideation
Budget	 Medium Budget (\$50,000 to \$200,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Medium Risk



*Main Street in Peabody*



## Budget



Medium Budget

Options defined on the following pages range from specialized events which can run for as little as \$5,000 to large-scale property acquisition which can exceed several hundreds of thousands of dollars.

## Timeframe



Short-Term

Organizers should be able to make decisions on organizational purpose and launch activities within 1 year. Time required to scale program activities will be dependent upon the activities selected; it may take several years for more ambitious ideas to become fully implemented.

## Risks



Medium Risk

- Long-term funding limitations
- Program sustainability
- Administrative capacity
- Interest from potential partners

## Key Performance Indicators

Key performance indicators will vary based on the activity brought forward by the community. The **Process** section details key performance indicators for each option.

## Partners

- Peabody Department of Community Development
- Local business community
- Peabody Main Streets
- Peabody Area Chamber of Commerce
- MassDevelopment and Massachusetts Downtown Initiative
- Salem State Enterprise Center

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
<b>Ensure business continuity moving forward</b>	Placemaking investments for streets, sidewalks, and public spaces
Invest in social distancing infrastructure	Pedestrian and cycling connectivity within and between communities
Market local shopping and dining options	Connectivity to existing and future multimodal transportation

**Addresses Priority**

## Diagnostic

Demographic research conducted for the diagnostic phase of the project found that the LRRP study area in Peabody trended younger, more diverse, and with less educational attainment than the city as a whole and across Massachusetts.

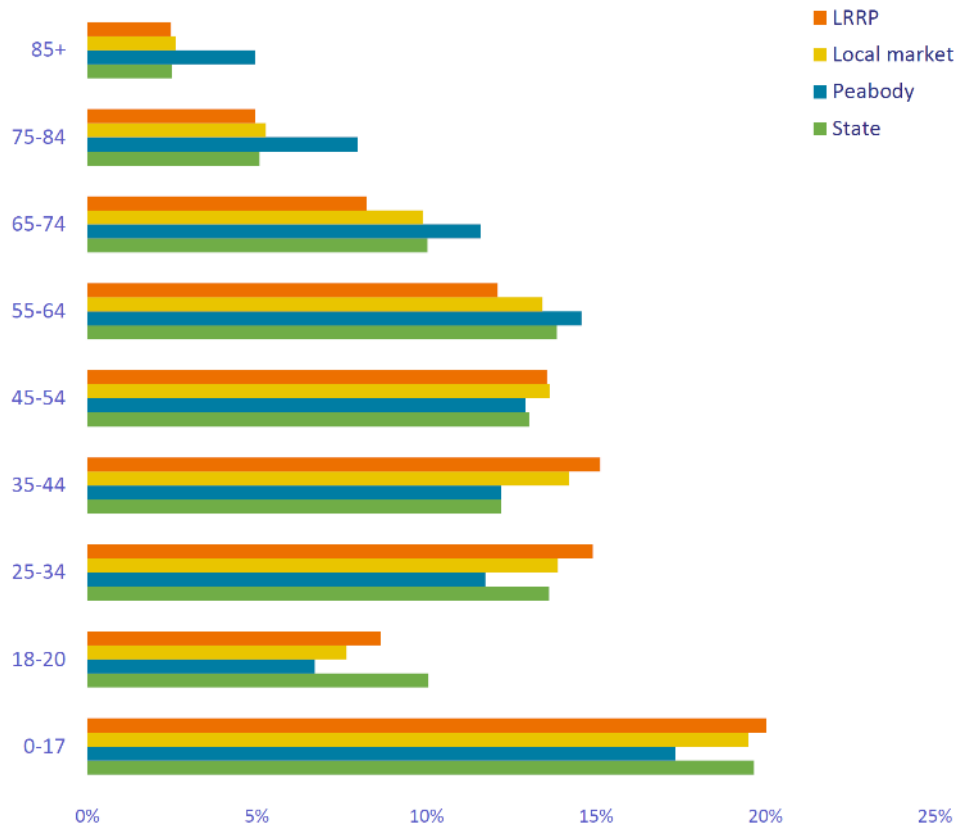
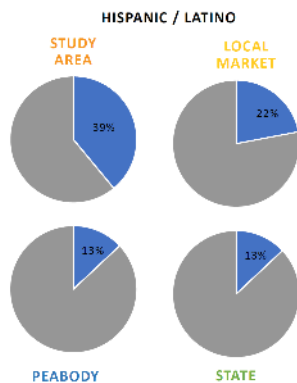
The study area's daytime employee population is about half of the residential population, with median household income lower than across Peabody and with a predominantly renter-occupied housing stock.

Population growth in the LRRP study area is also slower than observed in the community as a whole and across Massachusetts.

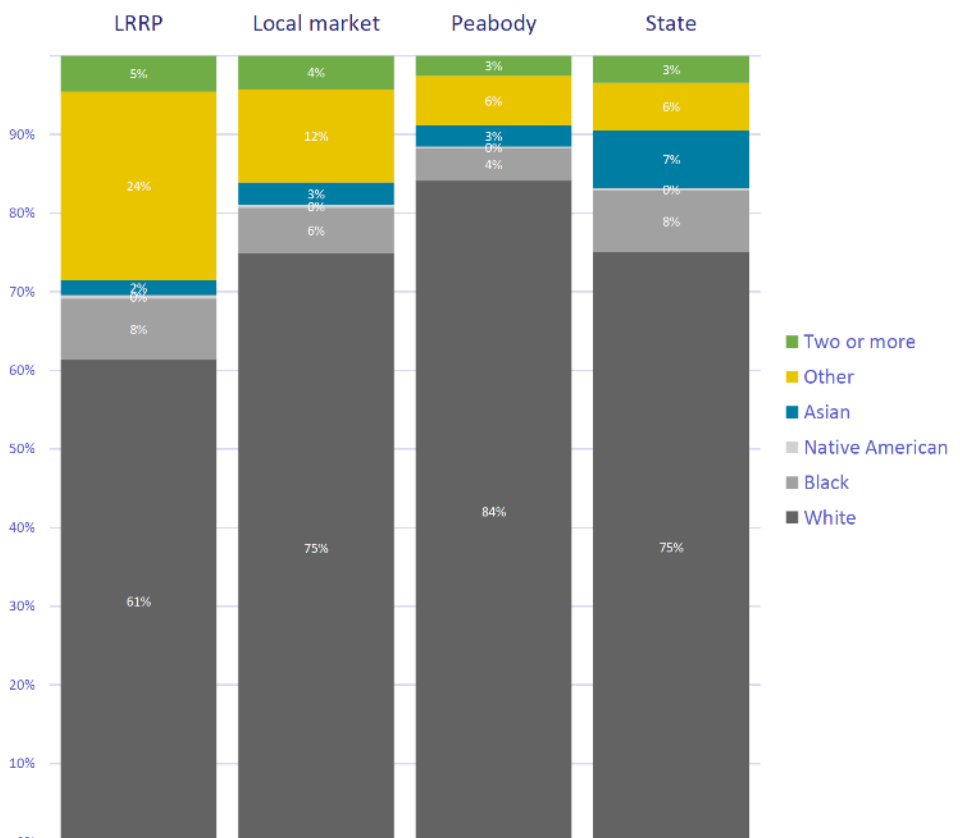
Given these factors, Peabody staff expressed a desire to support workforce development and small business formation efforts within the community through a robust technical assistance program. Where access to capital can be challenging and knowledge of business formation is lacking, a coordinated program to support budding entrepreneurs in the community can support factors such as:

- Employment
- Wage growth
- Vacancies
- Wealth building

Resources exist in the area to support this idea, including the presence of a business liaison within the Community Development Department (position currently vacant) and Salem Enterprise Center offered by Salem State University.



