

# Rapid Recovery Plan

2021

City of Gloucester

This plan has been made possible through technical assistance provided by the Baker-Polito Administration's Local Rapid Recovery Planning program.



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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# Acknowledgements



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The City would like to thank the many residents and stakeholders who kindly took the time to participate in the variety of focus groups, individual interviews, and site visits.



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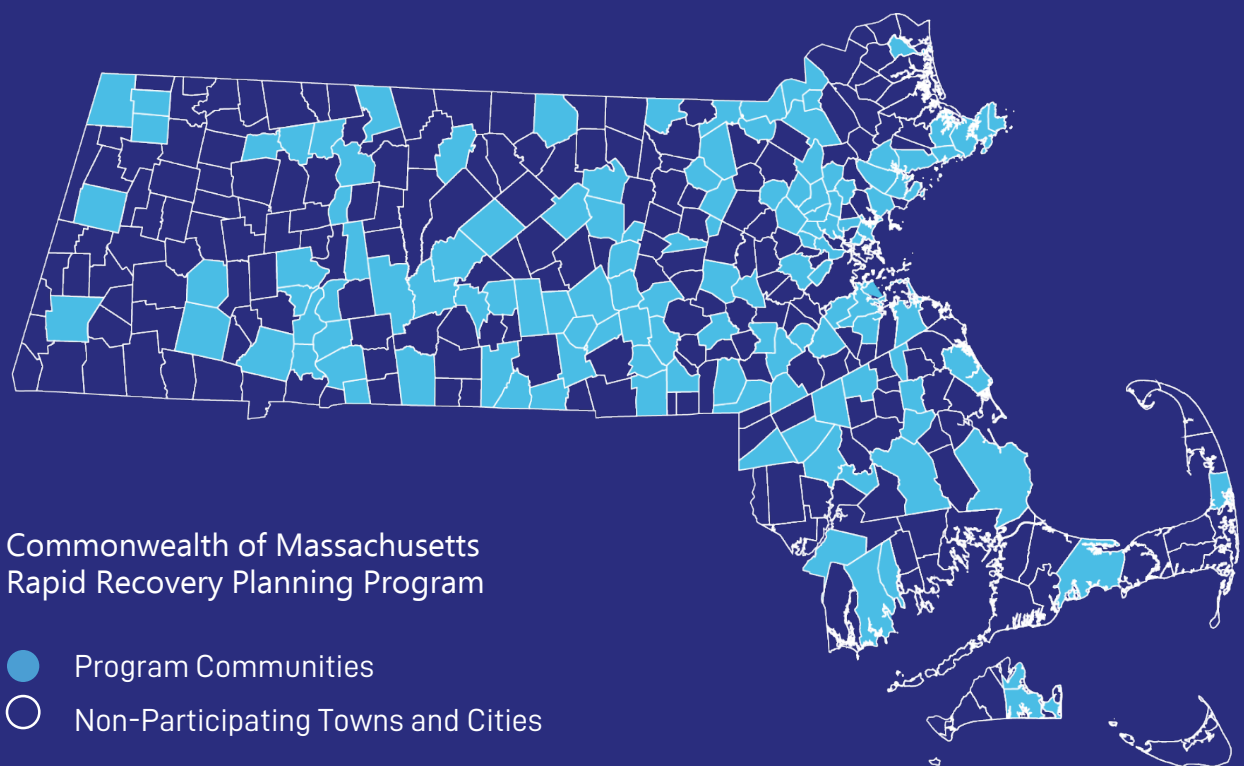
Rogers Street Activation and Connections



## 125 communities participated in the Rapid Recovery Plan Program

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

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 downtowns, town centers, and commercial districts.



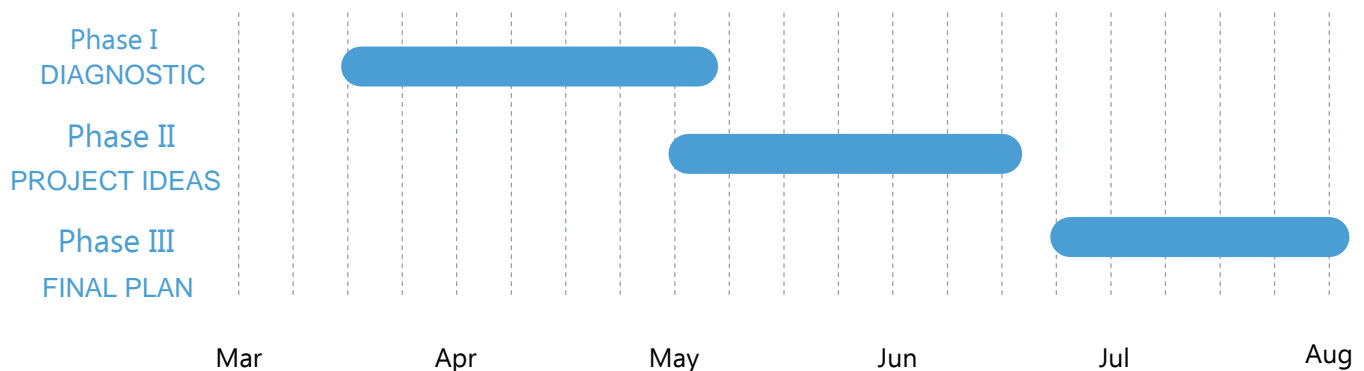
# Rapid Recovery Plan (RRP) Program

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 community.

Each Rapid Recovery Plan was developed across three phases between February-August 2021. Phase 1 - Diagnostic, Phase 2- Project Recommendations, 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", and authored by Larisa Ortiz, Managing Director, Streetsense (RRP Program Advisor).

The framework was designed to ensure 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



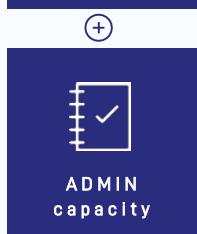
Who are the customers of businesses in the Study Area?



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

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# Executive Summary



# Executive Summary

## Connections, Activations, and Organization Create a Path for Recovery

Since March of 2021, as a participant in the Commonwealth's Local Rapid Recovery Program, the City of Gloucester developed a plan to help businesses in Downtown Gloucester recover from COVID-19 and to position the Downtown for the future. This plan was developed by the City's Community Development Staff, LRRP Plan Facilitator, and Subject Matter Experts (SME), with the help of a broad-based advisory committee composed of representatives from the Greater Cape Ann the Greater Cape Ann Chamber of Commerce residents, businesses, tourist and cultural attractions and other stakeholders.

The advisory committee served as a sounding board for the development of projects that are included in the Plan. Industry sector focus groups provided a deeper dive into issues and needs that were of priority for their recovery. Business surveys documented the impact of the pandemic on small businesses, and an economic analysis identified Downtown Gloucester's customer base, mix of businesses, economic trends, and weaknesses. One on one conversations with new developers, entrepreneurs, tenants, restaurateurs, tourist industry leaders and hoteliers provided additional insight into the challenges and opportunities they face in recovering from the pandemic.

These conversations resulted in a strong set of priorities that informed the development of the projects included in this document. Additionally, the impact of COVID-19 illuminated the systemic issues facing the Downtown that must be addressed going forward to successfully position the Downtown businesses to recover and build toward the future.

## Gloucester MA - A City Rich in Heritage, Fishing, and the Arts

At nearly 400 years old, Downtown Gloucester looks and feels authentic. Its working harbor supports a fishing industry that is still a significant presence on the waterfront, scenic beaches attract tourists, and the historic Downtown features small independent businesses, restaurants, and cultural attractions. The Downtown and Waterfront demonstrate the resiliency to evolve, change and recover from the effects of COVID-19.

The pandemic had a dramatic impact on Gloucester's downtown. The seasonal influx of tourists was reduced to a trickle, arts and cultural organizations were shuttered and many small businesses were forced to significantly scale back their operations to survive. Today, most businesses are not fully back to pre-pandemic levels, too many vacant storefronts exist on Main Street, better connections need to be made to connect visitors to Downtown businesses, and the Downtown needs to welcome back their visitor, local, and regional customer base.



*Fisherman's Memorial, Source: [gloucester.harborwalk.org](http://gloucester.harborwalk.org)*

## What is Gloucester's Rapid Recovery Plan?

Downtown Gloucester's economic recovery will depend on building organizational capacity, maximizing the physical connections between Main Street and the waterfront, developing a Downtown brand identity, and mastering parking utilization and management practices that unlock the downtown's full potential. The pandemic also forced innovation, like outdoor dining and utilization of public spaces, that Gloucester residents and visitors would like to see enhanced as part of a new downtown.

The twelve project rubrics outlined in this plan will seek to address these goals by creating a cohesive Downtown destination, activating vacant storefronts and public spaces, and create the organizational capacity to provide stewardship for Downtown initiatives.

Downtown Gloucester is three separate and distinct districts – a working harbor, a historic Main Street, and Rogers Street, a transitional street the bifurcates the Downtown and waterfront, creating a challenge to physically connect the Waterfront and draw visitors to Downtown businesses. Projects to create a cohesive Downtown destination include enhancements the Rogers Street streetscape, activation of lots and building rear entries, improving the physical connections between the Waterfront and Main Street, developing a district marketing brand including gateways and wayfinding, and the restoration of HarborWalk as a key connector to the downtown.

Activation projects include the creation of a Project Pop-Up pilot program to activate vacant buildings in Downtown by matching qualified entrepreneurs with vacant properties, concepts for finding new uses for large vacant storefronts, reimagining the future of the 65 Rogers Street lot, expanding the popular Block Party, and the development of an outdoor dining "toolkit" to maximize the potential of outdoor dining to add vitality to the downtown.

Projects addressing additional organizational capacity include the creation of a district management organization, and a parking utilization and management plan.

## Balancing Outdoor Dining, Downtown Activations, and Parking

Gloucester's COVID-19-era expanded outdoor dining program is popular with residents, tourists, and most businesses. Expanded outdoor dining presents the opportunity to add commercial area vibrancy and activity, as well as confront the related parking implications. On-street expanded outdoor dining's displacement of metered parking spaces creates the need to assess how to balance expanded outdoor dining as a promising new commercial area amenity with preserving or rethinking critical parking resources. Additionally, residents, visitors and business owners desire more and varied programming and events to draw customers to the downtown. These events add vibrancy, but also place demands on parking resources. Three overlapping projects seek to address this challenge: the development of a parking utilization and management plan, creation of an outdoor dining toolkit, and the utilization of the 65 Rogers Street lot.



*Cape Pond Ice, Source: [gloucester.harborwalk.org](http://gloucester.harborwalk.org)*



*Outdoor seating @milemarkerone, Source: [innovate Gloucester](http://innovate Gloucester)*

## Creating a Cohesive Downtown Destination

Creating a Downtown destination requires several key components: reasons for people to visit, a distinct "brand," and attractive, comfortable, and easy connections that help visitors and locals navigate the Downtown for dining, shopping parking and attractions and reinforce the Downtown as a destination. Regular events and programming were identified as a critical need to bring more people to Downtown Gloucester. A reimagined Block Party 2.0 will bring people Downtown to support businesses, cultural organizations, and tourist destinations. A Project Pop-Up Pilot Program will activate vacant storefronts during a time of high storefront vacancy rates in the downtown, as well as build a pipeline for entrepreneurs and property owners alike that will optimize the retail mix and bring more diversity to the next generation of Gloucester independent businesses.

Rogers Street Streetscape improvements and Waterfront connections, and wayfinding and Gateway designs will enhance the physical environment and tie together the look and feel of the Downtown to create a sense of place that is uniquely Gloucester. The creation of a District marketing "brand" will provide a consistent look and feel for the Downtown that executed through design elements and marketing materials.



*View of the HarborWalk, Source: [gloucester.harborwalk.org](http://gloucester.harborwalk.org)*

## Building Organizational capacity

There is no district management organization in Downtown Gloucester to plan and execute the priority programs and services for COVID-19 recovery and the future. The creation of a district management organization as a backbone organization to partner with the City of Gloucester and other stakeholders to implement the projects in the Rapid Recovery Plan is considered fundamental to its success.

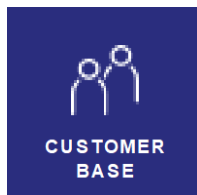
We welcome your interest in involvement as Gloucester works together to recover from COVID-19 and look forward toward vibrant and prosperous Downtown for businesses, visitors, and residents.

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# Diagnostic



# Key Findings



## Local Residents and Seasonal Tourists Fuel the Customer Base for Downtown Gloucester

The customer base in Downtown Gloucester is drawn from residents of Gloucester and surrounding communities, as well as a robust seasonal visitor market. Downtown residents are slightly less affluent than the City. Younger and older populations tend to live downtown, and the Downtown population is overly represented in age groups of 25-44 and 60-74.

The seasonal tourist customer base includes cruise ship travelers and vacationers. The seasonal influx of visitors is an important customer base for the downtown. COVID-19 had a dramatic impact on tourism, with cruise ship and visitor traffic down over 90% based on City visitor center data.

In recovering from the effects of COVID-19, Downtown Gloucester will need to capitalize on both a returning tourism market, and local support from the Cape Ann community's "Buy Local" efforts.



## Downtown Gloucester is Composed of Three Districts

Downtown Gloucester roughly comprises three sub-areas, each with a distinct feel and character. Main Street is a charming, walkable, and an attractive retail and dining focused commercial district. Outdoor dining, shopping and historic architecture create an attractive destination.

The Waterfront is a working commercial fishing district, active with fishing, charter, fish processing, and other marine related businesses. Tourists find the authenticity of this portion of the Downtown interesting and uniquely Gloucester.

Rogers Street comprises the connection between the Main Street shopping district and the Waterfront industrial/commercial area. Rogers Street also serves the practical function of providing truck and commercial traffic to support the fishing industries, as well as serving as a major pass-through route for beach going visitors. Enhancing the physical connection between Main Street and the Waterfront via the aesthetics of Rogers St will greatly improve the connectivity and mobility of the Downtown for residents and visitors.

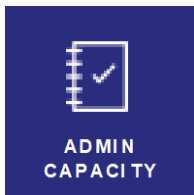


## Downtown is a Mix of Cultural Institutions, Marine, Retail, and Hospitality, but Large Vacancies Create Challenges.

Gloucester's Downtown is anchored by a mix of hospitality, cultural institutions, office, retail and manufacturing businesses. Retail and dining establishments are concentrated along the west end of Main Street, and service-oriented businesses located on the east end. Downtown businesses serve both residents, the region, and vacationers. Manufacturing, warehousing and visitor attractions are located along the Waterfront and create an interesting mix of fishing related and tourist facing businesses.

COVID-19 has impacted businesses throughout Downtown Gloucester. In a summer 2021 community survey, 73% of businesses reported loss of revenue and 76% of businesses were still not operating at full capacity. Even with a stronger seasonal influx of tourists in the summer following 2020, lack of staff and COVID-19 constraints has continued to impact Downtown businesses .

Approximately 16% of storefronts in Downtown Gloucester are vacant. These vacancies are scattered throughout the district primarily along Main Street and present an opportunity for new business entrepreneurs. Two larger vacant buildings at the heart of Main Street create a challenge for reuse. COVID-19 recovery will require working with new and existing businesses to recapture customers and reimagine ground floor retail uses.



## A District Management Organization is Recommended for Downtown Gloucester

Gloucester currently has no Downtown organization that serves as the backbone of the district and could provide comprehensive district management and lead post-COVID-19 recovery efforts. A volunteer-based merchants association dose exists to support efforts in the downtown, but an all-inclusive organization would play a more effective role in implementing LRRP projects and provide a sustainable Downtown recovery effort.

There is support for exploring the appropriate organization model for Downtown Gloucester and bringing it to fruition. Of those that responded to the business survey, 65% expressed an interest in developing programs and services that would aid in their COVID-19 recovery. A district management organization for Downtown Gloucester could provide a sustainable organization to spearhead LRRP projects, support small businesses and lead Gloucester's Downtown into the future.



*Gloucester Fisherman's Memorial, Source: Photo by Suraj Gattani on Unsplash*

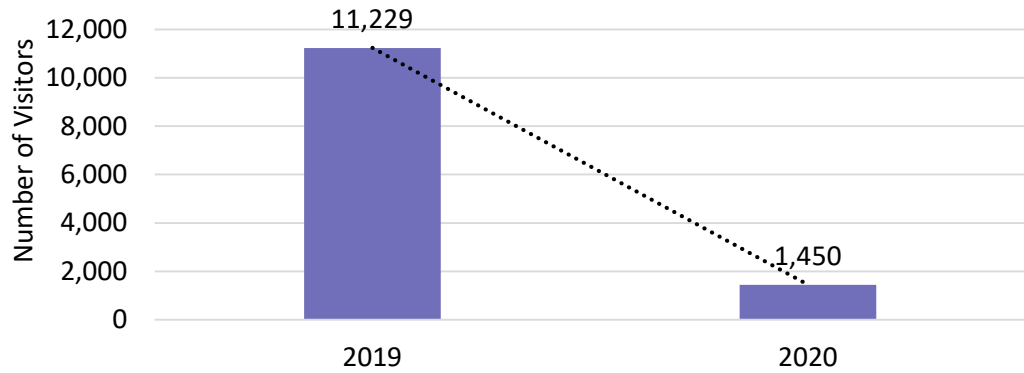




## Customer Base

Gloucester is the largest community on Cape Ann and its beaches and Waterfront are a destination for a sizable seasonal tourist population. Its proximity to Route 128, the Massachusetts Turnpike and Boston usher in a flow of customers, both tourists and residents from surrounding towns. The impact of COVID-19 was particularly glaring for the businesses dependent on tourism. Between 2019 and 2020, visitors to Stage Fort Park Visitor's Center decreased to about a tenth of the prior year.

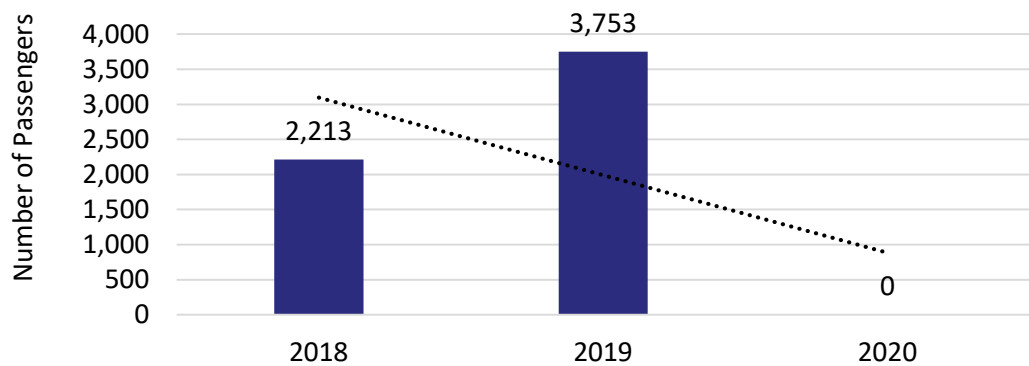
### Stage Fort Park Visitor's Center



Source: Stage Fort Park Visitor's Center

In the same timeframe, as cruise ships into Gloucester's shut down. This represented a loss of over 3,500 visitors from the prior year. These trends are emblematic of a stark slow down in tourist traffic as a result of COVID-19. During this time, Gloucester relied on customers from the region and, even more so, from the community to support local trade.