*The study area's younger population yields the potential for vibrant new ideas, but access to capital and knowhow is an obstacle*



*Greater diversity in the study area points to the need for technical assistance to support these populations with wealth generation*

## Action Items

There are a considerable number of alternatives for building small business capacity. Some significant things to determine include:

- The nature of services and resources to offer.
- The clusters of entrepreneurs and small businesses to focus on.
- The number stages of the business development lifecycle of interest.
- Whether Peabody's efforts should prioritize working directly with small businesses or convening and coordinating the network of business support organizations serving entrepreneurs (e.g., whether or not to offer business programs and resources in house or invest in their cultivation among select community partners).

Each of these considerations is profiled in more detail below. Determining answers to these questions is critical prior to developing a successful long-term approach. A working group made up of governmental stakeholders and representatives of key business groups such as Peabody Main Streets and the Peabody Area Chamber of Congress can support this step.

## Services and Resources Offered

This first alternative refers to the offerings mix such as the decision to provide business development workshops and classes, technical assistance (e.g., helping with completing financial assistance applications or writing business plans) and resource navigation (e.g., serving as a concierge and making referrals to the appropriate sequence of support services), low-to-no-cost office space (e.g., incubators, co-working) and business centers with special programs (e.g., accelerators), coaching and mentoring services, business pitch competitions, procurement-readiness certification and vendor pipeline development series (e.g., one-on-one, group, and cohort programs focused on helping businesses obtain minority and women-owned business, HUD section 3, disadvantaged business enterprise and other business certifications).

## Business Clusters Served

This aspect of business support decision-making refers to choosing what kinds entrepreneurs and small businesses to support. The national network partner SourceLink has a short video that outlines four fundamental clusters of businesses regardless of industry or sector. Each cluster generally requires different kinds of support tailored to their distinct contexts.

- The *innovation-led cluster* refers to tech, high tech, and science-based businesses.
- The *microenterprise cluster* encompasses small businesses with 10 or fewer employees, often operating in the "gig" economy. This includes freelance photographers, event planners and promoters, consultants, pursuing their craft for personal income full-time or as side jobs.
- The *main street cluster*, or "mainstreeters," corresponds to doctor's offices, law firms, restaurants, retail shops and the like that bring vibrancy to commercial corridors and neighborhoods, but whose firms are unlikely to grow too much.
- Lastly, the *second stage cluster* encompasses established firms with 10 to 100 employees capable of achieving high-levels of growth and scale.

## Business Development Lifecycle

Like living organisms, businesses go through a lifecycle. In public sector work, terms like "start up," "stay up," "scale up," and "split up" have been adopted to broadly characterize the phases of the entire lifecycle. Within each phase, one would find the traditional stages of business development commonly taught in a Business 101 course. This includes the "seed," "concept" or "idea" stage interchangeably; the "launch" or "start-up" stage; the "growth," "shakeout," and "maturity" stages; the "expansion" stage; and the "decline," "succession," and "exit" stages within the phases, respectively. Businesses wrestle with distinct challenges, pursue different milestones, and require different kinds of support along this continuum. It would serve Peabody well to be cognizant of how support is configured to assist entrepreneurs and small businesses along this journey. There is no effective one-size-fits-all approach to small business support.





## Action Items

### Entrepreneurial Ecosystem Building

In addition to working directly with small businesses to build their capacity, municipalities can alternatively assume the role of convener and connector across local and regional resource networks of entrepreneur or business support organizations—interchangeably called ESOs and BSOs.

ESOs tend to include government, nonprofits (e.g., public charities, foundations, community development financial institutions, economic development agencies, chambers of commerce, etc.), and academic institutions that provide any of the kinds of offerings described above. In some special cases—like coworking facilities, incubators, and accelerators—ESO can be for-profit enterprises that offer their resources at low or otherwise moderate costs. ESOs do not include professional services providers like accountants, lawyers, insurance agents, commercial banks, or technology companies.

The entire network of ESOs in a community are referred to as the small business ecosystem. Uncoordinated, these actors struggle to meet businesses where they are in culturally and contextually congruent ways capable of helping them achieve their goals and objectives. This reality has given rise to the emergence of entrepreneurial ecosystem building, which entails the active pursuit of inclusive coordination and systematic enhancement of the local or regional ESO network.

Subsets of ESOs in these networks focus on or specialize in particular small business clusters and stages of the business development lifecycle. Ecosystem building is a team sport, and municipalities can play essential leadership roles in mapping, realigning, augmenting, and investing in the improvement of their small business ecosystems to scale business capacity building and growth activities through cooperation—realizing collective impact.

- The *main street cluster*, or “mainstreeters,” corresponds to doctor’s offices, law firms, restaurants, retail shops and the like that bring vibrancy to commercial corridors and neighborhoods, but whose firms are unlikely to grow too much.
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Our mission is to help small businesses thrive across the Finger Lakes Region. We provide entrepreneurs and small businesses with the vital assistance, resources, and information they need. Nexus 190 makes support more accessible to foster equitable growth and inclusiveness and spur economic prosperity for our region.

**The Gateway for Entrepreneurs**

We are dedicated to helping connect and grow the entrepreneurial community of the Finger Lakes region.

Learn more

Looking for Financing?