### Cruise Passenger Numbers



Source: Port Data



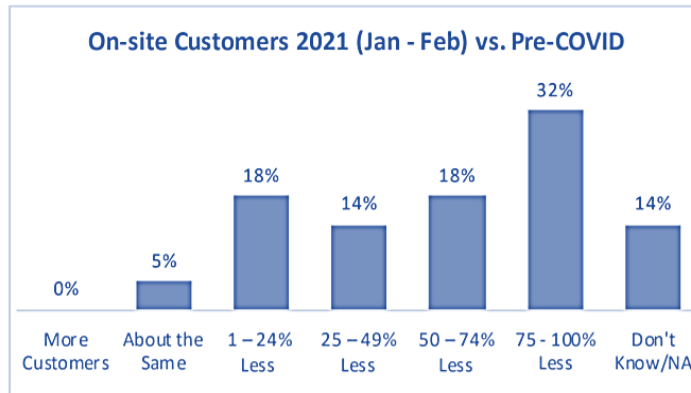


COVID-19 has impacted foot traffic into stores and restaurants throughout Downtown Gloucester. In a summer 2021 community survey, half of businesses reported a reduction of foot traffic greater than 50% during the peak of the pandemic in January and February 2021 compared to pre-COVID.

## SURVEY RESULTS

### Less Foot Traffic in Commercial Area

82% of businesses had less on-site customers in January and February of 2021 than before COVID. 64% of businesses reported a reduction in on-site customers of 25% or more.



*Source: LRRP Survey Responses (22 responses, 73% of which are retail or food and accommodation businesses)*

COVID-19 has highlighted the value of a reliable ultra-local customer base. These are customers that live in walking distains to many of Downtown Gloucester's shops, restaurants, and attractions. In the most recent 2019 American Community Survey, 12% of Gloucester's housing units were located in the Downtown area, witch is generally denser than the rest of the City.

### Housing Units

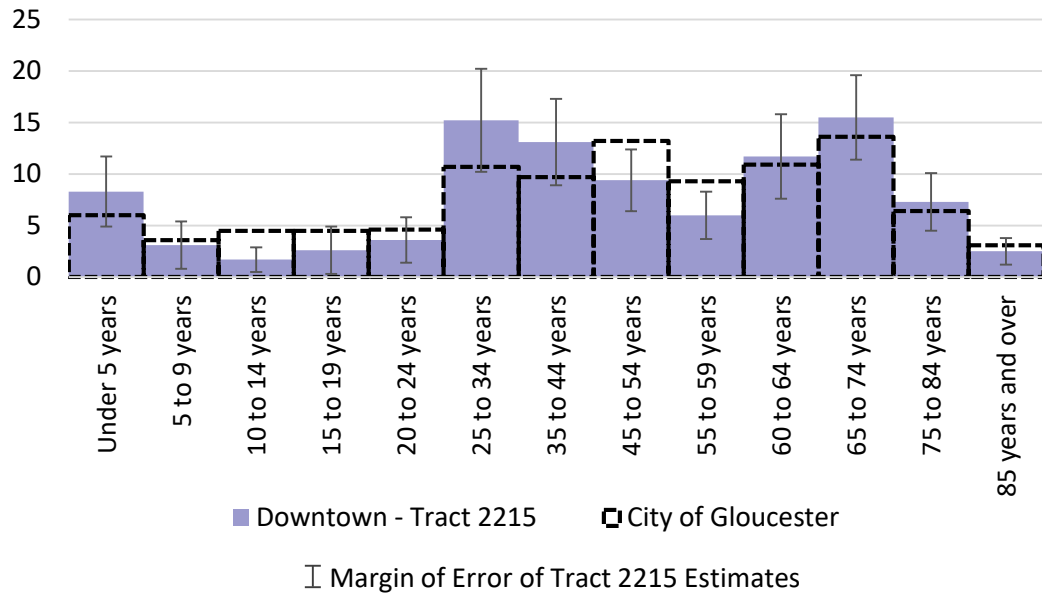
Gloucester		Downtown - Tract 2215		% of all Housing Located in Downtown
Housing Units	Margin of Error	Housing Units	Margin of Error	
14,878	324	1,781	49	12%

*Source: U.S. Census Bureau American Community Survey 2015-2019 5-year estimates*



Downtown residents, Gloucester's *built-in* customer base, tends to skew younger with small children than the City overall. A significant older population, however, also resides downtown. New housing development, that has attracted many seniors, suggests that an older residential community will grow and contribute to Downtown's customer base in the future. This trend can be seen in the demographic data for census tract 2215, which encompasses Gloucester's Downtown.

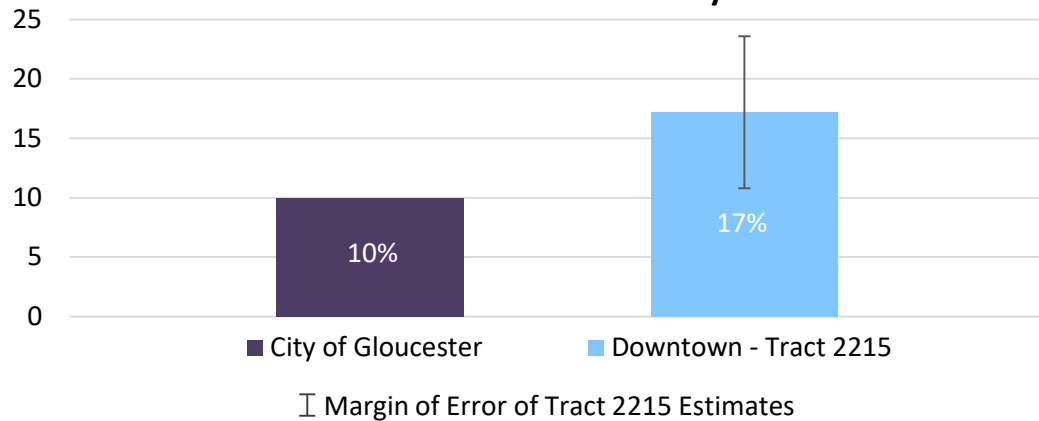
### Age Compared to the City as a Whole



Source: U.S. Census Bureau American Community Survey 2015-2019 5-year estimates (Table DP05)

Downtown residents also tends to skew less affluent. In 2019 the poverty rate in Gloucester's Downtown census tract was 7 percentage points higher than Gloucester as a whole. Understanding and marketing to the Downtown population, along with the seasonal tourist and regional visitors, is important to creating resiliency into the future.

### Percent Below the Poverty Line



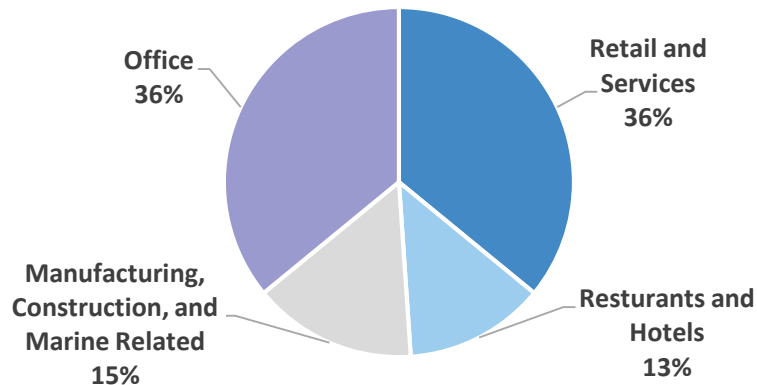
Source: U.S. Census Bureau American Community Survey 2015-2019 5-year estimates (Table S1701)



## Business Environment

The over all business mix in Downtown Gloucester is primarily services, offices, restaurants, and retail located along Main Street and Rogers Street. About 15% of Downtown businesses are manufacturing, construction, and marine related, this includes fishing. Most of these businesses are located along the waterfront, as can be seen in Map 1.

### Businesses by Category\* in Downtown



Source: ESRI Business Analyst

\* Manufacturing - mining, construction, utilities, ag, manufacturing, transportation and warehousing

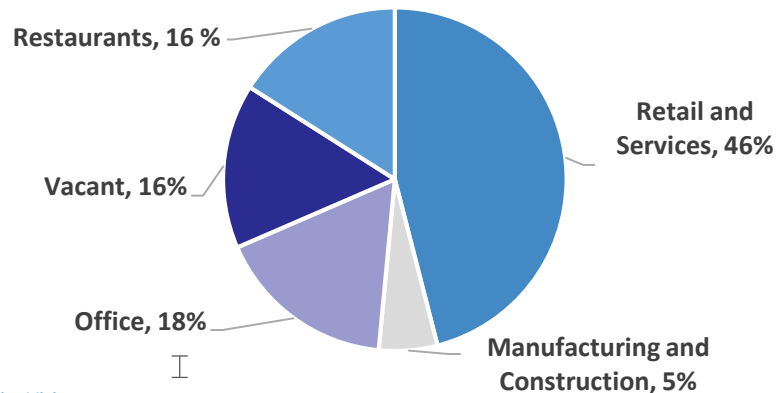
Retail - wholesale trade, retail trade, arts and entertainment

Office - info. finance and insurance, real estate and leasing, professional scientific and tech services, administrative & support & waste management, educational health care and social, public admin

Restaurants and Hotels - accommodations and food services

Storefront mix is different from business mix, it measures how walkable, ground floor space is used in Downtown. Storefronts are mostly clustered along the historic Main Street corridor. 62% of these storefronts are retail, services, or restaurants. Office use comprises 18% of ground floor storefront businesses. Vacancies are scattered throughout the Downtown Main Street corridor creating a negative impact on the perceived vibrancy of the downtown, as can be seen in Map 2.

### Storefront Use by Category\* in Downtown



Source: LRRP Site Visit

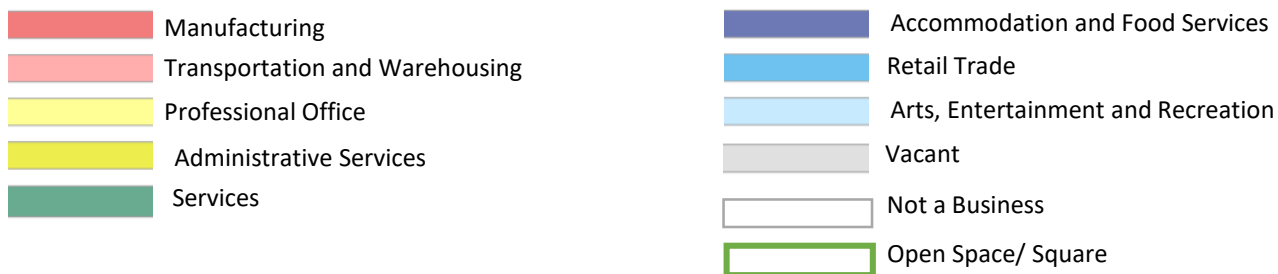
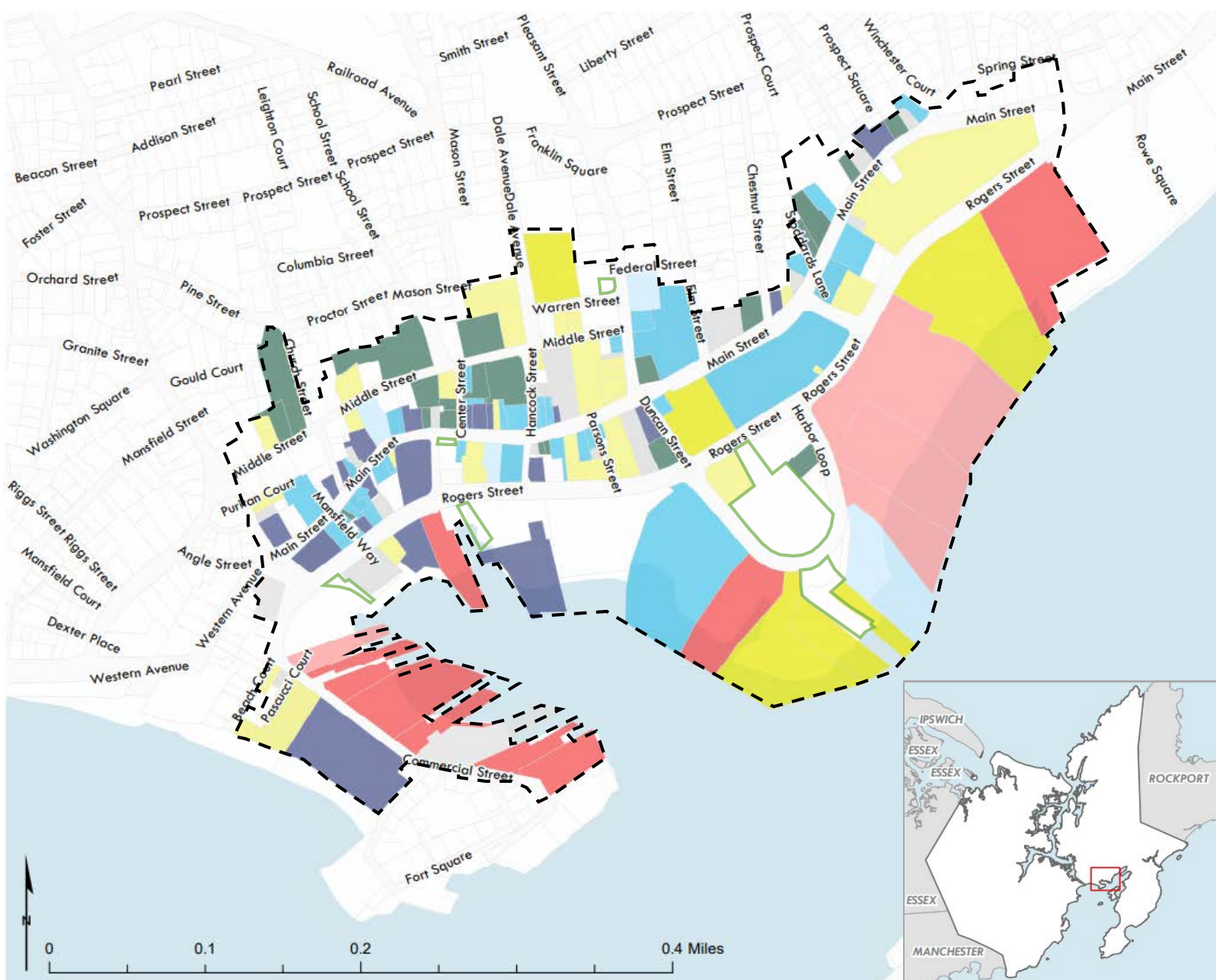
\* Manufacturing - mining, construction, utilities, ag, manufacturing, transportation and warehousing

Retail - wholesale trade, retail trade, arts and entertainment

Office - info. finance and insurance, real estate and leasing, professional scientific and tech services, administrative & support & waste management, educational health care and social, public admin

Restaurants and Hotels - accommodations and food services

# MAP 1: Business Types



*Source: LRRP Site Visit and Permits, note that this map represents an approximation of the spread of businesses in the study area by tax parcel. Where a parcel contained two or more businesses, we weighted the business located within the ground floor storefront space higher. Where the parcel had several storefronts, we attempted to capture the primary type of business occupying the storefront areas..*



# MAP 2: Vacant Storefronts



Source: LRRP Site Visit

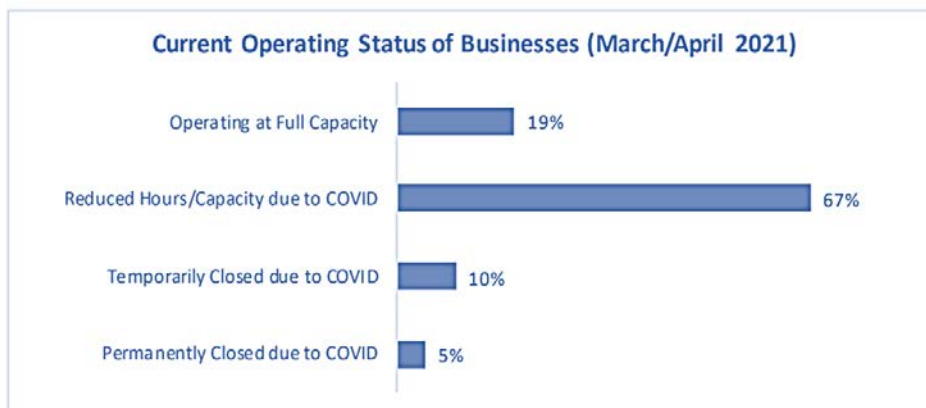


COVID-19 has continued to impact businesses throughout Downtown Gloucester, even as restrictions have loosened and cases have declined. In a summer 2021 community survey, 76% of businesses reported they were still not operating at full capacity. Even with a stronger seasonal influx of tourists in the summer following 2020, lack of staff and COVID-19 constraints has continued to impact Downtown businesses.

## SURVEY RESULTS

### Operating Status

At the time of the survey, 81% of businesses reported they were operating at reduced hours/capacity or closed.



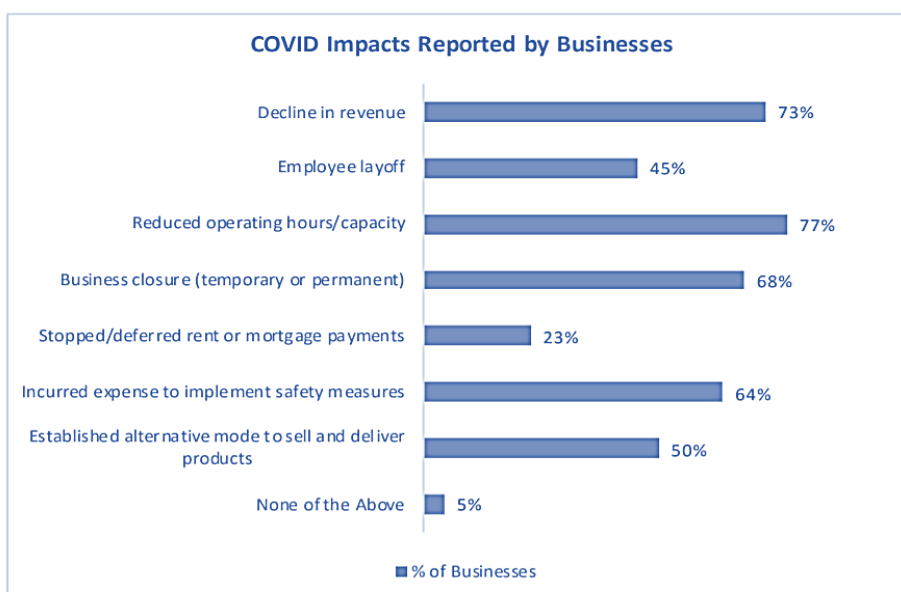
Source: LRRP Survey Responses (22 responses, 73% of which are retail or food and accommodation businesses)

Furthermore, most businesses have seen a decline of revenue, extra expenses, staff reductions and other challenges due to the pandemic. LRRP projects have been designed to help businesses recover from the pandemic and position the Downtown for the future.

## SURVEY RESULTS

### Reported Impacts

95% of businesses reported being impacted by COVID.



Source: LRRP Survey Responses (22 responses, 73% of which are retail or food and accommodation businesses)



## Administrative Capacity

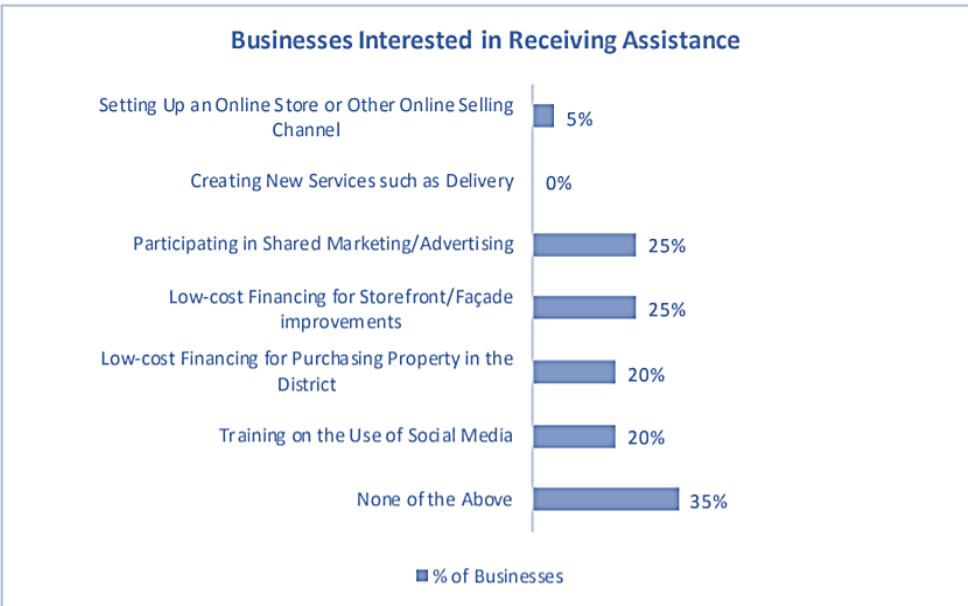
Gloucester has no Downtown organization that could serve as the backbone organization to provide district management for Downtown and lead post COVID-19 recovery efforts. A volunteer-based merchants association exists to support efforts in the downtown, but a more comprehensive organization could play a role in implementing LRRP projects and provide a sustainable Downtown recovery effort.

There is community support for exploring the appropriate organization model for Downtown Gloucester and bringing it to fruition. 65% of businesses survey expressed an interest in developing programs and services that would aid in their COVID-19 recovery. A district management organization for Downtown Gloucester could provide a sustainable organization to spearhead LLRP projects, support small businesses and lead the Downtown into the future.

## SURVEY RESULTS

### Businesses Support

65% of businesses expressed interest in receiving some kind of assistance.



*Source: LRRP Survey Responses (22 responses, 73% of which are retail or food and accommodation businesses)*



## Physical Environment

Downtown Gloucester is a mix of Waterfront uses, traditional Main Street storefronts, historic architecture, and vehicular oriented transportation corridors. The look and feel of Downtown Gloucester varies dramatically from Main Street to the Waterfront. Main Street is a traditional, historic, and walkable, shopping and dining corridor with narrow sidewalks and streets. A hand full of large vacancies along Main Street have created gaps in the walkable network. Since COVID-19, many more restaurants now offer outdoor dining, which has enhanced activity on the street, making it an attractive destination for visitors and residents.

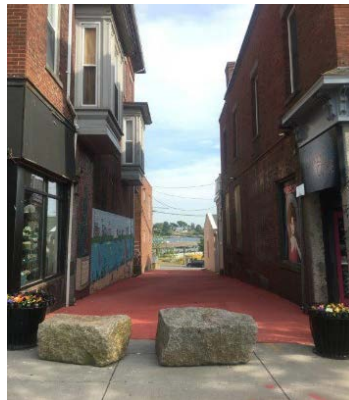
The Rogers Street corridor is a connector street between Main Street and the Waterfront. It is a highly traveled vehicular corridor with few pedestrian amenities. Rogers Street serves an important function to the industrial fishing businesses along the Waterfront and accommodates trucks and other commercial traffic. Visitors also use Rogers Street as a major travel corridor. Private parking lots and the backs of Main Street properties front onto Rogers Street creating a physical and visual barrier for pedestrians traveling from the Waterfront to Main Street. Activation of Rogers Street will improve the customer experience in navigating the downtown.

The Waterfront hosts a working fishing industry and several visitor attractions. This section of the Downtown is industrial in nature, needing to accommodate both tourist and truck traffic. It lacks sidewalks and wayfinding signage in many places that would to help pedestrian navigate this shared area. Visitors appreciate the experience of observing an authentic fishing port and would benefit from a safer, more accessible, and attractive setting.

## What's Working



*Outdoor dining on Main Street creates a feeling of activity*



*Enhancements at cross streets between Main and Rogers create connection points for pedestrians*



*The HarborWalk offers pedestrians a chance to get up close to the Waterfront*

## Room for Improvement



*large vacancies along Main Street created gaps in the walkable network*



*The backs of Main Street properties front onto Rogers Street creating a physical and visual barrier*

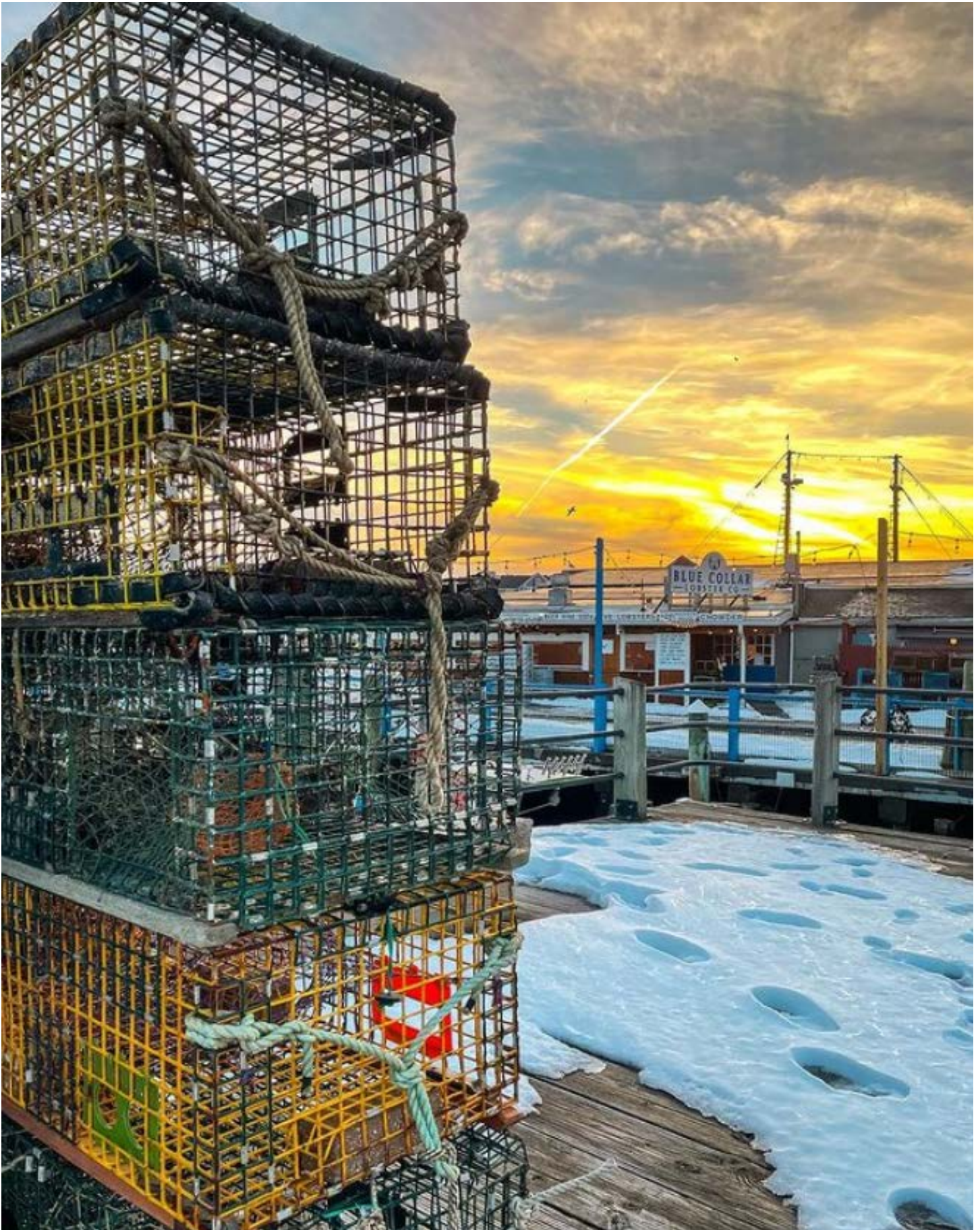


*Wayfinding along the HarborWalk and in the entire Waterfront area could be improved*

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## Project Recommendations





*Blue Collar Lobster, Source: [gloucester.harborwalk.org](http://gloucester.harborwalk.org)*



# Downtown Branding & Marketing

Category	 Revenue/Sales
Location	Study Area
Origin	Stakeholder Meetings, Conversations with the Greater Cape Ann the Greater Cape Ann Chamber of Commerce and Discover Gloucester, LRRP Advisory Board Recommendations, Business Survey Results
Budget	 MEDIUM
Timeframe	 SHORT
Risk	 MEDIUM
Key Performance Indicators	Local business and community adoption of branding, observational assessment, and social media engagement metrics.
Partners & Resources	Discover Gloucester, HarborTown Cultural District, the Greater Cape Ann Chamber of Commerce, City of Gloucester, the Gloucester Merchants Association



View of Downtown, Source: City of Gloucester



## Budget & Sources of Funding:

### Budget:

This budget is an estimate of the marketing brand components that may be considered and may change as part of this planning process.

- Branding consultant: \$40,000-\$60,000
- Commercial area photography and editing: \$100/hour
- Commercial area website creation: \$60,000-\$100,000
- Program implementation and coordination. This may include digital marketing strategies, materials and other program components: \$33,000
- Brand and website launch event: \$2,500-\$5,000

### Funding Sources:

- City of Gloucester ARPA funding
- MA Downtown Initiative
- MA Office of Travel and Tourism's MA Marketing Partnership Program

## Risks:

The implementation of a brand development and utilization strategy, as well as an on-going commercial area marketing initiative, is more likely to be successful with the assistance and resources of an independent district management entity. Without an existing or emerging district management entity, the risk of a failed or underutilized branding and marketing plan is much greater.

The success of a Downtown Gloucester brand and marketing plan is also highly dependent upon extensive, iterative public outreach and engagement. Without the proper level of community input, the risk of proposed branding failing to launch or being outright rejected by key stakeholders increases significantly.

## Timeframe: 12 – 36 months

Ideally a branding and marketing project should be implemented by a Downtown management organization. This organization would pull together the City, Discover Gloucester, and other partners to implement branding and marketing strategies.

### Phase 1: Community outreach and engagement (3 months)

- Undertake an inclusive community engagement process that will involve outreach to business, visitor, and local community to develop the framing for Downtown Gloucester's comprehensive marketing strategy. The strategy should focus on welcoming back both visitors and residents to support local small businesses in recovering from the impacts of COVID-19.

### Phase 2: Brand development (3 months)

- Work with ad/branding agency to create a logo and brand messaging for the area, create social media accounts for brand/association. Develop a Brand Book with appropriate logo, colors, and other tools to be utilized in implementing the brand through all aspects of the campaign.

### Phase 3: Commercial area photography (12 months)

- Hire a photographer to document the area throughout an entire year. Capture various moments including stores, storefronts, and the area in general. These images will be used on the website, for social media, and archived for future marketing purposes.

### Phase 4: Website creation and launch (3 to 6 months)

- Create a website for the area. Link the site on the City's and Discover Gloucester's websites. Typical time frame for this process is 3 – 6 months but could take longer if more stakeholders engage with the project.

## Key Performance Indicators:

A key performance indicator of a proposed Downtown Gloucester brand is the extent that local business and community organizations adopt and support the proposed branding. This can be evaluated through observational assessment of adoption, social media engagement with the brand, and increased foot traffic to downtown.

## Partners & Resources:

Gloucester organizations currently providing branding in the City:

1. **Discover Gloucester** – A destination marketing organization focused on the visitor economy. The city could build off this brand with an additional contract to focus on Downtown.  
[www.discovergloucester.com](http://www.discovergloucester.com)
2. **Innovate Gloucester (IG)** – An economic development engagement tool managed under the City's public relations contract.  
[www.facebook.com/Innovate-Gloucester](https://www.facebook.com/Innovate-Gloucester)
3. **HarborTown Cultural District** – The organization associated with Gloucester's Downtown Cultural District  
[sites.google.com/gloucesterculturaldistrict](https://sites.google.com/gloucesterculturaldistrict)

### Additional Partners:

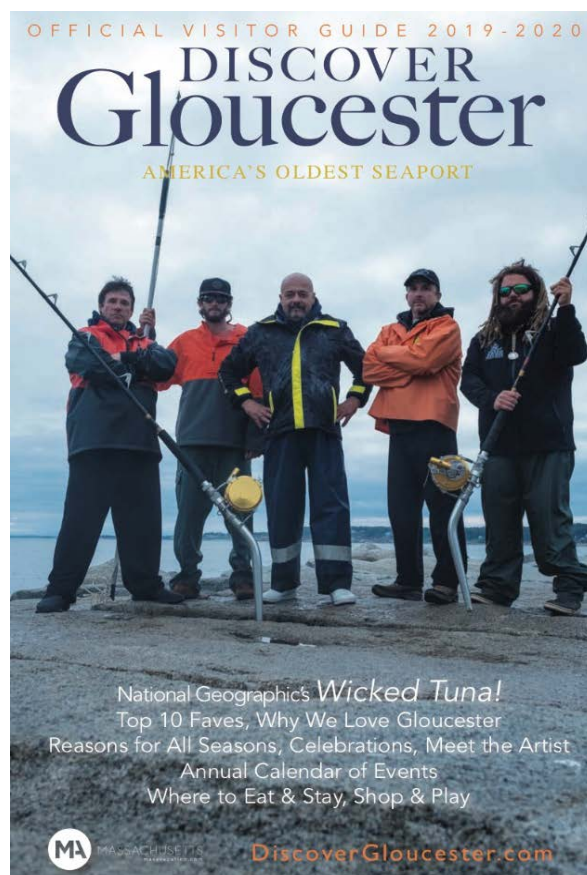
- Gloucester Merchants Association
- Greater Cape Ann Chamber of Commerce
- Sawyer Free Library
- Gloucester Historical Museum



*The City has engaged the public through a handful of branding efforts, but more coordination is needed to bring downtown branding together under a cohesive esthetic. Source: City of Gloucester*

## Action Items:

- Apply for grant and/or technical assistance funding opportunities for commercial area branding and marketing projects
- Identify opportunities to integrate a brand development process into other Downtown Gloucester wayfinding, streetscape and placemaking activities
- Enlist the expertise of a branding consultant to facilitate brand development and implementation
- Develop and execute an extensive and iterative community outreach and engagement process
- Develop branding concepts and sustainable marketing strategies
- Test branding concepts
- Implement and communicate new brand
- Launch a sustainable marketing initiative (including social media, website, etc.)



*2019 – 2020 Visitor Guide exemplifies the Discover Gloucester brand. Source: Discover Gloucester*

## Covid-19 Impact:

Gloucester has a rich and deep history as a working harbor and strong fishing heritage. It's authentic working port is a beautiful backdrop to Downtown and offers great potential for creating the Gloucester brand. The retail, restaurant, attraction, and business communities have stressed the critical need to recapture local, visitor and tourist customers lost during COVID-19.

While the tourist industry is recovering, many businesses are still not operating a full capacity. Downtown retailers and cultural attractions are keenly aware of the need to capitalize on the tourism and visitor customer. COVID-19 has changed many shopping patterns, but it has also reinforced the importance of executing a concept of "Buy Local" in supporting those important businesses and cultural attractions that define a commercial district.

There is a shared perception in focus groups, business surveys, and one-on-one discussions with stakeholders, that marketing and creating a "brand" for Downtown Gloucester is needed to support local businesses, welcome back existing customers and continue to expand the customer base. To date, there has been no coordinated marketing effort to sustain branding the district.

Business Surveys and Focus groups identified branding/ marketing as a significant need, and opportunity, for the district. There is a strong desire to create a local focus on the independent businesses and cultural organizations located in Downtown Gloucester.

During the diagnostic phase and site visit, we observed:

- No identifying branding exists for Downtown Gloucester
- Wayfinding could be improved
- Connections to the Waterfront and Main Street need to be reinforced
- The Downtown would benefit from a well branded Gateway to designate the Downtown District and establish an authentic brand.
- There is the sense that Downtown Gloucester is challenging to find as a destination. Many visitors "drive past" the Downtown commercial district. Small but coordinated visual improvements will encourage more people to stop and frequent the dining, cultural, retail, and visitor destinations downtown.



Beauport Hotel Gloucester, Source: Innovate Gloucester

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## Process:

1. Obtain project funding.
2. Engage branding and marketing consultant or agency.
3. Community outreach and engagement:
  - Identify stakeholders: Including individuals (shoppers, business owners, property owners, residents, etc.), as well as groups of people (community institutions, business associations, historic organizations, etc.). Because brand building is a forward-looking process, special attention should be paid to the next generation of Gloucester businesses and residents. Community outreach and engagement should be inclusive, and an intentional effort should be employed to engage BIPOC, female entrepreneurs, and residents in Gloucester.
  - For each stakeholder group, first determine how an ongoing conversation could take place.
  - Determine sample size.
  - Provide a variety of methods to give feedback.
  - Meet stakeholders where they're at. Go beyond public meetings and online surveys. Attend (or get a booth at) local events, such as Farmers' Markets, the public library, commercial area events, visitor centers, marine tourist attractions, retailers etc.
4. Develop brand identity and marketing strategy, including long-term plan for brand and marketing plan ownership and management.
5. Implement brand and marketing strategy:
  - Launch website and social media accounts
  - Create and promote content
  - Develop Brand Book
  - Recruit partners to expand use of the Downtown Brand across visitor attractions, businesses, and cultural organizations.
  - Measure impact/ iterate based on feedback and use.