*Entrepreneurial ecosystem building connects community resources, such as incubators, coworking facilities, and technical expertise, in a coordinated fashion*

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## Process

Planning considerations can be as nominal or as expansive as the array of resources available and capacity building strategies pursued by a given community. To that end, a few high-level parameters by selected activity category are provided below:

### Workshops and Classes

- Unless developed in-house, budgets may span \$15,000 to \$45,000.
- Costs can include curricular asset acquisition with onboarding and year one licensing fees, course/event registration (e.g., Eventbrite, Sign-up Genius, etc.) and data system subscriptions (i.e., learning management systems, customer relationship management systems, etc.), collateral and digital design, marketing and promotions, and supplies.
- Curricula licensing and technology subscriptions may require annual renewal fees in addition to the range above.
- Resources can include programs and assets offered by regional, national, and international ESOs with proven programs such as EforAll, Rising Tide Capital (e.g., Community Business Academy), Kauffman (e.g., FastTrac, 1 Million Cups), CO.STARTERS, Digital Main Street, Next Street, Forward Cities, and Mass Challenge. This is not intended to be a complete list.
- These activities should take less than six months to identify vendors and launch the first cycle of workshops and classes. Offerings may be administered annually, semiannually, by trimester, or quarterly
- Key performance indicators can include the enrollment and program completion rates, participant satisfaction rates, net promoter scores, the amount of funds raised in support of the program, the number of businesses achieving their goals (i.e., by goal area). It can also include the number of training hours provided and amount of funds awarded.
- Risks for this offerings category is low and primarily concerns low adoption/participation rates and unfavorable reviews. These programs can also be labor intensive to effectively develop and administer.
- Actions include determining what kind of training to offer and the target categories and stages of small businesses to serve—deciding whether to develop a bespoke program or to adapt/adopt an existing model(s).
- The process should begin with an environmental scan of existing business support workshops and classes and an assessment of what is missing. Community engagement should allow the municipality or community partner to elicit the kinds of developmental content most desired and/or needed by the small business community. Once the need has been determined, program development and resource acquisition begin. If developed in-house, the provider will need to outline and develop materials and the sequence and modes of delivery. Subsequently, marketing and promotions is an essential means for driving enrollment with such considerations as requiring advanced registrations versus allowing walk-ins. Program administration follows along with options for personal office hours and post-program engagement (e.g., surveys, check-ins, and exit interviews) to determine the effectiveness of the program.

### Technical Assistance (TA) and Resource Navigators

- If performed in-house, an ideal budget may span \$56,589 to \$92,651 per staff member.
- This is the annual median cost range for salaries plus 30% for benefits for full-time *Training and Development Specialists* (\$71,270), *Social and Community Service Managers* (\$67,310), *Community and Social Service Specialists, All Other* (\$43,530) based on the following Standard Occupation Classification Codes 13-1151.00, 11-9151.00 and 21-1099.00, respectively for the Commonwealth of Massachusetts.
- Figures obtained from [www.onetonline.org](http://www.onetonline.org), our nation's primary source of occupational information.
- Sample job titles include, but is not limited to: Business Instructor/Advisor, Program Coordinator, Business Specialist, Small Business Development Manager, Site Coordinator, and Network Navigator.
- Key performance indicators include the number of small businesses served (i.e., new and retained), and targeted milestones and goals achieved to mark their progression along the business development lifecycle (e.g., viable proof of concept, entity formation, capital raised, sales volume and average size, customer size and repeat rates, number of jobs created/retained, certifications attained, growth and expansion). Internal metrics include the number programs under management, partnerships formalized, and funds raised to support new and existing programs.

## Process

- Risks are generally low to moderate and may include accessibility, low morale, burnout, and turnover if employees are under resourced, feel unappreciated, or are over allocated (i.e., “stretched too thin”). It is also important to align employee interests and skills to the scope and nature of the work. Training and additional staff may be necessary steps for mitigating these risks.
- Regarding timing, technical support staff should be hired as early in the process of rendering service as possible to ensure effectiveness, making it a short-term prospect. Staff hired in the midst of program administration face steeper learning curves and shorter onboarding support. Additionally, business support staff should be in empowered to contribute to the development and refinement of the offerings portfolio.
- Actions include the decision to allocate staff resources to small business support activities and initiating the hiring process once the requisite budget is obtained.
- The process involves framing the specific small business need(s), determining the sources of funds, portfolio of work, and operating resources needed to ensure success. This includes resources for marketing the new available resources and services and whether community partnerships are needed for augmentation.

### Office Space and Business Centers

- These costs can vary significantly based on a number of factors, but may include property acquisition (\$750,000 – \$3,000,000), buildout of new or existing municipally-owned facilities (e.g., \$50,000 – \$200,000), staffing (see above), and operating costs.
- Key performance indicators here include occupancy rates or the number of subscribing members or participants; profitability and efficiency measures (e.g., low costs); number of programs offered, funds raised and number of partnerships formed in support of programmatic efforts.
- Risks can be medium to high depending on whether or not new or existing facilities are acquired and developed, accessibility, the total cost for development, staffing, and ongoing operations; in addition to adoption rates since the presence of a new center does not automatically mean that businesses will take advantage of the resource.
- Timelines will also vary with this approach based on the above decisions. However, retrofitting an existing facility or space can range from a few months to a year.
- These actions and processes vary, but are commonly understood by most municipalities as these falls within the scope of general municipal operations.

### Specialized Events and Pipeline Programs

- Whether in-house or outsourced, budgets may span \$5,000 to \$75,000 per year.
- These costs can comprise program materials, facility rentals, catering, event supplies, instructor/trainer fees, entertainment fees, audio visual and technology services (e.g., sound systems, projectors, and screens), event insurance, awards, small business grants.
- Refer to “*Workshops and Classes*” above for general resource options, key performance indicators, risks, actions, and processes.
- In the case of annual pitch competitions and small business galas, specialized resources may involve procuring the assistance of an event planner, cater, emcee, deejay or band.
- In the case of organizational pipeline programs, specialized resources can require the services of quality consultants or software vendors that offer solutions designed to clarify and streamline organizational processes for increased efficiency and performance.

#### Potential funding sources for this recommendation include:

- Town/City capital budget
- Massachusetts Downtown Initiative
- MassDevelopment Transformative Development Initiative
  - Planning Assistance Grant
- Regional Pilot Project Grant Program
- Community Development Block Grant
  - Under Utilized Properties Grant
    - Foundations
    - Private grants