# Main Street Branding



REVENUES  
& SALES

Location

Hyannis, MA

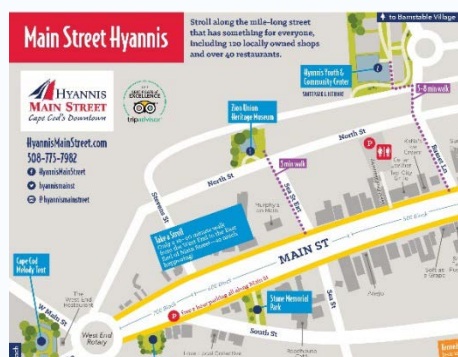
**Branding a BID:** The Hyannis Business Improvement District has developed a district brand with clear graphics, colors and themes that carry through wayfinding signage, graphics, maps, and other Downtown marketing materials. They incorporate the logo and color theme through outdoor dining barriers, maps, banners, websites and social media, wayfinding signs and even clothing. The consistent messaging and graphics help create Hyannis Main Street as a destination for visitors.



Branding elements around downtown Hyannis



Hyannis Main Street website



District map fits with branding esthetic



Wayfinding integrates district branding



Hyannis Main Street Logo

# POP-UP Pilot

Category	 Revenue/Sales
Location	Study Area
Origin	Stakeholder Meetings, Focus Groups, Conversations with the Greater Cape Ann the Greater Cape Ann Chamber of Commerce, Gloucester Merchants Association, Discover Gloucester, LRRP Advisory Board, and Business Survey
Budget	 MEDIUM
Timeframe	 SHORT
Risk	 MEDIUM
Key Performance Indicators	Active vacant storefronts, increases in foot traffic, more stable and diverse business mix, and increases in sales revenue
Partners & Resources	City of Gloucester, the Greater Cape Ann Chamber of Commerce, Downtown Property Owners, Gloucester Merchants Association, the Arts and Creative Community, WheelHouse Cowork, and Technical Assistance Providers



Example Pop-Up Retail Event, Source: Ann Burke, Consultant



## Budget & Sources of Funding:

### Budget Components:

These component may be considered and may change as part of this planning process.

- 3<sup>rd</sup> party vendor fee for development of project brand, recruitment, selection of retail spaces, marketing, and ongoing management of project
- Program supplies and materials
- Modest space improvement costs
- Rent subsidy

### Funding Sources:

- American Rescue Plan Act of 2021
- PatroniCity/ Commonwealth Places
- Foundation grants
- Corporate sponsorships
- Mass Cultural Council
- MA Urban Agenda grants
- Mass Growth Capital Corporation

## Risks:

City support - City support to create funding, secure management and streamline approval process.

Pop-up expertise - The City would need to engage an experienced vendor with pop-up expertise to execute this pilot program.

Entrepreneur interest - Entrepreneurs will need to participate.

Identify startup funding.

Impact assessment - A method for assessing the value and impact of a pop-up pilot will need to be developed and carried out.

Long term management - If continued, longer-term or permanent management of the project would need to be determined.

## Timeframe: 7 – 9 months

A Pop-Up Gloucester Pilot could be implemented in less than 9 months.

### Phase1: Planning (2 months)

- Create partnerships and launch schedule
- Guidance for landlords and onboarding begins
- Press announcements

### Phase 2: Space Selection (2 months)

- Work with consultant and property owners to Identify 5-8 landlord partnerships for space activation
- Determine minimal space improvement and rent rate structure
- Implement minor space upgrades if needed

### Phase 3: Preparation and Application (1 month)

- Prepare space listings to launch
- Solidify brand selection criteria
- Application process
- Initiate marketing

### Phase 4: Application Review and Selection (2 months)

- Review applications
- Curation of all participant brands
- Communicate with participants
- Facilitate landlords and participants to sign license agreements
- Kickoff and launch of Pop-Up Gloucester
- Marketing and public relations
- Preparation for openings

### Phase 5: Launch and Activation (6 months)

- Social media, marketing and public relations throughout the project
- Pop ups operate – 6-month pilot

## Partners & Resources:

### Key City Divisions and Departments:

- Planning & Community Development
- Building Department
- Licensing Office
- Health Department
- Department of Public Works (DPW)
- Police Department
- Fire Department

### Key Local Business Organizations:

- Discover Gloucester
- Greater Cape Ann Chamber of Commerce
- Gloucester Merchants Association

## Key Performance Indicators:

### Intended Outcomes:

- **Activate vacant storefronts:** Through new tenant attraction or pop-ups temporarily occupying vacant storefronts.
- **Increase foot traffic:** Generate additional foot traffic and consumer excitement in Downtown Gloucester.
- **Enhance the diversity of Gloucester's business owners:** Provide low-barrier to entry opportunities to entrepreneurs, especially diverse business enterprises.

### Potential Pop-Up Pilot Program Assessment Metrics:

- Number of participating pop-up businesses or artists (particularly minority and women owned businesses).
- Number of pop-up participants that transition to permanent Gloucester storefronts.
- Additional sales revenue generated.

## Action Items:

The objectives will be to fill 5-8 storefronts to provide pop up retail spaces for emerging businesses. Storefronts could be made available at below market rate, and tenants would receive additional support throughout the program. Priority will be given to local, women-owned, and /or BIPOC owned businesses.

The project will require the following actions:

- Determine program management and funding
- Enlist expertise of a pop-up vendor/ program manager
- Address zoning, and permitting issues
- Determine sites (public or private space)
- Recruit tenants, prioritizing diverse and local business enterprises
- Provide pop-up entrepreneurs with support
- Launch pilot and test the market
- Scale and continue program according to performance metrics



Project: POP-UP, an example of how POP-UPS are branded together under a signal marketing campaign , Source: <https://www.project-pop-up.com/>

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## Covid-19 Impact:

Downtown Gloucester is a varied and interesting retail and dining destination that fosters strong independent small businesses. Downtown businesses experience a seasonal infusion of tourists and visitor traffic that significantly dropped off during the pandemic.

Of businesses that responded to the Downtown Survey, 45% have 5 employees or less. COVID-19 had a disproportionately significant impact on these small businesses; 82% of survey respondents saw less foot traffic and 73% generated less revenue.

The impact of COVID-19 is enduring, 77% of businesses reported that they are still operating at less than capacity at the time of the survey, 50% of businesses established alternative ways of selling or delivering their products. Many of these businesses rely on the in person "experience" they provide customers, the Massachusetts Storefront's 2019 Market Report found that,

**43% of consumers are likely to spend more at a retailer who offers a meaningful in-store experience.**

**46% identify environment as a key element of a meaningful shopping experience.**

**66% are more likely to shop at places that house cafes, bars or restaurants.**

Pop-ups and the infusion of arts and culture in the Downtown create new experiences that can activate a district. They also build on the "Buy Local" movement that many customers embraced to support small businesses over the last 18 months.

Business surveys indicated that creating programs to attract additional businesses would benefit the district. Many of the small businesses in Downtown Gloucester are looking for ways to bring more people to the district, reinforce, and reinvigorate an interesting tenant mix, and create a dynamic shopping destination for locals and visitors alike.

Focus group participants expressed the desire to see their values of equity, inclusion and sustainability be incorporated into strategies for COVID-19 recovery. Rents in the Downtown can be a burden for many start-up businesses and create a barrier of entry for entrepreneurs to test new products or locations.

Focus groups and surveys identified the need to create cost effective opportunities for startups or small businesses, particularly for women and BIPOC entrepreneurs. The Pop-Up movement has been a response to COVID-19 and has presented opportunities for entrepreneurs to launch their own business.

Additionally, as a result of COVID-19 and other market conditions, over 30 vacancies exist throughout the district and property owners would like to cultivate potential new, and complementary tenants to occupy vacant storefronts. The Pop-Up Gloucester project will enable this vision.



*Examples of vacant storefronts on Main Street., Source: City of Gloucester*

## Process:

### Phase 1: Determine Management and Resources

1. Confirm Pop-Up Gloucester Pilot management will be executed by an experienced pop-up 3<sup>rd</sup> party vendor in accordance with the program goals, expectations, and requirements defined by the City of Gloucester. A specific point of contact (possibly the Economic Development Division) should be tasked with oversight of the pilot program within the City. The Pop-Up Pilot program manager should have the following resources and skills:
  - Connections to prospective business, the arts community and other partners
  - Ability to create and manage the pop-up space
  - Ability to market the program (e.g., generate promotional materials, develop signage, conduct public outreach and media engagement)
2. Determine funding sources.
3. Enlist partner organizations to participate in the Gloucester Pop-Up pilot. Tasks may include:
  - Recruiting artists/ makers
  - Recruiting volunteers
  - Marketing
  - Identifying sponsorships
  - General support and technical assistance
4. Implement a Pop-Up Gloucester branding strategy.

### Phase 2: Identify Local Needs

1. Facilitate a meeting with regulatory officials (Planning, Zoning, public safety, Health, etc.) to identify any barriers to temporary uses or pop ups.
2. Affirm pilot Pop-up project goals and support with participants. Goals include:
  - **Activate vacant storefronts:** Through new tenant attraction or pop-ups temporarily occupying vacant storefronts.
  - **Increase foot traffic:** Generate additional foot traffic and consumer excitement in Downtown Gloucester.
  - **Enhance the diversity of Gloucester's business owners:** Provide low-barrier to entry opportunities to entrepreneurs, especially diverse business enterprises.
3. Determine if Pop-ups will be seasonal or year-round.
4. Identify possible publicly owned sites for Pop-up locations.
5. Determine Technical Assistance needs for entrepreneurs.
6. Consider any zoning/ permitting considerations for signage design and installation and how the City can support participants.



Project: POP-UP, POP-UP spaces are improved with simple white paint and versatile display elements , Source: <https://www.project-pop-up.com/>



## Process:

### Phase 3 - Recruit Entrepreneurs

1. Create marketing/ recruitment materials that include the following:
  - Goals of the pop-up pilot
  - Benefits to participants
  - Timeline and key steps to participate
2. Create and launch a custom application process to be hosted on City website or other program site. Components include:
  - Logo
  - Basic program information
  - Sign up form
  - Participating locations
  - What is provided as part of the program
3. Recruit Gloucester Pop-up pilot participants using,
  - Social media
  - Arts and community organizations
  - Churches
  - Social clubs
  - Colleges and trade schools
  - The Greater Cape Ann Chamber of Commerce
4. Hold a kick-off coaching session to prep all selected participants for a successful and collaborative activation.

### Phase 4 - Address Zoning, Code, Other Permitting Needs and Site Logistics

1. Streamline permitting and licensing process.
  - **Permitting Example 1:** Certificate of temporary occupancy is location based (Austin, TX)
  - **Permitting Example 2:** Pop-up licensing separates out different uses and licenses for location and user/operator, user- not tied to a specific location for the duration of the license (Chicago, IN)

### Phase 5 Test the Pop-Up Gloucester Pilot

1. Launch Pop-up program during the tourist season with a possible extension through December. The program should be,
  1. 6-month duration at least.
  2. Reviewed and adjusted as needed throughout
  3. Marketed and promoted



Project: POP-UP, example of a POP-UP space with applicant signage,  
Source: <https://www.project-pop-up.com/>

## Milestones:

### Planning

- Convene Kick off
- Solidify retail locations
- Optimize spaces for pop up use
- launch application process
- Begin marketing /promotion

### Applications

- First rolling application process for small businesses - live for a minimum of four weeks

### Space Preparation

- Paint/update space, install signage, build fixtures, add art infrastructure and prepare for use.

### Launch & Activate

- Activate space - the space will be activated for a minimum of two months at a time

### Continued Support

- Rotate every two to four months with a new stand-alone brand or collective of brands; curation based on pool or collective of applicants, impact on project viability , seasonality and concept viability.



Project: POP-UP, example of a POP-UP bakery in applicable site, Source: <https://www.project-pop-up.com/>



# PROJECT POP-UP

REVENUES  
& SALES

## Location

Newton, Needham, Melrose, MA

**POP-UP Success:** This grant-funded initiative was created to revitalize Newton and Needham's village centers and commercial hubs as they emerge from the pandemic, attracting patrons to new and existing local businesses throughout the summer and fall season.

Over 100 emerging brands and entrepreneurs applied to be a part of Project: Pop-Up.

Over 15 brands were thoughtfully selected for the opportunity and are popping up for two-three months at a subsidized rate and provided with a suite of resources to help seed their success.

This project is funded by the MOBD's Regional Pilot Project Grant Program as part of their efforts to aid in the Commonwealth's economic recovery from the COVID-19 pandemic.

Newton, Needham, and Melrose are thrilled to welcome entrepreneurs, artists, eateries and more to their Downtown districts to fill otherwise dormant storefronts with vibrancy and vitality while driving traffic to each area's core of locally owned businesses.



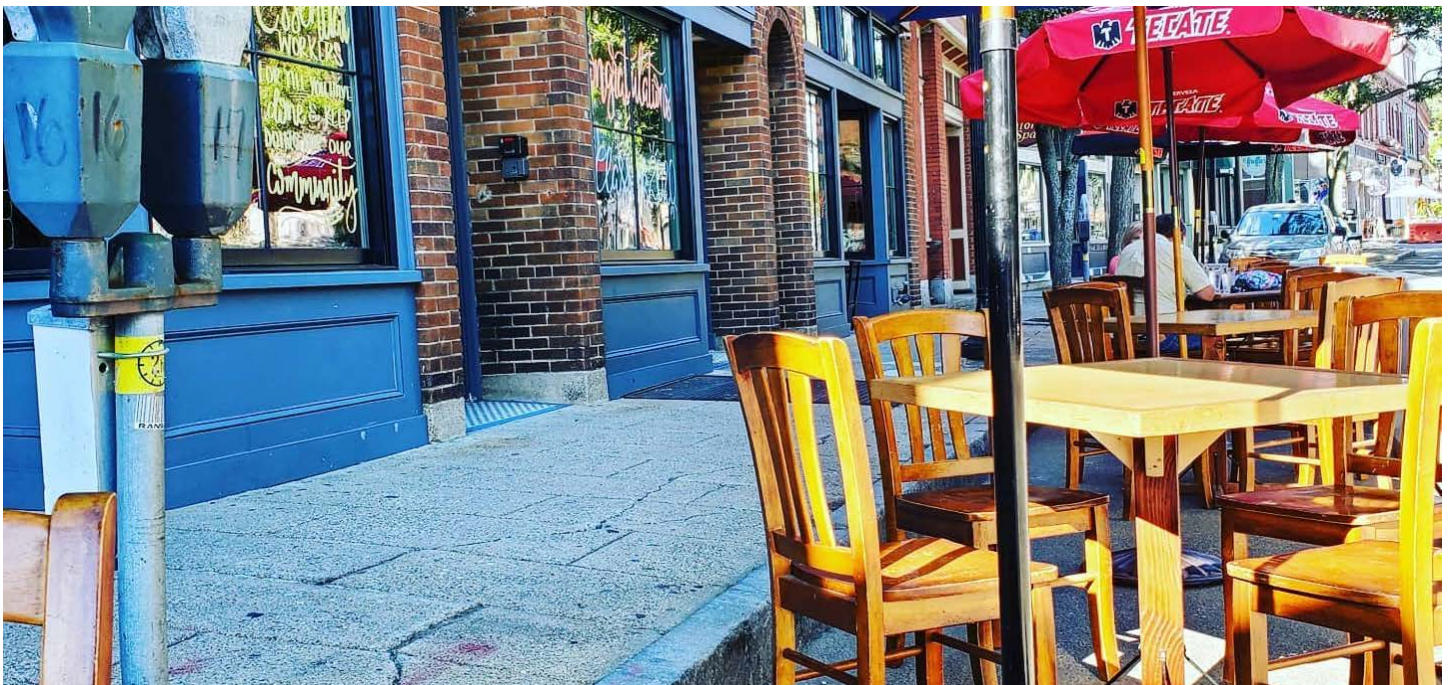
*Project Pop-Up, a partnership piloted in [Newton](#) and [Needham](#), powered by [UpNext](#) to support local innovation and entrepreneurship.*



*Project Pop-Up, interior space*

# Implement Outdoor Dining

Category	 Revenue & Sales/Public Realm
Location	Study Area
Origin	Stakeholder Meetings, Focus Groups, Conversations with the Greater Cape Ann the Greater Cape Ann Chamber of Commerce, Gloucester Merchants Association, Discover Gloucester, LRRP Advisory Board, and Business Survey
Budget	 LOW
Timeframe	 SHORT
Risk	 MEDIUM
Key Performance Indicators	Improved retention rates for restaurant and retail business, creation of sessional outdoor dining regulation, increases in the number of new businesses, rent and sales revenue, number of social media impressions
Partners & Resources	City of Gloucester Departments, the Greater Cape Ann Chamber of Commerce, Property Owners, Gloucester Merchants Association, and the Arts and Creative Community



Outdoor Dining During COVID-19, Source: City of Gloucester



## Budget & Sources of Funding:

### Budget:

The cost of this project is fairly low and include dedicated municipal staff time or consultant time to decide what is needed (using LRRP Outdoor Dining and Retail Toolkit) and take action to make decisions, instigate necessary changes, and provide clear and concise guidelines and requirements to businesses.

Additional costs may be incurred for creating or improving online permitting capability, marketing the program to businesses, instituting a bulk purchasing program, or other program elements.

### Funding Sources:

- City of Gloucester ARPA funding
- MA Downtown Initiative
- MA Office of Travel and Tourism's MA Marketing Partnership Program

## Risks:

Over all risks are low for this project, however, special attention should be paid to,

- Building political will
- Weighing the cost vs. benefit of the program, and any financial costs the municipality wishes to incur to support businesses (lower permit fees, covering cost of bulk purchases, consultant fees, etc.).
- Restaurant participation
- The impact on parking



Gloucester outdoor seating in 2020, Source: City of Gloucester

## Timeframe: 3 – 9 months

Timeframe is estimated to be 3-6 months for most elements of this project. Additional time will be needed to conduct outreach and education prior to attempting any permanent changes that may be needed.

The timeframe may vary depending on whether a municipality's program will be temporary or permanent, with temporary changes likely being faster to implement. The timeframe for permanent changes will also depend on continuation or termination of the temporary loosening of state permitting requirements in response to the COVID pandemic.

## Partners & Resources:

### Partners:

- Municipality
- Chamber of Commerce or local business association/district management organization
- Businesses
- State ABCC
- Local artists/arts and cultural organizations

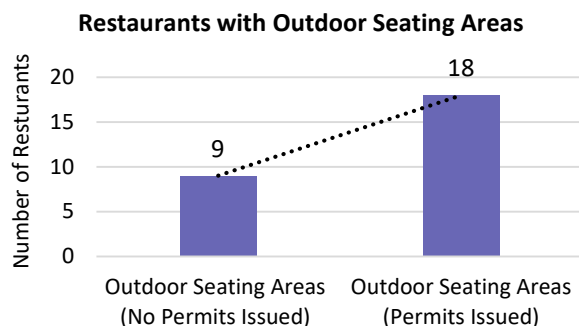
### Resources:

- Local trade schools or construction companies (possible construction of platforms and other common elements).
- Potential business sponsorships for umbrellas and planters.
- Lessons learned from businesses in your community that have implemented temporary outdoor dining.
- ARPA
- MA Shared Streets grants

## Covid-19 Impact:

With restrictions on indoor dining during COVID-19, restaurants shifted to takeout and outdoor dining to remain in business. The state temporarily loosened several permitting requirements for outdoor dining. In addition, many municipalities streamlined their local permitting processes to remove fees and make it easier for businesses to implement changes quickly. In support of local businesses, seasonally in both 2020 and 2021, the City of Gloucester allocated on street parking spaces, parklets, and other city areas for restaurant use.

Several businesses participated by creating or expanding outdoor dining options, as can be seen in Map 3. The program led to double the number of restaurants in downtown having outdoor seating. In particular, many businesses on Main Street, with no existing outdoor seating, were able to continue offering table dining. The creation of on street seating on Main Street also contributed to a more active downtown environment.



If the City decides to implement seasonal Outdoor dining going forward, businesses will need certainty in terms of the consistency of permitting, zoning, and other regulations so they can make investments in construction, equipment, and furniture.

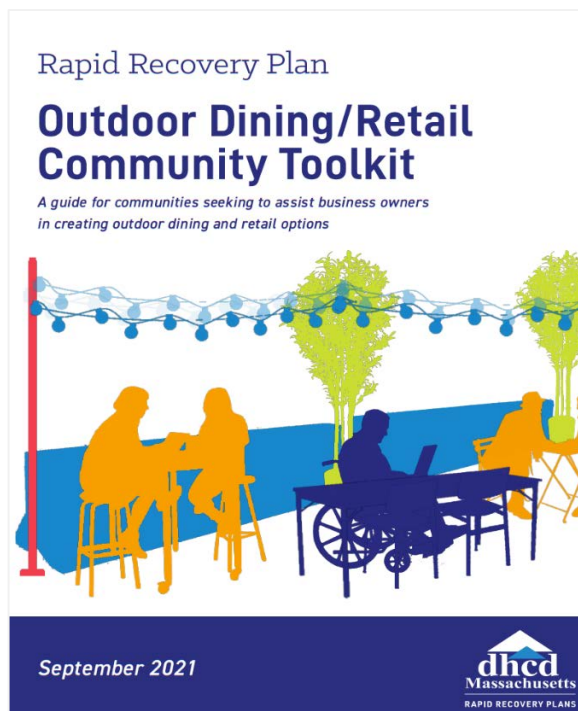
Simplifying outdoor dining requirements, providing clear regulations, shortened review timelines, and assistance with design and other elements of outdoor dining/retail will ensure that businesses get the support they need to rebuild and stay open. Clear outdoor dining/retail design requirements will also help create the best possible public realm and commercial district experience to assist all businesses in the study area. In addition, permanent measures will allow for a closer look at impacts of these types of programs on the public realm.

## Action Items:

As part of the LRRP program, the State has provided an Outdoor Dining/Retail Toolkit. This toolkit is a resource to assist municipalities in understanding how they can facilitate the creation and ongoing success of outdoor dining and/or retail.

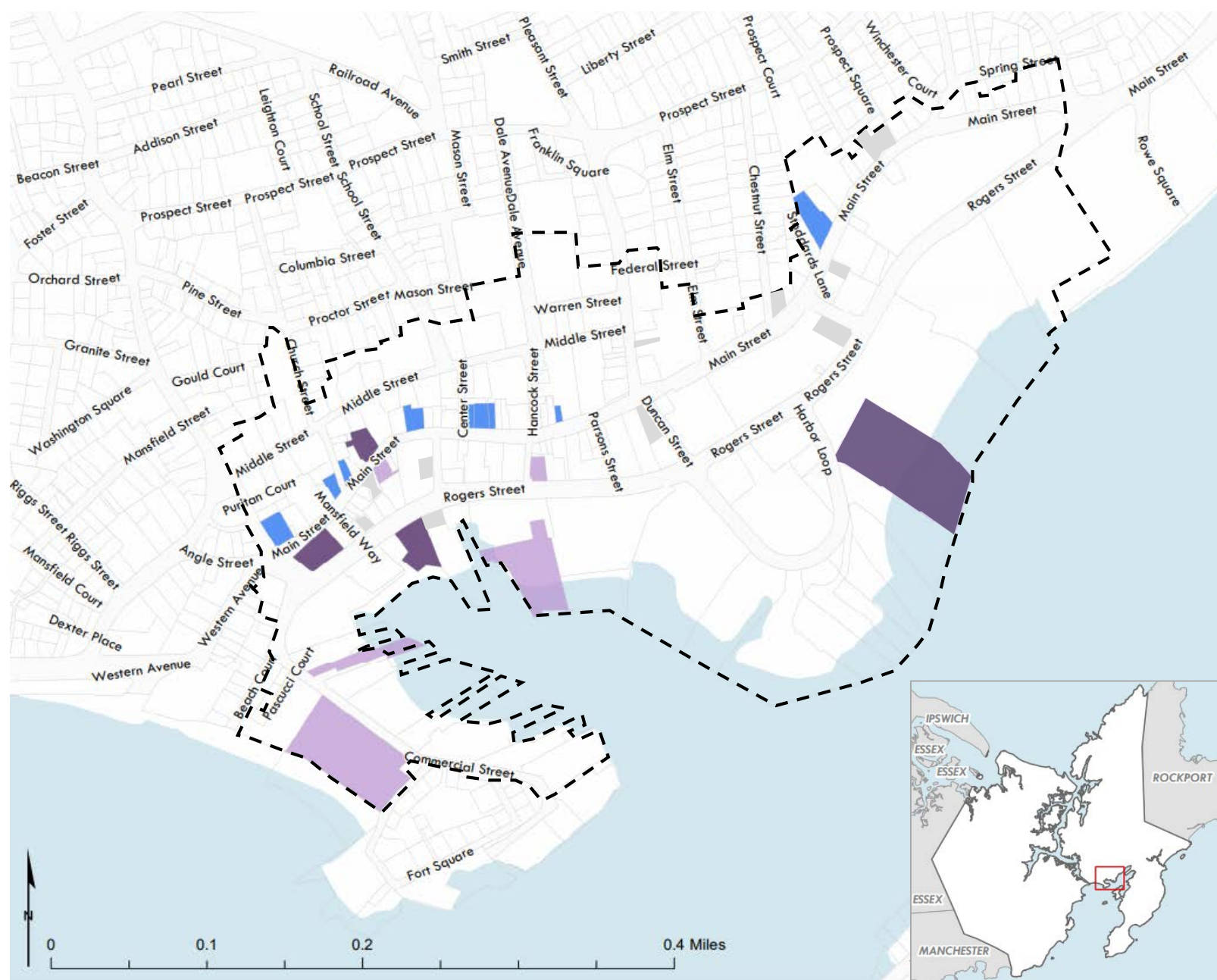
The toolkit offers project examples from other communities as well as space guidelines that adhere to good design practices and ADA requirements. After decisions are made, the municipality can provide its own business toolkit for restaurants and retail to help take the guesswork out of outdoor dining/retail design, permitting, and construction.

Work should begin with an assessment of your current outdoor dining and/or retail program. The process should include a Task Force or Working Group composed of public sector (Planning, DPW, Public Health, Fire Department, etc.) and private sector (business representatives, civic advocates) to help assess work and move the process along.



An Outdoor Dining Tool Kit has been developed through the LRRP Project. The full tool kit is attached in the appendix of this plan. The City of Gloucester will use this toolkit to customize for its outdoor dining program.

## MAP 3: Gloucester Outdoor Seating



- Restaurants with Established Outdoor Seating Area
- Restaurants that Permitted Expanded Outdoor Seating Area
- Restaurants with New Permitted Outdoor Seating Area
- Restaurants that Did Not Participate

*Source: LRRP Site Visit and Permits*



## Process:

### Phase 1: Internal Needs Assessment

1. Conduct an internal needs assessment by reviewing the Toolkit and conducting an internal meeting with Planning, DPW, Public Health, and other City departments, about the current state of outdoor dining and/or retail. Outline feedback on effectiveness and challenges with current past implementation measures.
2. Solicit feedback from businesses about their needs experience with past programs (what worked/what didn't). Questions should include desire for winter dining, storage challenges, permitting process feedback, interest in bulk purchasing, financial assistance, etc. Some options for reaching out to restaurants in Downtown include,
  - Focus group(s)
  - Online survey
  - Town hall meeting
3. Based on feedback, identify focus areas for crafting a permanent program.
4. Create a Task Force or Working Group representative of the focus areas for your Outdoor Dining/Retail program. Suggested members include:
  - Planning, DPW, Public Health, and other City departments
  - Business district representatives (if a district management organization is created)
  - Gloucester Merchants Association
  - The Greater Cape Ann Chamber of Commerce
  - Business owners
  - Other stakeholders
5. Set an overall schedule and regular meeting dates.
6. Create a presentation template to use through the project including:
  - A history of the municipality's support for outdoor dining/retail during pandemic
  - Rationale for current efforts

### Phase 2: Feedback

1. Review the Toolkit and research into identified focus areas. Develop draft guidance for each focus area and list pros and cons.
2. Conduct a public meeting to get feedback on draft focus areas.

### Phase 3: Program Creation

1. Revise program elements as necessary based on feedback.
2. Write up draft regulations and requirements.
3. Prepare educational materials/presentations for boards, commissions, the public, and businesses
4. Conduct outreach

### Phase 4: Implementation

1. Institute changes, obtain agreement on concepts, votes, etc.



*Examples of creative outdoor seating treatments in Newburyport, MA, Source: City of Newburyport*



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## Resources:

### **The Musicant Group Free Ideas Toolkits:**

This toolkit provides a range of creative ideas and suggestions.

#### **Find it here:**

<http://www.musicantgroup.com/free-ideas.html>

**The Musicant Group Friendly Fronts Placemaking Toolkit:** This toolkit provides ideas for activating occupied storefronts. These techniques could apply to the front or back of businesses.

#### **Find it here:**

<http://www.musicantgroup.com/friendly-fronts-placemaking-toolkit.html>

**The Musicant Group and Hennepin County COVID-19 Response Toolkit:** This toolkit provides strategies and resources for businesses to respond to the challenges of operating during COVID-19.

#### **Find it here:**

<http://www.musicantgroup.com/covid.html>

**Culture House, Community Hub Manual:** This manual provides information on creating community spaces.

#### **Find it here:**

[https://culturehouse.cc/wp-content/uploads/2020/03/culturehouse\\_manual.pdf](https://culturehouse.cc/wp-content/uploads/2020/03/culturehouse_manual.pdf)

**Freespace Toolkit San Francisco:** This toolkit is based on a project with a wealth of creative culture to build from, but the structure of how they approached finding and utilizing their space may be helpful as you go down this path.

#### **Find it here:**

<http://freespace.io/toolkit/>

**Project for Public Spaces Power of 10:** The Power of 10+ is a concept Project for Public Spaces developed to evaluate and facilitate Placemaking at multiple city scales.

#### **Find it here:**

<https://www.pps.org/article/the-power-of-10>

# Outdoor Dining Toolkit



REVENUES  
& SALES

Location

Massachusetts

## Learning From and Carrying Forward Outdoor Dining:

Outdoor dining and retail options in local commercial districts blossomed during the early days of the COVID-19 Pandemic as towns and cities made a quick pivot to respond to the needs of businesses and residents. Many lessons can be learned from the many implementation strategies that played out across the Commonwealth.

The LEEP Outdoor Dining Toolkit outlines many of the best practices that have emerged in the past two years.

For example, some businesses are paying artists directly to paint jersey barriers around their outdoor dining spaces. In other cases, cities and nonprofits are covering costs and providing a framework for a larger beautification effort around outdoor dining and retail barriers. In downtown Beverly and Salem, the Creative Collective's "Jersey Barrier Beautification Project" has used \$35,000 to pay approximately two dozen artists to paint jersey barriers. Artists' payments run \$200 per barrier and up.



Several examples of best practices from the Local Rapid Recovery Outdoor Dining Tool Kit

# Develop a District Management Organization

Category	 Administrative /Organizational Capacity
Location	Study Area
Origin	Stakeholder Meetings, Focus Groups, Conversations with the Greater Cape Ann the Greater Cape Ann Chamber of Commerce, Gloucester Merchants Association, Discover Gloucester, LRRP Advisory Board, and Business Survey
Budget	 LOW
Timeframe	 SHORT
Risk	 MEDIUM
Key Performance Indicators	Community and stakeholder engagement, legislative approval process complete (BID only), Filing of Articles of Organization, 501c3 IRS designation, approval of bylaws, hiring staff and initiation of supplemental services
Partners & Resources	City of Gloucester, Stakeholder Steering /Advisory Committee, the Greater Cape Ann Chamber of Commerce, Property Owners, Business Owners, Discover Gloucester, and Other Nonprofits



View of Downtown, Source: City of Gloucester



## Budget & Sources of Funding:

Creating district management is not expensive in itself, it will require some seed funding, likely less than \$50,000. However, it requires political will and a grassroots desire within the community. Ultimately if the community can create consensus, a strong and sustainable district management organization will be created which includes an ongoing funding mechanism.

## Risks:

There is moderate risk to forming a district management entity in Downtown Gloucester.

Political support for the concept is necessary.

Organizers will need to build consensus on the preferred organization model.

Stakeholders will need to be recruited to form a strong organizing committee to execute the steps needed to form the new organization.

Modest seed money will be needed to support the process to establish a district management organization.

## Timeframe: 18 – 24 months

Organizers should be able to form a district management in 18-24 months or sooner for a district of Gloucester's size.

## Partners & Resources:

Partnering with existing entities in Downtown will be particularly important for generating support. These include,

- The Greater Cape Ann Chamber of Commerce
- Downtown Gloucester property owners
- Downtown Gloucester business owners
- Discover Gloucester
- Nonprofits and other stakeholders in downtown



Georgetown, MA, Business Improvement District (BID), Source: Town of Georgetown



## Covid-19 Impact:

The COVID-19 pandemic significantly impacted Downtown businesses. Business surveys have verified that Downtown small businesses, dining, cultural attractions, residential developments, and tourist destinations experienced loss of employment, revenue, customer base and foot traffic.

In Downtown Gloucester, 95% of businesses surveyed reported they have been impacted by COVID-19. Of those businesses, 67% were still experiencing reduced hours/capacity, 65% reported reduced revenue, 42% reporting a revenue decline by more than a quarter of the year prior to the pandemic, and, 82% experienced a loss of on-site customers.

Businesses expressed a need for improved public spaces, streetscapes, and maintenance, to public parking, and building facades. Businesses also indicated a strong desire to implement marketing strategies, cultural events, and activities to bring people downtown. Tenant recruitment programs and expanded outdoor dining and commerce were also prevalent discussion among stakeholder groups.

There is no existing district management organization, or other organization in Gloucester MA, to plan and execute the priority programs and services needed for COVID-19 recovery and beyond. Creating a district management entity was identified as a needed strategy in the LRRP Business survey. The development of a district management entity as a backbone organization to implement the priority programs is considered fundamental.

During COVID-19, downtowns with active Downtown organizations were able to pivot and respond to the pandemic to help their small businesses weather the storm. A sustainable district management entity is positioned to help downtowns recover from COVID-19 and prepare for the future.



*Buy-in from Main Street businesses and property owners will be a key factor in successfully establishing district management, Source: City of Gloucester*

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## Action Items:

The following actions are required to for the creation of a district management organization:

- Relationship build
- Identify start up resources

*Develop the value proposition and other communication tools*

- Stakeholder engagement
- Create a community outreach strategy

*Identify downtown priorities*

- Evaluate organizational models
- Identify Resources for startup and sustainability

**Relationship build:** The right people, personalities and political support need to align to form a district management organization. These relationships lay the groundwork to successfully determining the appropriate organizational model.

**Identify start up resources:** This planning process has presented a unique opportunity to coalesce support for district management. The City and Downtown stakeholders could form a Downtown partnership to convene volunteer organizations, property owners, tenants, arts and visitor organizations, and other Downtown stakeholders to initiate the conversation about the future of Downtown Gloucester.

**Stakeholder engagement:** Launching the organizing effort to form a district management organization in Gloucester should be an intentionally inclusive process that welcomes new and existing property and business owners, volunteer and visitor organizations, the arts community, entrepreneurs, and other key Downtown stakeholders to develop the organizational structure and leadership to be successful. The goal of this effort is to form a strong, diverse, and inclusive steering committee to guide the development of a sustainable district management organization, identify key champions and build a solid coalition around the preferred organizational model. The City may convene this effort but should quickly 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:** The steering committee should undertake efforts to engage media, businesses, property owners, nonprofits, cultural organizations, visitor attractions, volunteer groups, and interested residents to continue to identify and refine needs and priorities for Downtown Gloucester. This work will be used to inform the work plan for a district management entity. Additionally, these outreach efforts provide the opportunity to educate stakeholders on various organizational models, identify needs and opportunities as well as potential leadership. Community engagement can happen in a variety of ways including:

- Community forums - fun, engaging and informational visioning sessions held in accessible, approachable locations such as a local business, restaurant, park, libraries, or community gathering space.
- Peer learning panels - Invite Executive Directors from district management organizations in similar communities to present on their work and impacts of their organizations.
- Visits to other communities with district management organizations to see programs in action.
- Survey needs and priorities from a broad cross section of Downtown stakeholders and residents.
- Focus groups with key interest groups.
- Websites/social media.



Boston MA, Downtown Crossing Business Improvement District (BID), MA, Source: City of Boston

**Evaluate organizational models:** Once organizers have established the Downtown priorities/ proposed supplemental programs and budget, it will be important to confirm that there is consensus on the most appropriate district management organizational model for Gloucester. Two of the most common models are a voluntary nonprofit “Main St” type organization or a more formal Business Improvement District. Organizers must evaluate an approach to financial sustainability and governance for each model under consideration and weigh the pros and cons. BIDs require more up-front effort to secure support from property owners and other stakeholders, but once established provide a sustainable revenue stream for at least 5 years.