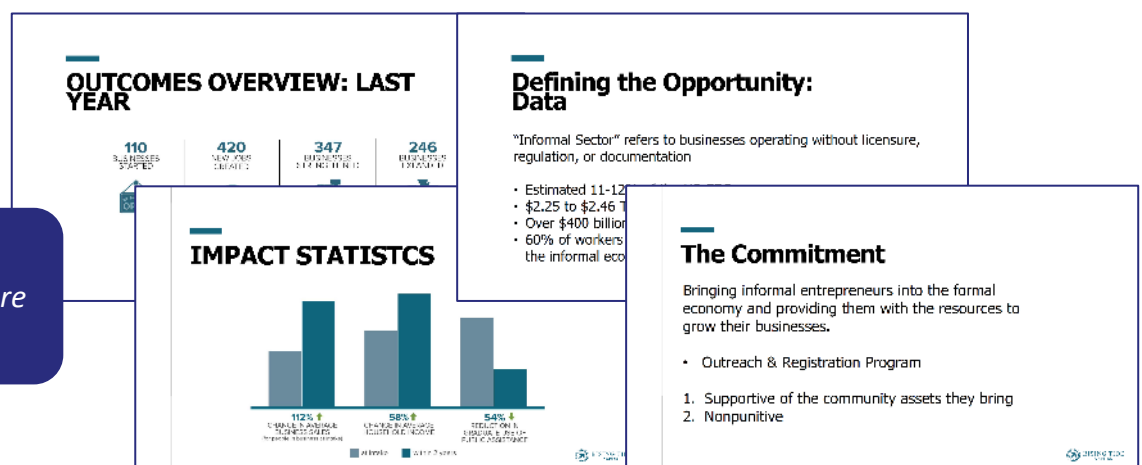


## Process

### Entrepreneurial Ecosystem Building

- These resources can be procured for \$25,000 to \$150,000 per year.
- Refer to the Best Practice Sheet titled, “Facilitating Inclusive Entrepreneurial Ecosystem Building and Enhancement” for actions and process steps associated with the development of [www.Nexusi90.org](http://www.Nexusi90.org) (powered by SourceLink) in Greater Rochester (NY)/Finger Lakes Region, at the end of this section.
- The costs above may cover platform implementation, training, two to five years of technology and data system fees, collateral and digital ad design, printing, event planning and hosting, marketing and promotions, network research and development, and a hotline.
- Qwally is another national network provider that offers certification compliance and inclusive procurement “GovTech” solutions to municipalities. Their solutions are ecosystemic because their base platform implementation allows municipalities to refer businesses to selected local and regional ESOs for technical assistance at different places along the user journey for zoning and permitting, certification, licensing, funding, and procurement activities.
- Ecosystemic enhancements to network partners can cost an additional \$375,000 to \$1,500,000 for three to 6 ESOs to deepen their collaboration and improve their relevance and organizational capacity to assist small businesses, making them ideal referral partners. This is based on proprietary ESO capacity-building programs developed by this project idea’s SME, Third Eye Network.
- The time to build, launch, market, expand, and possibly enhance the network should take place over three to five years as this is a social transformation program that takes time to shift the local/regional culture.
- Regarding resources, Kauffman Foundation has convened an annual ESHIP Summit to advance entrepreneurial ecosystem building as an emerging industry sector and occupational field of practice. They have culminated the summit community’s collective learning and progress into a phenomenal and instructive playbook for ecosystem builders. In addition, in March 2021, the International Economic Development Council announced its new certification on entrepreneur-led economic development, which focused on entrepreneurial ecosystem building.

Resources from firms like Rising Tide Capital (right) are featured in the Appendix



# Permitting for Filming

Category	 Admin Capacity
Location	Town of Danvers – Community-Wide
Origin	Town Feedback During Project Ideation
Budget	 Low Budget (Less Than \$50,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Low Risk (political risk centered around potential for community feedback)



*Maple Street in Danvers*

## Budget



Low Budget

Idea involves policy changes only and has no cost.

## Timeframe



Short-Term

Policy language can be reviewed, approved, and enacted as a matter of Town Meetings, which meet each year on the 3<sup>rd</sup> Monday in May or periodically throughout the year as Special Town Meetings.

## Risks



Low Risk

- No risks identified

## Key Performance Indicators

- Permits received
- Permits granted
- Average length of permits
- Number of complaints received
- Nature of complaints received
- Spending at local businesses

## Partners

- Danvers Planning and Economic Development Division
- Danvers Zoning Board of Appeals

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
<b>Ensure business continuity moving forward</b>	Placemaking investments for streets, sidewalks, and public spaces
Invest in social distancing infrastructure	Pedestrian and cycling connectivity within and between communities
Market local shopping and dining options	Connectivity to existing and future multimodal transportation

**Addresses Priority**



## Diagnostic

Currently, any filming taking place in the Town of Danvers requires a Special Permit from the Zoning Board of Appeals. There are limited criteria for whether to grant such a permit, leading to an opaque process for applicants.

The timeframe needed for review is also prohibitive for some projects, especially those requiring only a few days.

Another question concerns whether a zoning review of a temporary event like filming is appropriate or not.

Strategies for reforming the process for review of filming applications in Danvers was raised by the community. A particular concern regards short-term filming, particularly for academic and other types of non-revenue applicants. Foregone filming events in Danvers deprives local businesses of potential revenues, such as spending for meals.

## Process

Film permitting is likely best handled in a licensing process before the Board of Selectmen. Zoning is generally best used to review permanent, or long-term uses, not filming activities that are often less than two weeks. Enforcement of a licensing regimen is faster and more responsive to neighborhood concerns.

If this use is to remain in zoning, a recommendation would be to amend the language in Section 9.1.h. of the Zoning Bylaw to clarify that the use only requires a Special Permit if the length of the activity warrants the process. A one- or two-day filming effort is unlikely to warrant such a process.

## Action Items

Six steps were identified for the Town of Danvers to move forward with review of the film application process:

- **Review Existing Policies** – including materials from when current language was added to Zoning Bylaw and decisions on past applications to determine typical length of process and conditions commonly applied
- **Identify Areas of Concern** – determine how common community concerns are addressed in the approval process and whether standard conditions could be applied to every filming approval; a valuable question are whether benefits from local film production (such as increased spending at local businesses) as well as challenges are properly reflected in the approval process
- **Review Best Practice Policy Language from Other Communities** – research how peer communities handle permitting for public filming and how processes vary by government type and/or frequency of filming; common systems and requirements could be used in Danvers

The criteria for granting, conditioning, or denying the Special Permit should also be clarified to indicate the goals sought, rather than relying on the general Special Permit criteria in State law.

The Town indicated the time-sensitivity of this issue in August 2021 when the project idea was discussed. If the goal is to meet the warrant deadline for the fall Town Meeting, an easy way to amend the language in section 9.1.h. of the Zoning Bylaw would be along the following lines:



“(h) Movie/TV production uses ~~for up to fourteen (14) days~~, subject to Special Permit by the Zoning Board of Appeals. In addition to the standard Special Permit criteria, such a review