Voluntary organizations require less up-front organizational effort but require a clear commitment for stakeholder financial support and a plan for ongoing fundraising activities to be sustainable. The steering committee may evaluate different organizational models through site visits, peer learning from executive directors of district management organizations, online research, or other technical assistance. Once a preferred model is determined, organizers should seek support letters / statements from key stakeholders such as the Gloucester Merchants Association, Discover Gloucester, the Greater Cape Ann Chamber of Commerce volunteer, visitor, and cultural organizations.



Cambridge MA, Central Square Business Improvement District (BID), Source: City of Cambridge

**Resources for startup and sustainability:** Seed money is required to start a Downtown district management organization. Sources include TA through the Massachusetts Downtown Initiative, Mass Development Real Estate Technical Assistance Program (BID), or ARPA funds (if the development of the organization is tied to implementing COVID-19 recovery activities). Additionally, local Institutions, foundations and key stakeholders/individual contributors may be sources for seed money to launch an effort to form a district management organization.

- Careful attention should be given to developing a realistic budget, and a variety of revenue opportunities for the organization. If a BID is selected, BID fees may provide a sustainable funding base that can be augmented by additional sources to leverage BID revenue. Sources may include sponsorships, event revenue, grants or contracts, foundations, memberships, and individual giving. If the City approves the formation of a BID, property owners will reauthorize the organization every 5 years. A voluntary based model will have a funding base that includes sponsorships, event revenue. Grants or contracts, foundations, memberships, in-kind services, or other partnerships.
- Gloucester may also consider forming a Parking Benefit District (PBD) to fund some of the activities of a Downtown management district. A PBD would allow the City to earmark some, or all the parking revenue generated (after expenses) to a Downtown management entity to support eligible programs and services in the district.



Hyannis MA, Business Improvement District (BID), MA, Source: One Table Hyannis

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## Process:

### **The following process is recommended to establish a district management organization in Downtown Gloucester:**

1. Establish property owner and business databases using information provided by the City and Tax Assessment data.
2. Define proposed boundaries.
3. Form a Downtown partnership, including the City, working steering committee, Gloucester Merchants Association, key property owners, developers, key businesses, cultural and tourist destinations, neighborhood association, nonprofit, volunteer organizations, and the Greater Cape Ann Chamber of Commerce to launch the effort.
4. Form a broad-based advisory committee to provide input and feedback.
5. Secure seed funding for technical assistance through Massachusetts Downtown Initiative, Mass Development Real Estate Technical Assistance program, ARPA, Foundations and other stakeholders.
6. Create community outreach events, widely distribute surveys, convene sector specific focus groups, and other engagement tools to develop program priorities.
7. Hold community forums on different district management models.
8. Engage in one-on-one conversations with stakeholders to secure support and engagement in process.
9. Consensus building with stakeholders on preferred model /programming /budget/fee structure.
10. Consider executing a demonstration project that could "show" potential programs and services provided to the Downtown through a district management organization. Potential funding may be available through MassDevelopment Commonwealth Places, ARPA, foundations, stakeholders, or the Massachusetts Urban Agenda program.

A district management entity can come in many forms, however, broadly they can be categorized into two types: Business Improvement Districts and Voluntary Based Downtown Organization. The following sections outline the steps for setting up each model:

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

#### **Basic outline of BID signature campaign and legislative approval process to form a BID:**

1. Develop the BID Petition.
2. Develop an MOU with the City to define relationships with the BID, baseline services and support for the BID.
3. Develop petition campaign strategy, timelines, and benchmarks.
4. Undertake a petition process under direction of the 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 - programs and services
  - Fee Structure
  - Budget
  - Hardship provisions
  - ID management
  - Property owner signatures of support
5. Formal Local Legislative Approval - Public hearing and formal vote by City Council to establish the BID.
6. Complete 501c3 and Articles of Organization filings.
7. Approval of bylaws.
8. Establishment of a Board of Directors.
9. Prepare job descriptions /Hire Staff.
10. Prepare RFPs and secure contracted services as needed.
11. Initiation of supplemental services.
12. Continue to develop additional revenue to fund programs and supplemental services and leverage BID fees through grants, sponsorships, events, and other collaborations and partnerships.
13. Reauthorization by property owners every 5 years.



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### **Voluntary Based Downtown Organization.**

1. Complete 401c3 and Article of Organization filings.
2. Approval of bylaws.
3. Establish Board of Directors.
4. Secure funding commitments from stakeholders, City, and other sources to establish a sustainable financial model for the organization.
5. Develop MOU with the City or other partners to define relationships, roles, and support.
6. Prepare job descriptions and hire staff.
7. Prepare RFP and secure contracted services as needed.
8. Initiation of services.

### **Resources:**

#### **How to Form a BID In Massachusetts:**

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

#### **Best Practice Rubric - Forming a BID in Hudson:**

[https://www.massdevelopment.com/assets/what-we-offer/BID/HowToCreateABID\\_2020\\_CaseStudy\\_Hudson.pdf](https://www.massdevelopment.com/assets/what-we-offer/BID/HowToCreateABID_2020_CaseStudy_Hudson.pdf)

#### **Best Practice Rubric - Forming a BID in Cambridge:**

[https://www.massdevelopment.com/assets/what-we-offer/BID/HowToCreateABID\\_2020\\_CaseStudy\\_CentralSquare.pdf](https://www.massdevelopment.com/assets/what-we-offer/BID/HowToCreateABID_2020_CaseStudy_CentralSquare.pdf)

#### **Best Practice Rubric - Forming a BID in Hyannis:**

[https://www.massdevelopment.com/assets/what-we-offer/BID/HowToCreateABID\\_2020\\_CaseStudy\\_Hyannis.pdf](https://www.massdevelopment.com/assets/what-we-offer/BID/HowToCreateABID_2020_CaseStudy_Hyannis.pdf)

#### **Commonwealth Places:**

<https://www.massdevelopment.com/what-we-offer/real-estate-services/commonwealth-places/>

#### **Massachusetts Downtown Initiative:**

<https://www.mass.gov/service-details/massachusetts-downtown-initiative-mdi>

#### **Massachusetts Urban Agenda Grant:**

<https://www.mass.gov/service-details/urban-agenda-grant-program>

#### **Parking Benefit Districts:**

<https://www.mapc.org/resource-library/parking-benefit-districts/>

# Determining District Management



Location

Reading, MA

## Determining a District Management Model for Downtown:

A Downtown management organization in Reading was established to provide supplemental programs, services, and advocacy for the downtown.

Determining the appropriate model for this organization was a unique process for the Reading community, Downtown property owners, and businesses. The process included extensive outreach and community education to explore program priorities, financial sustainability, organizational models, and champions from both the private and public sector.

Economic Development Plans for Downtown Reading included the recommendation to establish a sustainable Downtown organization to support the economic and social health of the downtown. The Town of Reading spearheaded activity to launch the process of community and property owner engagement and explore what model would be most appropriate. This included:

- Identification of staff and financial resources
- Creating a community outreach and engagement strategy
- Research to identify community priorities / recommendations
- Peer learning from other communities



Community engagement materials in Redding, MA, Source: <https://downtownreadingma.com/>



Community engagement in Redding, MA related to downtown district management, Source: <https://downtownreadingma.com/>

# 65 Rogers Street (I4C2) Activation

Category	 Public Realm
Location	65 Rogers Street
Origin	Stakeholder Meetings, Focus Groups, Conversations with the Greater Cape Ann the Greater Cape Ann Chamber of Commerce, Gloucester Merchants Association, Discover Gloucester, LRRP Advisory Board, Business Survey
Budget	 MEDIUM
Timeframe	 SHORT
Risk	 HIGH
Key Performance Indicators	Long term utilization, customer and business satisfaction surveys, active uses/programming, utilization of parking and public spaces by visitors, businesses, and consumers
Partners & Resources	City of Gloucester, the Greater Cape Ann Chamber of Commerce, Discover Gloucester, LRRP Advisory Committee, Harbor Plan Committee, Commercial fishing businesses, arts and cultural community.



65 Rogers Street, Source: City of Gloucester



## Budget & Sources of Funding:

### Budget:

- Low to Medium budget - 100,000. The budget for this project will range depending on the activation pilot. This budget would cover weekly programming, physical improvements, project management and staffing.

### Funding Sources:

- Sources of funding may include:
- ARPA
- Commonwealth Places
- PatroniCity
- Foundations
- Sponsors
- Mass Office of Travel and Tourism
- Massachusetts Cultural Council



Current Use of 65 Roger Street, Source: City of Gloucester

## Timeframe: 7 – 11 months

Timeline for a medium-sized activation on site:

- Phase1: Planning Process (3-4 months)
- Phase 2: Pilot Preparation (2-4 months)
- Phase 3: Pilot Setup (1 month)
- Phase 5: Evaluate and Redesign for Longer Term (1-2 months)

### Risks:

**Competing Visions of the Future** - Within the community there is support for several competing proposed use scenarios at this site. Additionally, the lot is subject to regulatory use restrictions as part of the Designated Port Area. The challenge will be to balance the current allowed uses and community interest in alternatives.

**City Support and Coordination** -The project will require City support and coordination for use recommendations and implementation. Political ramifications for each scenario are a possibility.

**Harbor Planning Process** -The site is currently under consideration as part of the 2021 Harbor Plan. Attention will need to be paid to the 2021 Municipal Harbor Planning process as the appropriate vehicle for considering regulatory clarifications related to the parcel.

**Business Support** - Business support for any recommendation will need to be developed within the community.

**Funding** - Funding will need to be identified for be needed for study and implementation of recommendations. Long term management of this City-owned assets will be needed for activation. Regulatory

**Constraints** – Any recommended changes will be constrained in their implementation by Designated Port Area use requirements.



## Covid-19 Impact:

65 Rogers Street is part of the Designated Port Area and is included in the Harbor Planning process currently underway. It is considered an integral City asset that will be an important piece of post COVID-19 recovery strategies and Downtown Gloucester's Waterfront future. Focus groups, community discussions and business surveys generated many different ideas about the use of the 65 Rogers Street lot and how it could benefit Downtown's recovery from COVID-19. The lot is subject to regulatory use restrictions as part of the Designated Port Area. Activation ideas have included continued use as parking, arts and cultural programming, pop-up commercial entrepreneurship, outdoor dining, and community greenspace.

This project is intended to outline a process to determine the best utilization of the 65 Rogers Street lot, that supports the Downtown while maintaining the current water-dependent uses, preserving access to the HarborWalk, and with consideration or regulatory requirements. The strategy will include the process for planning, piloting and determining a successful long-term use for this important location.

## Action Items:

**Persona Generation and Experience Mapping** - Identify the different "audiences" or potential users of the space, their characteristics, wants and needs. Use this as a basis for identifying the experiences that pilot activation will deliver.

**Build Partnerships** - Once a framework is developed, create partnerships to co-produce events.

**Physical Improvements** - Create ways to enhance the physical space to support programming and the visitor experience.

**Execute Programming** - create regular programming to build support over time.

**Promote** - Use multi-channel marketing, PR, and events to promote the location.



*Past activations at the site have included movie nights, Source: City of Gloucester*



*A lively seen at a past movie night event at 65 Roger Street, Source: City of Gloucester*

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## Process:

### 1. Getting Started:

#### **Define goals of the parcel activation.**

Make it Bold. Creating goal statements will be the first touch point for community input and affirmation of direction. With clear goals and buy-in on them from major stakeholders, the goals can help guide the rest of the process and deflect potential uses that don't serve the purpose. The lot will not be able to serve all purposes for all people. Evaluate various use scenarios for site toward goals and regulatory constraints. There could be several goals that will be important to the community.

- Recoup acquisition costs ?
- Support the marine industry?
- Attract a new market segments?
- Welcome visitors ?
- Create a community gathering space?
- Provide parking ?
- Develop a Waterfront asset for future impact on downtown?

**Define the key personas who will be affected by changes to the site.** People are at the core of the plan for the site. Understanding who will be interested and impacted by changes to the lot will use categories like where people live, how often they come downtown, demographics, businesses, families, tourists and other factors.

**Survey to determine what experiences people want to have in space.** Reach out to organizations who already gather people in the key stakeholder groups. For example, if one key group is Gloucester visitors, ask Discover Gloucester to gather survey feedback. Survey questions could ask what experiences they would like to have rather than what they would like to see in the space.

Focusing on experiences provides more options in the planning and design solutions that deliver the experiences. This minimizes the potential for disappointment if a particular design solution is not adopted. Crafting a set of community priority experiences for the parcel will need to be bounded by regulatory and market constraints. Gloucester can leverage the proposed community survey to educate people on the existing constraints and opportunities.

**Pilot Solutions** before making permanent changes. The 65 Rogers Street lot has regulatory restrictions on the length of temporary uses.

**Look for the maximum allowable temporary use timeframes to allow a pilot time to establish and iterate the program in response to early feedback and lessons learned.** An early strategy might include running a pilot during a shoulder season to April-June or October-December to minimize the impact on tourist season. Another strategy might be running a pilot in a part of the site while some parking is retained, if clear borders are established for safety and use.

**Create partnerships to deliver priority experiences as a pilot for long term use.** Partner with organizations and community groups who have a stake in seeing the projects come to life. The City could provide funds to produce the pilot, and the organization may be able to supply volunteers. The City of Gloucester has successfully produced markets and movie nights and has learned the challenges and opportunities of these activations. Looking for partners will help understand and provide the needed organizational capacity to produce and manage these activations on the lot.

**Make changes and iterate.** Expect unforeseen changes to occur during the pilot that will require problem solving and new ideas. Perhaps visitors demonstrate a desire to picnic or ask for directions. This may require new amenities like food trucks or tables and chairs, or directional signage. This information and real-life experience with the site will help inform the final design.

**Build momentum by giving people ownership.** Allow experiences in the site to lead to active participation. These experiences are dynamic and more likely to prompt a return visit to the site. Visiting the "Fish Tuck" or listening to active storytelling or performances around the Gloucester fishing industry is a memorable experience for locals and visitors alike. When someone actively participates or watches others participate, buy in is created.

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## 2. Approaches:

### **Approach 1: Activating 65 Rogers Street prior to development - Gaining project-based feedback**

Activating the lot in order to get community feedback prior to development can inform how people want to use the space and build support for the project. Depending on regulations and resources, the following are possible activations that could attract community members into the space.

#### Small Scale Events:

- Block Party sized events – Work with local clubs and organizations to create energy around the space and start conversations about the goals of the site.
- Activate with furniture – Add movable tables and chairs, picnic tables, shade umbrellas, games etc.
- Get feedback from experiences – this will help guide the planning process.

#### Medium to Large Events:

- Stage larger events that are laid out in a fashion consistent with future design. Test ideas, iterate design concepts based on functional feedback on how people use the space. What are the sites, views, smells and sounds of an active Waterfront and how might this shape future proposals.
- Paint parking lot for season/year to differentiate pedestrian and public use.
- Create multiple partners to produce various activities within the lot.
- Get feedback on experiences
- Collect both qualitative and quantitative data on use.

### **Approach 2: Activating 65 Rogers Street prior to development- Changing people's perception of 65 Rogers Street.**

Set up activities to get people to think about the space as a “social space” rather than a parking lot. Activating the space unrelated to design can demonstrate what is possible and build momentum around the project to be developed. Get feedback on experiences. Activation ideas may include:

- Movies and drive -ins
- Bike rodeos
- Ice Rink
- Literary events
- Restaurant sponsored “Eat Out” days
- Local theater productions
- Live comedy
- Water industry related educational programming
- Farmers and arts markets
- Pay parking and part activations
- Community gathering space
- Dining
- Shared parking
- Musical performances
- Sports events
- Harbor related educational programming
- Fishing demonstrations and discussions
- Seafood cooking demonstrations and tastings
- Dance parties
- Arts and Cultural programming



# Starlight Square



## Location

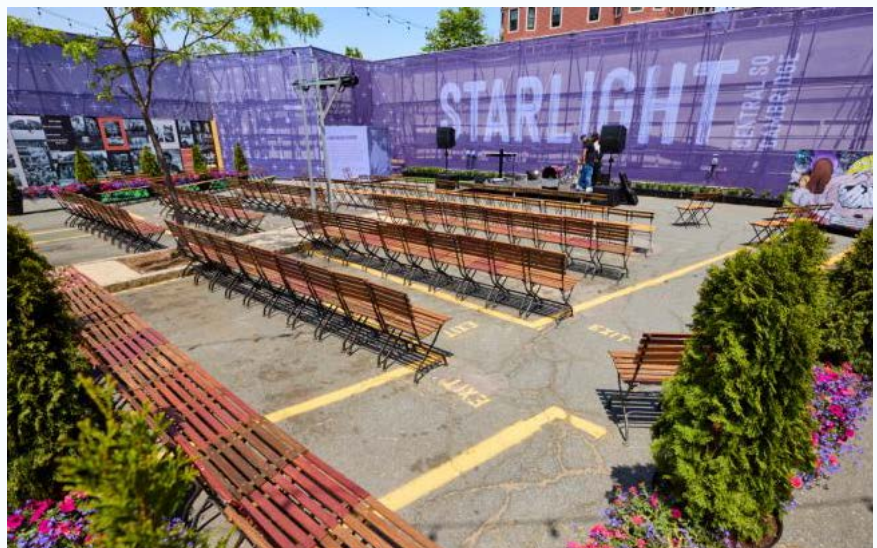
Cambridge, MA

**Parcel Activation:** Starlight Square reimagines a parking lot as a public amenity and site for economic recovery and community healing during COVID-19. The Central Square BID and Flagg Street Studio presented Starlight Square a Placekeeping initiative designed for Central Square, Cambridge. Starlight is a temporary intervention that transformed a parking lot into a place for people using scaffolding and scrim to frame space for an outdoor amphitheater, courtyard and community space. It was designed to increase Central Square's capacity for outdoor dining, worship, commerce, learning and performance.

The BID raised money for Starlight from public, foundation and private donors. The installation has proven to be so popular; it has been renewed for next season.



Vacant lot transformed for community activation event, Source: [www.starlightsquare.org](http://www.starlightsquare.org)



Vacant lot transformed for community activation event, Source: [www.starlightsquare.org](http://www.starlightsquare.org)



# Downtown Wayfinding

Category	 Public Realm
Location	Study Area
Origin	Stakeholder Meetings, Focus Groups, Conversations with the Greater Cape Ann the Greater Cape Ann Chamber of Commerce, Gloucester Merchants Association, Discover Gloucester, LRRP Advisory Board, Business Survey
Budget	 MEDIUM
Timeframe	 SHORT
Risk	 MEDIUM
Key Performance Indicators	Increased customers to downtown, sales, room and meals tax increases, customer and business satisfaction surveys
Partners & Resources	City of Gloucester, the Greater Cape Ann Chamber of Commerce Discover Gloucester, Gloucester Merchants Association, arts and cultural community.