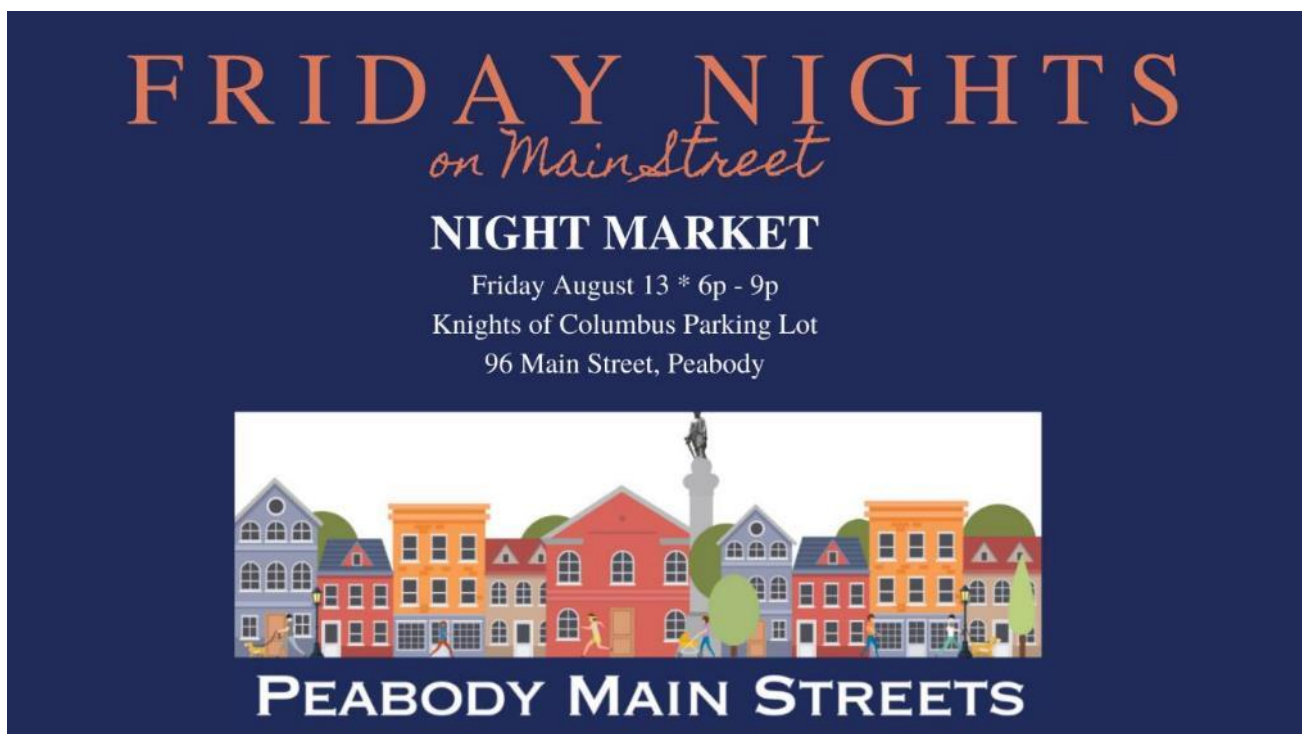
- **Propose Language Edits for Existing Town Policies** – draft proposed changes, potentially drafting a couple of options which outline alternative approaches; Town Counsel should be consulted to ensure consistency with State law
- **Discuss Edits with Town Staff** a working group of key policy and permitting staff in the Town should review options and provide feedback, recognizing whether feedback can be quickly addressed or if more comprehensive changes are desired; technical and political issues should be identified
- **Undertake Public Process to Enact Policy Changes** – language should be submitted to Town Warrant with a short (one or two-page) explanation of the changes and process that led to them for Town Meeting members and other stakeholders

shall factor in the economic benefits to local businesses. Movie/TV production uses for fewer than five (5) days do not require a Special Permit but may have reasonable conditions imposed by the Town Planning & Economic Development Director.”

Since the Special Permit itself can limit the timeframe of the production use, the 14-day maximum does not seem necessary. In addition, this language allows shorter filming to occur with administrative review. Finally, it adds an additional criterion to the special permit review that factors in the project’s stated goal to think about benefits to local businesses.

# Streamlining Special Events/Pop-Ups

Category	 Admin Capacity
Location	Town of Danvers/City of Peabody – LRRP Study Areas
Origin	Town/City Feedback During Project Ideation
Budget	 Low Budget (Less Than \$50,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Low Risk



*Peabody Main Streets holds a weekly Friday Nights on Main Street market event in Peabody*

## Budget



Low Budget

Idea involves policy changes only and has no cost.

## Timeframe



Short-Term

In Danvers, policy language can be reviewed, approved, and enacted as a matter of Town Meetings, which meet each year on the 3<sup>rd</sup> Monday in May or periodically throughout the year as Special Town Meetings.

In Peabody, City Council meets on the second and fourth Thursday of each month.

In each community, several departments would likely be sought for any changes in municipal policy regarding streamlining special events and pop-ups.

## Risks



Low Risk

- Inadequate enforcement of regulations at events

## Key Performance Indicators

- Permits received
- Permits granted
- Average length of permit
- Number of complaints received
- Nature of complaints received
- Spending at local businesses

## Partners

- Danvers Planning and Economic Development Division and others
- Peabody Department of Community Development and others
- Local business community
- Peabody Main Streets
- Future Danvers-specific downtown organization

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
Ensure business continuity moving forward	Placemaking investments for streets, sidewalks, and public spaces
Invest in social distancing infrastructure	Pedestrian and cycling connectivity within and between communities
Market local shopping and dining options	Connectivity to existing and future multimodal transportation
Addresses Priority	



## Diagnostic

The COVID pandemic has unleashed creativity and permissiveness in permitting for municipal special events across Massachusetts. Danvers and Peabody may wish to retain certain aspects of these changes, include easing the burden of applying for permits and making sure costs properly reflect the amount of effort necessary to process the permits and do not result in inequitable access by different groups.

More efficient and easier permitting processes can lead to quicker turn-around and peace of mind for those organizing these events for the community. Streamlining event permitting can help groups organizing events to use their resources more efficiently and result in better events when permitted on a singular parcel as zoning dictates.

The process for soliciting events in each community leaves room for improvement. In Danvers, the Town's website advertises Endicott Park as the location for holding special events in the community. November 2020 temporary regulations for the use of outdoor space provide precedent for create, short-term repurposing of the streetscape, but the regulations do not specifically allow for special events. The absence of a downtown business association indicates a lack of capacity in the community to initiative events. The Board of Health is also involved at any event where food may be served.

In Peabody, special events can be held on private property provided that the application is received 90 days prior to the event. Applications are review of relevant City departments; the City's business liaison is positioned to support applicants, although as of summer 2021 this position is vacant. Peabody Main Streets holds several special events in the community each year.

The following example is a regulatory process taken from Osceola County in Florida that employs best practices for special event permitting: a central repository for application with the ability to submit electronically and follow the permit review process via electronic permitting. Review processes are done transparently and discussed at routinely scheduled meetings in conformance with the local government's regulatory codes.



### *CITY OF PEABODY*

**SPECIAL EVENT APPLICATION**  
(Event to be held on private property)  
Peabody City Hall  
24 Lowell Street, Peabody, MA 01960  
Phone: 978-538-5775  
[www.peabody-ma.gov](http://www.peabody-ma.gov)

This completed application must be received 90 days prior to the event. Please note that submission of this application should in no way be construed as final approval or confirmation of your request. Final approval will require sign-off by all applicable City Departments and filing of and payment for all required permits. Upon receipt of this completed application you will be contacted by the Business Liaison for the City of Peabody.