Pedestrians on Main Street, Source: City of Gloucester

## Budget & Sources of Funding:

### Budget:

- Design concepts: Under 50k
- Design development and fabrication: \$250-400k

### Funding Sources:

- MassDevelopment TDI Creative Catalyst or Commonwealth Places Grants
- DHCD MDI or Community Development Block Grants
- ARPA Programs

## Risks:

This planning process has generated an opportunity to build support around wayfinding and gateways to Downtown Gloucester. The city will need to pay close attention to,

- Developing City staff support and coordinating with various City departments for design and implementation.
- Reaching consensus with business/ visitor attraction parties on design and location of wayfinding signs.
- Identifying funding for implementation and possible design competition.



HarborWalk Wayfinding , Source: City of Gloucester

## Timeframe: 1 – 2 years

Downtown wayfinding could be implemented in less than a year.

- Conceptual design process (6 months)
- Schematic design (2 months)
- Design development (6 months)
- Fabrication & installation (4 months)

## Covid-19 Impact:

This project will develop a concept for Wayfinding and Gateways to direct visitors and locals to restaurants, dining, cultural institutions and retail while supporting a district brand for Downtown Gloucester.

COVID-19 highlighted the importance of visitors to Downtown Gloucester to support businesses and dining. Post COVID-19 recovery feedback from Discover Gloucester, hotels, business surveys and focus groups has identified the need to welcome visitors back to Gloucester and help new customers find local retail, dining and attractions. Main Street businesses cited the need for better wayfinding to help visitors find the Downtown and parking, dining and visitor attractions.

## Action Items:

A multi-phased wayfinding design process is recommended. Key actions include:

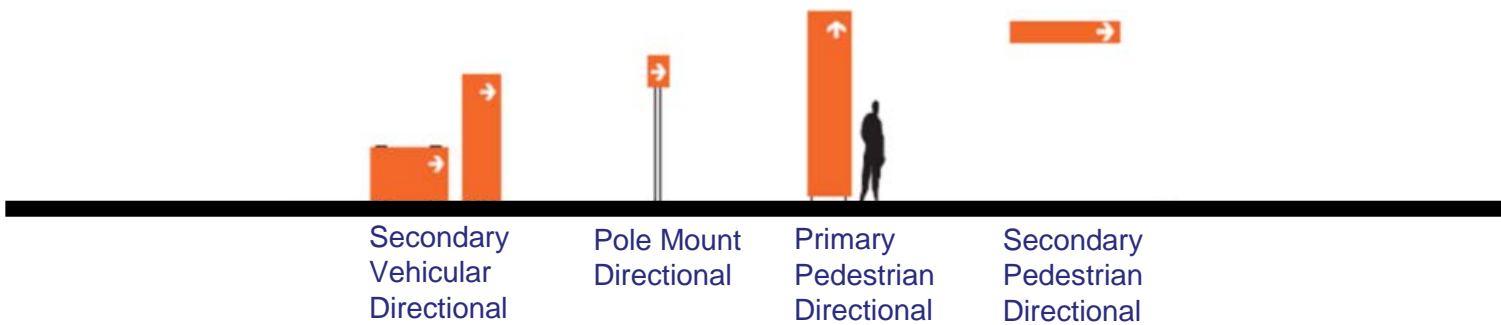
- Develop a design working group, comprised of key stakeholders supportive of improved wayfinding as well as City staff responsible for its installation and upkeep.
- Develop a prioritized list of key destinations, needed identification, potential gateways, and key directional needs.
- Identify and obtain conceptual design funding.
- Working with a consultant, identify overall program intent, geographic scope, signing types, locations for identification and directional signs and gateways.
- Develop aesthetic design options, working with community, businesses, and local artists.
- Consider a design competition for preferred signing location(s).
- Funding
- Implementation, maintenance / management

# Types of Types of Signage

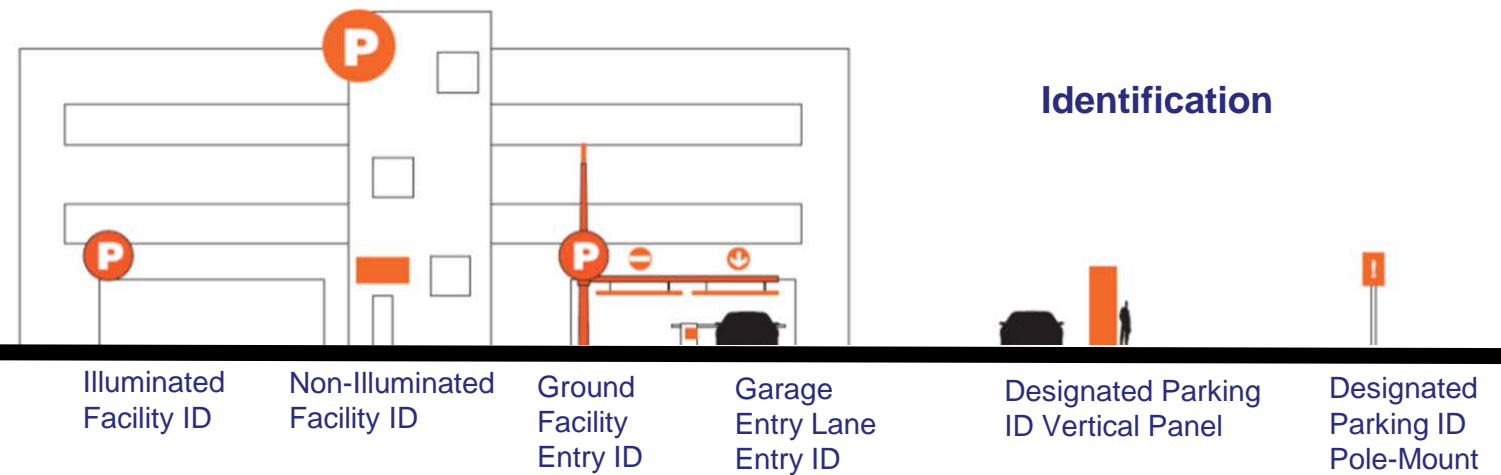
## Informational



## Directional



## Identification





## Process:

1. Conduct initial discovery and design brief with working group, community, stakeholders, and consultant to establish initial wayfinding program intent. This includes:
  - Fact-finding meeting to determine needs, gaps and existing strengths.
  - Identification of destinations for signage to direct to Downtown and other attractions.
  - Familiarization with all wayfinding needs in the study area.
  - Developing a target budget for infrastructure.
  - Identifying the audience for signs, their information hierarchy, signing types.
  - Identifying applicable code requirements.
2. Develop schematic design with consultant that will be fed to sign designer, including:
  - Drafting design direction drawings.
  - Developing preliminary drawings for major sign types.
  - Preliminary sign mount/foundation location identification.
3. Design development process to be commissioned with sign designer or engineering consultant, to include:
  - More detailed drawings (“50% complete”).
  - Messages for every sign.
  - Location plans for every sign.
  - Initial review with fabricators to refine budget estimates.
  - Confirm compliance with design guidelines (local & state).
4. Develop design intent bid drawings as part of finalizing a fabrication package:
  - Complete design intent drawings (“100% complete”).
  - Develop signage bid document.
  - Incorporate local codes, including ADA guidelines.
  - Coordinate with state agencies to confirm compliance and potential sign locations (esp. along state routes).
4. Begin Bid Consultation to obtain a preferred fabricator:
  - Identify recommended fabricators
  - Prepare procurement documents
  - Conduct selection process and contract with preferred vendor(s)
  - Consultant support as necessary for municipality through bid process
5. Signage Artwork Development of the fabricator:
  - Prepare any specific, unique art / icons / symbols / logos not in standard templates
  - Prepare templates for sign types
  - Layout and print/manufacture all signs
6. Post Fabrication / Installation Observation conducted before delivery of signs and after installation, including:
  - Review shop drawings
  - Review fabrication quality and details
  - Coordinate installation with local approval authorities
  - Conduct walk-through after installation



*Some existing pedestrian level wayfinding , Source: City of Gloucester*



## Key Components of a Wayfinding Plan



### Discovery and Design Brief

- Fact-finding meeting
- Identification of locations for signage to direct to (destinations)
- Familiarization with the site
- Target budget for infrastructure
- Audience, information hierarchy, etc.
- Applicable code requirements



### Schematic Design

- Draft design direction drawings
- Preliminary drawings for major sign types
- Preliminary location identification
- Design work session



### Design Development

- More detailed drawings ("50% complete")
- Messages
- Location plans
- Review with fabricators to compare to initial budget
- Compliance with design guidelines (local & state)



### Design Intent Bid Drawings

- Design intent drawings ("100% complete")
- Develop signage bid document
- Incorporate local codes, including ADA guidelines
- Coordinate with state agencies to confirm compliance and potential sign locations



### Bid Consultation

- Identify recommended fabricators
- Support for municipality through bid process



### Signage Artwork

- Prepare specific, unique art/icons/symbols/logos
- Prepare templates for sign types
- Fabricator does layout for all signs



### Fabrication / Installation Observation

- Review shop drawings
- Review fabricator details
- Walk-through of installation

# Wayfinding Best Practices



Location

Beverly, MA

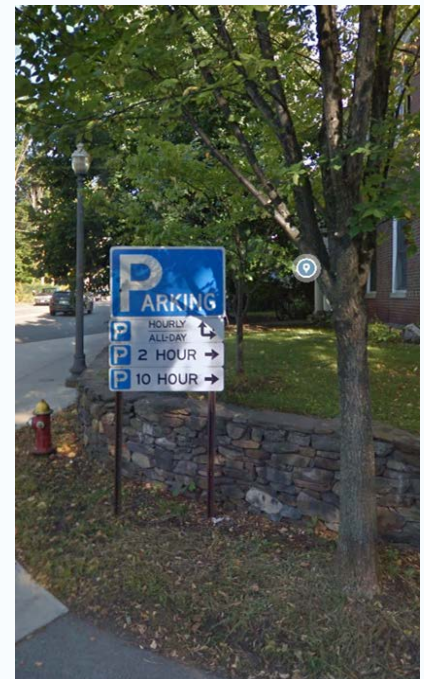
## Cohesive Wayfinding:

Wayfinding in any municipality is complex and often exhibits evolution of different approaches/solutions layered over one another over time. This means that signage is often inconsistent, both in design and placement.

A comprehensive wayfinding plan considers both signage design and placement. A wayfinding package not only helps people get where they want to go, but in doing so supports economic development and creates community identity.

Wayfinding traditionally focuses on signage, but can also comprise other elements that help orient people such as roadway markings, street light fixtures, street furnishings (trash, furniture, fixtures, equipment, landscape), handrails transit stops, roadway markings, printed maps, and lighting.

In Beverly Wayfinding includes options for short and long-term use and intercept people before they get to the heart of Downtown. Parking signage matches pricing zone and actual price is not on the sign making it easy to change and adapt to the market.



More info: <https://www.parkbeverly.com/visitors>



# HarborWalk Improvements

Category	 Public Realm
Location	The Waterfront
Origin	Stakeholder Meetings, Focus Groups, Conversations with the Greater Cape Ann the Greater Cape Ann Chamber of Commerce, Gloucester Merchants Association, Discover Gloucester, LRRP Advisory Board, Business Survey
Budget	 MEDIUM
Timeframe	 SHORT
Risk	 LOW
Key Performance Indicators	Increased visitor use of the HarborWalk, business and visitor satisfaction surveys, enhanced functionality of technology and physical appearance, increased pedestrian traffic to Downtown and Downtown businesses.
Partners & Resources	Gloucester 400, City of Gloucester, the Greater Cape Ann Chamber of Commerce Discover Gloucester, Downtown businesses, cultural and travel attractions, arts and cultural organizations.



HarborWalk at 65 Rogers Street, Source: City of Gloucester

## Budget & Sources of Funding:

### Budget:

The estimated cost of technology and physical improvements is \$1,000,000

### Funding Sources:

- MassWorks
- EDA
- Seaport Economic Council
- MCC
- ARPA

## Action Items:

HarborWalk is an innovative interactive tourist destination in Gloucester and an important link to the downtown. Establishing this strong connection will help drive visitor traffic to the Downtown businesses and will be an important part of COVID-19 recovery process for the downtown.

Action items will include:

- Engaging stakeholders to encourage broad support for the project.
- Communicating the importance of the project to community and funders.
- Developing a sustainable design and funding for improvements to HarborWalk.
- Promoting HarborWalk to the visitor market and local community .
- Integrating HarborWalk into the overall Brand and Marketing for Downtown Gloucester.
- Promoting and building HarborWalk into the wayfinding program to connect the Downtown businesses to the Waterfront.



Stone pillars along the route are effective at connecting it together visually, Source: City of Gloucester

## Timeframe: 12 – 36 months

Downtown wayfinding could be implemented in less than a year.

- Planning (3 months)
- Design (6 months)
- Bidding (3-6 months)
- Construction (12-18 months)

## Covid-19 Impact:

The HarborWalk is a 1.2-mile path that traverses Gloucester's working Waterfront and Downtown commercial district. It includes 42 granite pillars tell the story of Gloucester's rich maritime history, and starts at St Peter's Square and proceeds parallel to Rogers Street. The HarborWalk then turns up to City Hall and the civic center, and comes back down through the historic district creating a full loop.

When the HarborWalk was built in 2012, it was designed to connect existing public spaces along the waterfront, highlight the unique character and culture of the City of Gloucester and respect the beauty of America's oldest seaport.

The HarborWalk won several awards for design including Innovative Placemaking Space 2013 (Smart Growth Alliance) and the Waterfront Center's "Excellence on the Waterfront Award" "recognizing top quality design and development from around the world". It also included technology to allow visitors to use QR Codes and Wifi to access interactive activities for children, historical information, and public art and murals.

The HarborWalk today needs repair and improvement to restore it to its full potential. Many of the technological components are non-functioning and the walk needs modest physical upgrades. The HarborWalk is a critical connector from the Waterfront to Downtown, a crucial strategy that will help businesses better reach the tourist customer base that was lost during COVID-19.

The HarborWalk has great "bones" and modest investment will help reestablish its importance in making the physical connection from the Waterfront to the Downtown that will benefit both visitors and small businesses.



## Process:

The process to create an improved HarborWalk will include the following:

1. **Create a HarborWalk improvement committee** - Identify stakeholder involved with the upgrade of HarborWalk. This will include City of Gloucester Departments, arts and cultural organizations, historic commission and other stakeholders. The committee will create goals, advise, and support the redevelopment of HarborWalk.
2. **Identify the project lead** - The project lead may be the City or a partnership with Discover Gloucester and other stakeholders. The City may engage a third-party entity to manage the project on behalf of the HarborWalk committee.
3. **Initiate assessment process** - Conduct and assessment of technology, and physical conditions of HarborWalk to identify issues and problem areas that need to be addressed.
4. **Stakeholder engagement/ input** - The renovation of HarborWalk may provide the opportunity to make improvements to the original concept and employ new technologies, materials and other enhancements. Survey stakeholders and HarborWalk visitors to gain insight on the user experiences and possible new ideas to be incorporated into the renovations.
5. **RFP process for designers** - The City will create an RFP process for the redesign of HarborWalk and the selection of project design team.



*View from the HarborWalk highlights Gloucester's role as a working port, Source: City of Gloucester*

6. **Designer Selection** - Establish review criteria, interview and selection process.
7. **Planning and Design** - Designer will develop renovation plans for HarborWalk. The planning process will include community input, presentations, and opportunities for Gloucester residents to offer input and suggestions.
8. **Develop Budget** - Develop a budget based on approved design and goals for the project.
9. **Fundraising** - Identify funding sources for renovation of HarborWalk.
10. **Grant writing** - Secure grants and other funding for HarborWalk renovations. This may include project partners, sponsors or community support.
11. **Bid Project** - The City of Gloucester will bid the HarborWalk renovation project, select vendor and award contract for construction.
12. **Construction** - Construct project.



*Entrance to the HarborWalk – The visual impact of the entrance can be improved to draw more pedestrians in, Source: City of Gloucester*

# Activation of Large Vacant Storefronts

Category	 Public Realm
Location	Main Street
Origin	Stakeholder Meetings, Focus Groups, Conversations with the Greater Cape Ann the Greater Cape Ann Chamber of Commerce, Gloucester Merchants Association, , WheelHouse Cowork Owners, and Entrepreneurship Advocates
Budget	 MEDIUM
Timeframe	 SHORT
Risk	 MEDIUM
Key Performance Indicators	Activation of vacant space, rent and sales revenue, and permanent reuse of space that is complementary to the downtown.
Partners & Resources	City of Gloucester Departments, the Greater Cape Ann Chamber of Commerce property owners, Gloucester Merchants Association, and arts and creative community, co work or maker space developers, TA providers



Vacant CVS on Main Street, Source: City of Gloucester

## Budget & Sources of Funding:

### Budget:

\$100,000- \$150,000 for pilot program.

This is assuming no major renovations are required to create a basic space for pilot.

## Risks:

While there is broad support for activating vacant storefront space in Downtown Gloucester, there are risks associated with a pilot project to activate a large vacant storefront. These include:

- Property owner support for strategy is required.
- City does not have the capacity to implement the project without 3<sup>rd</sup> party technical support.
- If left unoccupied, less complementary uses may be secured to occupy the space.
- Attracting tenants and entrepreneurs will require a deliberate and sustained outreach effort.
- Political support may be needed for funding.
- Zoning and permitting issues may need to be overcome.
- Public as well as private funds will be needed for implementation.
- Program and space will require management.
- A qualified 3<sup>rd</sup> party project lead/management will need to be identified

## Timeframe: 1 – 1.5 years

It is anticipated that this pilot project will be 1 year in duration.

- Planning (1 month)
- Applications (1-2 months)
- Space Preparation (1-2 months)
- Launch & Activate (3-5 months)
- Continued Support (9 months)
- Implementation (1 year): Rotate every two to four months with a new stand-alone brand or collective of brands; curation based on pool or collective of applicants, impact on project viability, seasonality and concept viability.

## Partners & Resources:

City of Gloucester Departments, the Greater Cape Ann Chamber of Commerce, property owners, the Gloucester Merchants Association, and arts and creative community, co-work or maker space developers, technical assistance providers.

The City of Gloucester should engage a 3<sup>rd</sup> party management entity to undertake the project. The role of the City will be to facilitate permitting, private-public partnerships, funding and grant applications when appropriate.

Possible resources may include:

- ARPA
- MassDevelopment programs
- Underutilized property program
- Collaborative workspace program
- Commonwealth Places
- Mass Growth Capital Corporation
- MOBD - Regional Pilot Project Grant Program
- Banks
- Foundations



## Covid-19 Impact:

COVID-19 and changes to retail trends have created large vacant retail spaces on Main Street. These vacancies, one a former bank and the other a former CVS building, do not lend themselves to retail use by individual small businesses. The proposed project is to create a pilot program that would work with property owners to activate vacant large retail spaces. This may include the creation of smaller retail spaces, maker spaces, arts and cultural uses, entertainment or other concepts. Activation of these larger storefronts will spur interest in small locations throughout Downtown Gloucester.