<b>Date of Application</b>	
<b>Applicant Information</b> (name, address, phone number, email)	
<b>Event Category</b> (please check any and all that apply)	<input type="checkbox"/> Car Show <input type="checkbox"/> Concert/Performance <input type="checkbox"/> Fine Arts Exhibits <input type="checkbox"/> Parades/Procession <input type="checkbox"/> Road Race/Walk/Sporting Event <input type="checkbox"/> Sidewalk Sale or Fair (with multiple vendors) Other: _____
<b>Event Detail</b> (name and short description) Please feel free to attach a separate page with more information.	
<b>Proposed Date and Location</b> For road races/walks, please include start/finish locations and attach map of route.	
<b>Event Start Time</b> Your event may require pre-inspection by City Staff on the day of the event.	

*The City of Peabody's Special Event Application*

## Action Items

In order to streamline a community's permitting process, the municipality should review its permitting powers: who reviews and approves, how much does the permit cost, is there an appeal procedure, and other key questions confronted by applicants and the community.

The following best practices can be used to improve communication between stakeholders and the community about the local permitting process for special events. These techniques help ensure an expedient, open permitting process for special event and pop-up permitting.

- Provide a single point of contact
- Provide a users' guide to permitting with permitting flow charts & checklists
- Clear submittal requirements
- Ability to submit concurrent Applications
- Combined Public Hearings, if needed
- Pre-application assistance
- Use of a Development Review Committee
- Regularly scheduled inter-departmental meetings


These best practices apply to streamlining special event applications that are allowed in specific areas of a community. In most cases, the zoning district would dictate the type of uses allowed in a community. These best practices are for special events as a type of use in commercially zoned areas with a limited number of occurrences per calendar year


## Public Health Department


Public Health Department / Food Program / Temporary Food Events / Private vs Public Food Events


[< Back](#)


Private vs Public Food Events

 Ade Solarin, MPH, MCPPO  
Director of Public Health

 (978) 777-0001 x. 3095

 (978) 762-0215 (FAX)

 [Contact us](#)

 Danvers Town Hall  
1 Sylvan Street  
Danvers, MA 01923

# Private vs Public Food Events

## When a Permit is Required

The Board of Health protects the general public by promoting safe food handling and smart menu choices for large groups, especially those with at risk populations (the elderly, the very young, or those with weakened immune systems). The Health Division staff raises awareness of food-borne illness by offering guidance and information that encourages safe food preparation/handling that will reduce or eliminate adverse health effects. This collaborative effort between the Board of Health, it's staff and the users of non-profit kitchens allows groups to sponsor events like fund raisers, soup kitchens and community suppers without endangering the health of the general public.

## Public Events and Fund Raisers

Any event where food is served to the "general public" requires a temporary permit from the local Board of Health. A public event is defined as "an event that is advertised with fliers, banners, newspaper articles, radio or

*In Danvers, involvement of the Board of Health is required when food is served to the general public*

As discussed in the **Short-Term Film Permitting** project idea, several action items were identified to help expedite review processes in the Town of Danvers. A similar process can be carried out for event and pop-up permitting in both Danvers and Peabody:

- Review existing policies
- Identify areas of concern
- Review best practice policy language from other communities
- Propose language edits for existing City and Town policies
- Discuss edits with City and Town staff
- Undertake a public process to enact policy changes

## Process

As described on the previous page, streamlined permitting can be realized if a municipality explores the concepts below. Not only has COVID perhaps expedited these processes, but it has likely created a more permanent change in the ways municipalities interact with special events.

- **Single point of contact.** A single department, ideally a single official, should serve as the repository for the initial application and would determine if requirements are met, leading to the scheduling of a Development Review Committee Meeting.
- **Users' Guide to Permitting and Permitting Flow Charts and Checklists.** If Danvers or Peabody already has a product like this, the process for permitting for special events can be incorporated into the existing guide. An electronic permitting system allows for easy following the flow of the permit for the applicant to see what either was missing or if a staff review had occurred.
- **Clear submittal requirements.** Special event permit applications may require documented permission from the property owner, site plan, photos, proof of insurance, and a narrative description of the event. Other documents would be required if necessary. The single point of contact on the communities' side should assist with these issues when events are proposed in a public right-of-way


- **Concurrent applications.** Other required application permits, and their approvals, would need to be furnished as part of the permit approval process.
- **Combined public hearings, if needed.**
- **Pre-application process.** The point of contact for the process was the specific department staff person who would be able to address outstanding issues and questions regarding the permit requirements.
- **Development Review Committee (DRC).** The administrative approval of the DRC, or a similar type of committee in Danvers and Peabody, would occur either through a consent agenda or if pulled to be addressed publicly. The DRC could include public works, buildings, parks, public health, and planning departments.
- **Regularly scheduled inter-departmental meetings.** These meetings keep the issues of the specific special event permits in the City and Town's pipeline of coordinated reviews.

A key piece of the items to the left involves **speed**. The more information applicants have in advance (by web posting or a single point of contact within the community to answer questions), the higher the level of coordination which can occur between departments, and the greater level of communication which can be shared between applicant and the community to address outstanding issues, the more successful a streamlined process will operate.

An additional piece of these recommendations may be splitting the approval process for pop-up events from special events. In Danvers, temporary outdoor space regulations issued in November 2020 may provide precedent for businesses to host special outdoor occasions confined to the area around their storefront. When combined with a group of applicants along a street block or in a particular commercial district, a community-oriented pop-up event may be created without a specific dining or retail component.

At this smaller scale, a more expedited review process may be merited than for larger events involving live music, outdoor dining or drinking, or larger crowds.

*Osceola County, Florida reformed their special event permitting process. Applications are available as both a fillable paper version and electronically at the county's permitting website.*

Osceola County Special Event Application	
	Osceola County Board of County Commissioners Community Development Department 1 Courthouse Square, Suite 1400 Kissimmee, FL 34741 Phone: (407)742-0200 Specialpermits@osceola.org
<b>Application No.:</b> _____ <b>Date Received:</b> _____	
<b>Submittal Checklist</b> <input type="checkbox"/> Property Owner Authorization <input type="checkbox"/> Proof of Ownership <input type="checkbox"/> Legal Description <input type="checkbox"/> Narrative describing the event in detail, including: • Sounds which will project beyond the property lines. • Vehicular Traffic and parking <input type="checkbox"/> Site plan showing: • Lot Dimensions. • Location of Special Event (with all details of set-up). Setbacks of set-up from property lines and right-of-way lines, Driveways, identifying parking and access, roads, tents, signs, portable toilets, and any other structures and setbacks from property lines and any other existing site improvements <input type="checkbox"/> Application Fees \$620.00	In accordance with Chapter 3, Article 3.8, Section 3.8.1.O of the Osceola County Land Development Code, authorization for a Special Event is issued to:  <b>Applicant</b> Name: _____ Agent/Lessee: _____ Tax ID# _____ Address: _____ Email: _____ Phone: _____  <b>Event Details</b> Address of Event: _____ Parcel Number: _____ Dates of Event: _____ Hours: _____  Event on County property? Yes ( <input type="checkbox"/> ) No ( <input type="checkbox"/> ) If yes provide liability Insurance. The insurance shall have a limit not less than \$1 million per occurrence for the general aggregate.  Details of Event: (a narrative may be attached to describe the event in detail.) _____ _____ _____ _____





# Branding and Marketing Through Public Art

Category	 Cultural/Arts
Location	Town of Danvers/City of Peabody – LRRP Study Areas
Origin	Town/City Feedback During Project Ideation
Budget	 Medium Budget (\$50,000 to \$200,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Low Risk



Public Art on a Utility Box Along Main Street in Peabody



## Budget



Medium Budget

Efforts can range from one-off installations created with volunteer effort or a modest amount of seed money to community-wide plans with funding required for design, fabrication, procurement, and installation in several different locations.

## Timeframe



Short-Term

Re-purposing prior “Outside the Box Mural Project” in Peabody could occur quickly given past experience. Similar to the **Private Realm Improvement Program** project idea, community-wide branding and marketing strategy could be developed in 12 months, with implementation taking longer depending on the labor market and supply chain at the time of launch.

## Risks



Low Risk

- Concerted effort of several stakeholders
- Long-term municipal commitment to maintenance
- Political will

## Key Performance Indicators

- Annual expenditures
- Artists engaged
- Volunteers engaged
- Installations
- Increased foot traffic
- Increased spending

## Partners

- Danvers Planning and Economic Development Division and Department of Public Works
- Peabody Department of Community Development and Department of Public Services
- Local business community
- Peabody Main Streets
- Future Danvers-specific downtown organization

## Plan Priorities

Short-Term Priority	Mid/Long-Term Priority
Ensure business continuity moving forward	<b>Placemaking investments for streets, sidewalks, and public spaces</b>
Invest in social distancing infrastructure	Pedestrian and cycling connectivity within and between communities
<b>Market local shopping and dining options</b>	Connectivity to existing and future multimodal transportation

**Addresses Priority**



## Diagnostic

Community branding through public art can be one component of a larger brand identity plan for the Town of Danvers and City of Peabody.

At present, each community features limited branding, which is largely tied to wayfinding:

- **Danvers** – the Town presently has a wayfinding master plan which is ready to be implemented. This plan would introduce consistent signage throughout the community directing visitors to key destinations.
- **Peabody** – present branding in the community is highlighted by the City's Outside the Box Mural Project. The project awards \$750 stipends to local artists to paint murals on utility boxes in the community, focusing on criteria such as creativity, community pride, originality, and appropriate regard for the nature of the space and audience.

Wayfinding in the community is also present but is largely limited to motorists. Key signage along Main Street directs visitors to destinations in Salem, leading to a perception of the area as one to pass through rather than visit.

## Action Items

Improved brand identity can increase awareness and tourism and improve the overall image of each community.

A unified brand identify master plan, which may or may not include wayfinding, can assist each community with determining short, medium, and long-term branding projects. Components of the plan should include:

- Value for providing a unique identify in certain parts of the community as well as across the community as a whole.
- Storytelling and interpretive elements, tied to local attractions.
- Signage design.
- Opportunities for public art.

A task force should be created with a diverse representation of stakeholders. This can include relevant City/Town departments, business organizations (such as Peabody Main Streets), key cultural institutions within the community, and potentially public schools.

### Potential funding sources for this recommendation include:

- Town/City capital budget
- Massachusetts Downtown Initiative
- MassDevelopment Transformative Development Initiative
- MassDOT Shared Streets and Spaces
  - Planning Assistance Grant
  - Competitive Tourism Grant
  - Preservation Projects Fund
  - Cultural Facilities Fund
- Community Development Block Grant
- Under Utilized Properties Grant
  - Foundations
  - Private grants



*Aesthetically-pleasing wayfinding along Main Street in Peabody promotes attractions in neighboring Salem.*

## Process

Chief functions of the branding task force include:

- Identification of key stakeholders and decision-makers in the community.
- Site visit(s) to audit existing conditions.
- Wayfinding analysis (may not be necessary in Danvers), including multimodal circulation, main decision points, and key destinations.
- Identifying opportunities and locations for art and placemaking.
- Researching local history, including stories which can inspire design.
- Public engagement to understand needs and perceptions. A survey instrument could be used to gather feedback.
- Developing project goals and a positioning statement to guide design efforts.
- Designing concepts for brand and wayfinding elements.
- Developing the preferred design into a family of sign types and branding materials.
- Creative Design Intent drawings and a bid document to solicit pricing from fabricators.
- Updating budgets and project schedules.
- Interfacing with fabricators.
- Providing construction administration, site visits, and punch lists as needed.

In Peabody, the City is positioned to advance on the Riverwalk Master Plan following many years of planning. Branding and placemaking efforts could first focus on gateways to the Riverwalk from Wallis Street, Caller Street, and Howley Street. Signage along these roads could promote the Riverwalk while being interchangeable for future promotions. See the **Shared Streets and Neighborways** project sheet for more information.

Current branding in the community, such as the Outside the Box Mural Project, could be extended to the Riverwalk area as well.



*Colorful benches in front of Peabody District Court*



*Wayfinding along Main Street in Peabody emphasizes parking*



## Process

Additional best practices from public art installations as provided by DHCD are detailed below:



*In Lawrence, lighting was used to emphasize significant architectural features and to enliven the downtown experience. Iluminación Lawrence was organized to create and develop the program with partner organizations and institutions funding various projects. A light artist and MassDevelopment's Transformative Development Initiative were also instrumental for concept development.*



*Interactive Storefronts were installed as part of the Downtown Worcester Placemaking Plan process. Installation ran less than \$5,000, with \$900 artist stipends and a \$300 material budget for each artist/storefront. The Interactive Storefronts operated simultaneously with an online survey and the development of the Placemaking Plan.*



*Chelmsford's themed sculptural street furniture installations through the Downtown Historic District strategically added interest, visual and material texture and comfort to a previously barren, hard environment.*





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## Appendix

# Technical Appendices and Subject Matter Expert Submissions

# Parking Management Practices

Category



Public Realm

Location

Town of Danvers and City of Peabody – LRRP Study Areas

Origin

Town/City Feedback During Project Ideation

Budget



Low Budget (under \$50,000)

Timeframe

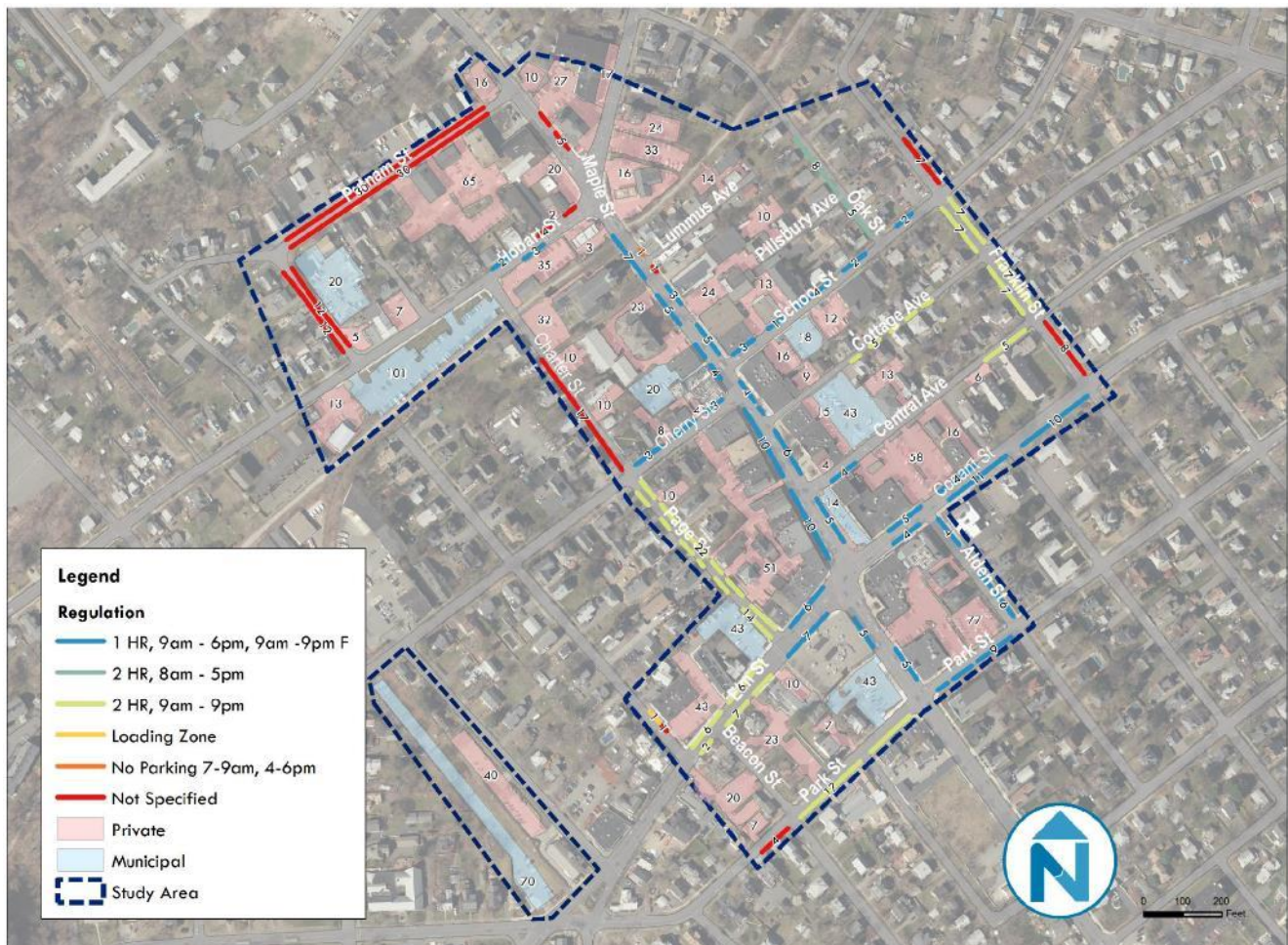


Short-Term (Less Than 5 Years)

Risk



Low Risk



*The 2015 Downtown Danvers Parking study documented regulations present in the Danvers Square area (source: Nelson\Nygaard)*



# Public Realm Improvement Program

Category



Public Realm

Location

Town of Danvers and City of Peabody – LRRP Study Areas

Origin

Phase I Diagnostic Presentation Feedback

Budget



Medium Budget (\$50,000 to \$200,000)

Timeframe



Short-Term (Less Than 5 Years)

Risk





Low Risk



*Maple Street in Danvers*

# Private Realm Improvement Program

Category	 Private Realm
Location	Town of Danvers and City of Peabody – LRRP Study Areas
Origin	Phase I Diagnostic Presentation Feedback
Budget	 Medium Budget (\$50,000 to \$200,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Medium Risk



*Main Street in Peabody*



# Business Recovery Task Forces

Category	 Revenue/Sales
Location	Town of Danvers and City of Peabody– LRRP Study Areas
Origin	Town/City Feedback During Project Ideation
Budget	 Low Budget (less than \$50,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Low Risk



*Main Street in Peabody*



# Adaptive Capacity Organization for Businesses

Category	 Tenant Mix
Location	Town of Danvers – LRRP Study Area
Origin	Phase I Diagnostic Presentation Feedback
Budget	 Medium Budget (\$50,000 to \$200,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Medium Risk

MANAGEMENT ENTITY	DISTRICT DELINEATION	REVENUE SOURCES
<b>BIDS</b>	Contiguous area within which property owners pay to develop, fund and execute supplemental services to benefit economic and social vitality of district	Self-sustaining through fees; reauthorized every 5 years, Grants and fundraising
<b>VOLUNTARY DOWNTOWN ORGANIZATIONS</b>	Volunteer program model addressing design, organization, promotion and economic vitality	Not self-sustaining; state grants, municipal contributions and fundraising
<b>COMMUNITY DEVELOPMENT CORPORATIONS</b>	Engages residents and businesses to undertake sustainable community development efforts in rural, urban and suburban. Geared to benefit low/moderate income.	Not self-sustaining; state grants, foundations and donations
<b>PARKING BENEFIT DISTRICTS</b>	Geographically defined district in which parking revenues are dedicated to related improvements. Can be a stand-alone or part of existing downtown organization.	Self-sustaining through parking revenue fees

*District Management Models in Massachusetts*

Source: <https://www.mass.gov/doc/2020-revised-business-improvement-district-manual/download>

# Small Business Assistance

Category	 Tenant Mix
Location	City of Peabody – Community-Wide
Origin	City Feedback During Project Ideation
Budget	 Medium Budget (\$50,000 to \$200,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Medium Risk



*Main Street in Peabody*

# Permitting for Filming

Category	 Admin Capacity
Location	Town of Danvers – Community-Wide
Origin	Town Feedback During Project Ideation
Budget	 Low Budget (Less Than \$50,000)
Timeframe	 Short-Term (Less Than 5 Years)
Risk	 Low Risk (political risk centered around potential for community feedback)



*Maple Street in Danvers*



# Public Outreach

# Business Survey Results