Downtown Gloucester has over 30 vacant storefronts, some as a direct result of COVID-19 and others as a result of bank consolidations, retail closures etc. COVID-19 has made finding replacement tenants for these spaces more challenging. The diagnostic phase of this project has also identified the desire to create a stronger tenant mix for vacant spaces, one that supports the existing retail, cultural attractions, and dining establishments.

There is also an interest in co-working spaces and maker spaces for entrepreneurs, particularly for women and BIPOC businesses. Additionally, focus groups and stakeholder conversations identified the opportunity for more community art and cultural programming.

Post COVID-19 efforts will focus on finding appropriate uses for large vacant storefronts in Gloucester that complement the existing tenant mix, drive interest in Downtown Gloucester, and create more economic resiliency on Main Street.



*Former Santander Bank Building , Source: City of Gloucester*



*Former CVS Building , Source: City of Gloucester*



*Former CVS Building interior – the space is not well suited for a individual locally-owned retail tenant - a creative approach many be needed to bring in a complementary tenant into the space, Source: City of Gloucester*



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## Action Items:

- **Secure property owner support:** Property owners must make a commitment to participate in the pilot for a minimum of one year based on mutually agreed upon terms and conditions. Organizers may encourage property owner participation as a way of marketing the available property and/ or to test the pilot concept as a permanent use of the space.
- **Create partnerships and champions:** Harness the latent energy and resources that exist in Gloucester. These may take many forms and each piece plays a role in developing the overall concept for the pilot space. The relationships formed will generate excitement and support for the project. Engage community stakeholders in the active co-creation of activation concepts for the space.
- **Develop guiding principles for the pilot:** What principles will be used to develop the design, outreach and community involvement in the project.
- **Design development/ budgeting:** Design project to match the guiding principles of the project. For example, one guiding principle may be to provide affordable retail space for entrepreneurs and artists. The design may take a more cost-conscious approach into consideration to create basic space improvements that are well designed but cost effective.
- **Create a unifying theme:** A theme may strengthen the draw for both tenants and customers. This may include thinking outside the box of traditional retail including :
  - Community center
  - Arts and cultural programming, classes, studios
  - Themed marketplace
  - Startup incubators
  - Co-work or flexible office space
  - Niche food courts: International marketplace in Minneapolis
  - Indoor playgrounds
  - Recreational experiences
- **Identify funding:** Look for opportunities to align funding with uses within the building. (See funding).
- **Outreach:** Reach out to participants/ tenants to identify quality tenants/ program participants in the pilot.
- **Preparations:** Identify Project development and ongoing management for the pilot.
- **Activities and events:** Activate the public outdoor and common spaces in the property. These events can target different audiences to create an ever-changing pallet of activities for visitors and residents in Gloucester.
- **Incorporate public art:** inside and outside. Murals or activations in the parking lot would draw people to the location.

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## Process:

1. Aim to create a GREAT PLACE: A great place is not a collection of pieces or uses. It is an interconnected whole. It requires collaboration of three key elements :
  - A beautiful functional physical environment (size, access, electrical capacity, façade improvements and bathrooms)
  - Proper management and stewardship of physical space
  - Events, activities and uses that people want and enjoy

When these elements all work together, the result is a great place that is useful, meaningful and able to iterate over time. A pilot is experimental and a great place to try things, improving adaptively and growing over time.

1. Develop and implement a comprehensive program to activate one large storefront space in Downtown Gloucester for a one-year pilot project.
2. Secure property owner support. Identify one storefront within Downtown Gloucester to pilot the program. Work with DPW and the City to determine the minimum improvements needed for safety in the building.
3. Encourage property owners that we are all in this together and their involvement in the program will demonstrate they are a true partner in the success of the City of Gloucester.
4. Promote the pilot opportunity as marketing the building. The temporary space boosts foot traffic, generates leads and attracts attention to the potential of the property. The value statement to them is that this use does not preclude them from seeking a permanent tenant and activates a space that is currently unproductive.
5. Identify and solve any regulatory and permitting concerns - The City should create a process to make permitting of the space as easy as possible. The permitting should be a blanket of the front end, to eliminate the need to pull permits throughout the program.
6. Identify partners - Engage interested stakeholders to participate in concept development for the space.
7. Design concept development / budgeting planning - Design an activation that is on budget.
8. Develop model for tenant occupancy of space - provide quarterly, seasonal, indoor, outdoor, year-round options.
9. Develop pricing structure for tenants - Create program to allow participants to scale up within the model with appropriate rents.
10. Design, build out and create basic infrastructure within the space to accommodate a flexible mix of design concepts. Efforts should be made to identify the minimum amount of improvements necessary to create a "vanilla box " for tenants at as low a cost as possible.
11. Assist approved businesses with merchandising design and conceptualizing a vibrant retail model.
12. Incorporate gallery space for local art exhibitions and sales.
13. Recruit quality tenants. Prepare a dedicated effort to recruit women and BIPOC entrepreneurs and creatives to incentivize a diverse and inclusive mix of businesses.

14. Management - Engage a third-party management entity. Given the low revenue generating potential, a third-party management entity to manage the property and hold a master lease agreement or lease for the vacant property can simplify the process
  - The third-party should enter into use agreements with users of the vacant space that defines rules and regulations but does not put the logistical or insurance burden on users who are likely unfamiliar or ill-equipped to take on the logistical hurdles for the short term of the project.
  - The third-party could cover utilities.
  - The use agreement should stipulate minimum and maximum operational hours (with some flexibility during the start up period).
  - The use agreement should have clauses about what would trigger immediate termination of the agreement, and which uses are prohibited.
  - The use agreement should define what the landlord will provide and what is provided by the master agreement and tenant, respectively.
  - Hold regular check-ins with owner and lessee to ensure the use is complying with parameters. Have a plan to shut down activities that don't follow the rules of the pilot program.
  - Market program through Pop UP websites and social media platforms, creative community, public markets and other related public relations and communications initiatives undertaken by partners.
  - Work with the City of Gloucester to nurture the retail incubation funnel and facilitate successful entrepreneurs to find permanent ongoing storefront space in Downtown Gloucester.
  - Provide ongoing management, tenant recruitment, programming, activations and communications throughout the program.
  - Maintain metrics to gauge success and recommend improvements.

## Resources:

### **The Musicant Group Free Ideas Toolkits:**

This toolkit provides a range of creative ideas and suggestions.

#### **Find it here:**

<http://www.musicantgroup.com/free-ideas.html>

### **The Musicant Group Friendly Fronts Placemaking Toolkit:**

This toolkit provides ideas for activating occupied storefronts. These techniques could apply to the front or back of businesses.

#### **Find it here:**

<http://www.musicantgroup.com/friendly-fronts-placemaking-toolkit.html>

### **The Musicant Group and Hennepin County COVID-19 Response Toolkit:**

This toolkit provides strategies and resources for businesses to respond to the challenges of operating during COVID-19.

#### **Find it here:**

<http://www.musicantgroup.com/covid.html>

### **Culture House, Community Hub Manual:**

This manual provides information on creating community spaces.

#### **Find it here:**

[https://culturehouse.cc/wp-content/uploads/2020/03/culturehouse\\_manual.pdf](https://culturehouse.cc/wp-content/uploads/2020/03/culturehouse_manual.pdf)

### **Freespace Toolkit San Francisco:**

This toolkit is based on a project with a wealth of creative culture to build from, but the structure of how they approached finding and utilizing their space may be helpful as you go down this path.

#### **Find it here:**

<http://freespace.io/toolkit/>

### **Project for Public Spaces Power of 10:**

The Power of 10+ is a concept Project for Public Spaces developed to evaluate and facilitate Placemaking at multiple city scales.

#### **Find it here:**

<https://www.pps.org/article/the-power-of-10>

# Bow Market



## Location

Somerville, MA

### Reclaiming Spaces for

**People:** The structure that houses Bow Market is a structure originally built in 1920 as a parking garage. Bow Market has reclaimed it for people. Garage spaces have been transformed into storefronts for small business owners and start ups. The bow market is a hub for the area's most creative and collaborative businesses.

Other spaces in the building have been activated as public spaces for gatherings and celebration.



Example of activation of large vacant spaces, Source: <https://www.bowmarketsomerville.com/>



Example of activation of large vacant spaces in winter, Source: <https://www.bowmarketsomerville.com/>



# Popportunity



## Location

Cambridge, MA

Popportunity is an economic development initiative developed by Flagg Street Studio in partnership with the Central Square BID. The goal is to provide opportunity for the next generation of shop owners in Central Square. Much like Gloucester, Central Square values the equity and inclusion and celebrates the small business entrepreneur. Popportunity is located in a public parking lot that was provided by the City of Cambridge during the pandemic and transformed into Starlight Square by the BID for outdoor cultural and community programming, arts and pop-up outdoor retail. Micro businesses apply and are offered the opportunity to participate in Entrepreneurship cohorts. The BID provides each vendor a Popportunity - Pop-Mini 5"x8"x.5" uBox, LED track light with three heads, duplex outlet, combination lock and mandatory safety signage. The expectation is that the uBox is returned in the same condition as received. The application process is simple and accessible. The BID manages the Pop-Up market. Starlight and Popportunity have proven to be so successful that the City has decided to extend Starlight Square for next season and celebration.



Vendors at subdivided space, Source: <https://www.starlightsquare.org/popportunity>

# Parking Analysis

Category	 Public Realm
Location	Main Street
Origin	Stakeholder Meetings, Focus Groups, Conversations with the Greater Cape Ann the Greater Cape Ann Chamber of Commerce, Gloucester Merchants Association, Discover Gloucester, LRRP Advisory Board, Business Survey
Budget	 MEDIUM
Timeframe	 SHORT
Risk	 MEDIUM
Key Performance Indicators	Increased parking availability , increased sales and meals tax revenues, customer and visitor satisfaction surveys
Partners & Resources	DPW, police, permitting and planning departments, Chamber, Discover Gloucester, Gloucester Merchants Association.



Street Parking on East Main Street, Source: City of Gloucester

## Budget & Sources of Funding:

The budget is expected to be between \$50-200k

### Funding Sources:

- MassDevelopment Commonwealth Places
- DHCD Massachusetts Downtown Initiative
- City funding
- Upcoming CARES Act disbursements from the State of MA
- Upcoming ARPA grants

## Risks:

There are a range of opinions on how to approach parking availability, access, and management in Gloucester. Building support for proposed changes brought about by COVID-19 and potential development, as well as necessary changes to regulations, equipment, signage, marketing and management, will require coordination and buy-in by elected officials, business community and consumers.

Key considerations include:

- How to leverage existing parking equipment and infrastructure that has recently been purchased/installed by the City.
- Develop City support for parking recommendations and implementation.
- Establish sufficient City capacity to administer/ operate a parking system.
- Secure business support for recommendations.
- Identifying funding for study and implementation of recommendations.
- Determine permanent management and operations practices.

## Timeframe: 10 – 12 months

Downtown wayfinding could be implemented in less than a year.

- Planning (3 months)
- Design (6 months)
- Bidding (3-6 months)
- Construction (12-18 months)

## Action Item:

This project will build on past efforts to develop a parking use, needs, and management analysis for the district. The project will require a parking study that recommends a parking management program the City, and its partners, can implement. The study should carefully evaluate parking patterns, regulatory controls, enforcement protocols, off-street regulations, future development impacts, and local administrative capacity. It should include outreach to City and private stakeholders, residents, tourists, landowners, merchants, and other key users of the Downtown parking system. The preferred program should address on-and off-street policy, management, controls, regulations, and other strategies in a phased approach.

Key actions include:

- Update inventory analysis and mapping.
- Use analysis.
- Operations, management and administrative review.
- Incorporate recently installed new parking kiosks, parking app and other infrastructure into planned equipment needs.
- Regulatory changes.
- Management recommendations.
- Marketing, information, and wayfinding improvements.
- Plan for any needed additional investments in other equipment and infrastructure.



## Covid-19 Impact:

COVID-19 has increased the negative perception of parking availability in downtown, particularly on Main Street. While ample available supply exists within a short walk of downtown, prime front-door spaces along Main and Rogers Streets experience higher occupancy, contributing to negative perceptions about the availability of parking in Downtown. This is especially true when available spaces are not well-known, advertised, or incentivized. The perception of a lack of parking availability is constraining the growth of merchant revenues and discouraging the return of customers and visitors to the downtown.



Private parking area on Roger Street , Source: City of Gloucester



Public parking area on Roger Street , Source: City of Gloucester

## Key Components of a Parking Plan



### Parking Inventory Analysis

- Mappable database
- On-street regulations
- Off-street restrictions
- Public & privately owned spaces



### Parking Demand Analysis

- Counting all cars across multiple hours
- "Typical" conditions
- Weekdays & weekends
- Utilization numbers and percentages



### Operational & Financial Management Analysis

- Enforcement & hours
- Violations schedule & collections rate
- Meter/facility revenues
- Debt service, parking fund, maintenance costs



### Parking Demand & Zoning Analysis

- Land use projections
- Assess parking requirements
- Peer & national standards reviews
- Forecast demand based on existing demand patterns



### Public Engagement Process

- Key stakeholders
- Public surveys
- In-person workshops
- Language considerations



### Strategies & Recommendations

- Operations/management
- Policy/zoning
- Supply & access
- Customer information



### Final Plan

- Clear data & maps
- Actionable recommendations
- Responsible parties
- Projections



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## Action Items:

- **Define study area:** Determine boundary for data collection. City should include primary public parking areas associated with commercial activity and extend a block beyond the limit of associated activity to determine if spill-over parking exists.
- **Identify a working group:** An oversight committee composed of municipal staff, volunteer board members, the business community, merchants and residents are recommended to define study goals, focus analysis, support outreach activities, and review recommendations.
- **Collect available data:** Amassing information about parking activity, parking demand, land uses, multi-modal conditions, etc. in advance of beginning a study will help reduce costs by more clearly defining the need.
- **Scope study:** A study sufficient to understand supply, demand and the regulatory, land use and network factors influence parking patterns should include the following steps (outlined in greater detail separately):
  - Detailed parking inventory
  - Parking activity analysis
  - Operational & financial management analysis
  - Parking demand & zoning analysis
  - Public engagement process
  - Strategies & recommendations
  - Final plan
- **Identify study lead:** Best practice is to hire as an outside, objective and professional resource, a parking study can be assisted by the municipality or a local organization if objectivity and sufficient capacity is available.
- **Study advertising & initiation:** For consultant studies, an RFP with the recommended scope should be prepared and advertised, followed by an approved selection process. The start of a study should be advertised and promoted to get broad input, especially if public surveys, interviews, etc. are expected.
- **Working group engagement and finding a champion:** An active working group representing the full array of parking interests is recommended to participate throughout the study and to provide continuity after the study is complete. Ideally a champion(s) can be found to guide implementation of recommendations and report back to working group members.
- **Study outcomes:** A variety of outcomes may help Downtown Gloucester address its parking issues, all of which may be on the agenda for a committed champion. These may include:
  - Changes to on-street regulations, such as adjusting/removing time-limits, adjusting span of regulation/pricing, or changes to pricing.
  - Wayfinding improvements, including static and electronic signs, as well as online mapping for lots, walkways, remote parking, and short- & long-term options.
  - Parking permit changes, including modifications to on- and off-street residential programs, employee permits, and commuter parking.
  - Supply enhancements, new on-street spaces, lot reconfigurations, and potential public private partnerships.
  - Enforcement changes, including adjustment of hours, routes, staffing, handheld technologies, and protocols.
  - Optimize use of existing payment technologies, including pay-by-cell, kiosks, smart meters, reservation systems, parking gates, and more.
  - Demand management solutions, such as parking cash-out programs, market-rate parking pricing, transit & bike share subsidies, traveler information programs, etc.
  - Parking access solutions, such as improvements to sidewalks, crosswalks, lighting, landscaping, security features, etc.
  - Parking design improvements, such as landscaping, screening, garage fenestration, walkways, plantings, green infrastructure, and more.

# Parking Management Analysis



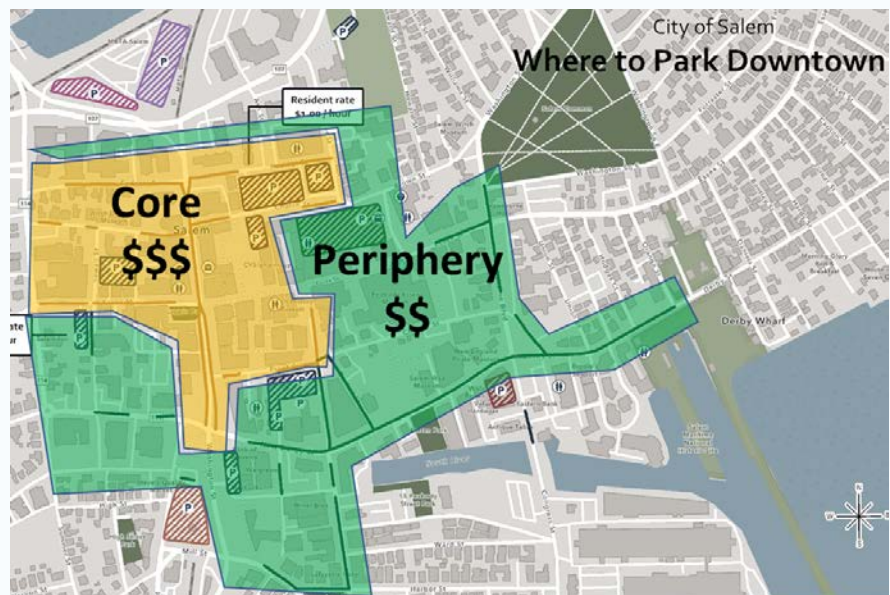
Location

Salem, MA

**Thinking About Parking:** Most municipalities do not have a comprehensive or current understanding of what parking exists in their communities, how it is managed including regulations such as time limits and price, and how it is used by residents, employees, and visitors.

A parking plan helps to support community goals and ongoing planning efforts by addressing parking access to key destinations, downtowns, residences, public facilities, places of employment, etc. It should also provide an objective perspective on parking demand in a given area, understand public feedback on parking conditions, and develop parking policy, management and supply solutions to address identified problems.

The best parking plans begin with a thorough analysis of existing conditions, management practices and associated policies. In Salem prices tiered by location relative to the core create availability in key locations and options for all users – pay a little more to go directly to your destination - pay a little less outside of the core and stay longer.



*Salem MA Parking Management Map, Source: Stantec*

# Parking Utilization and Needs Analysis

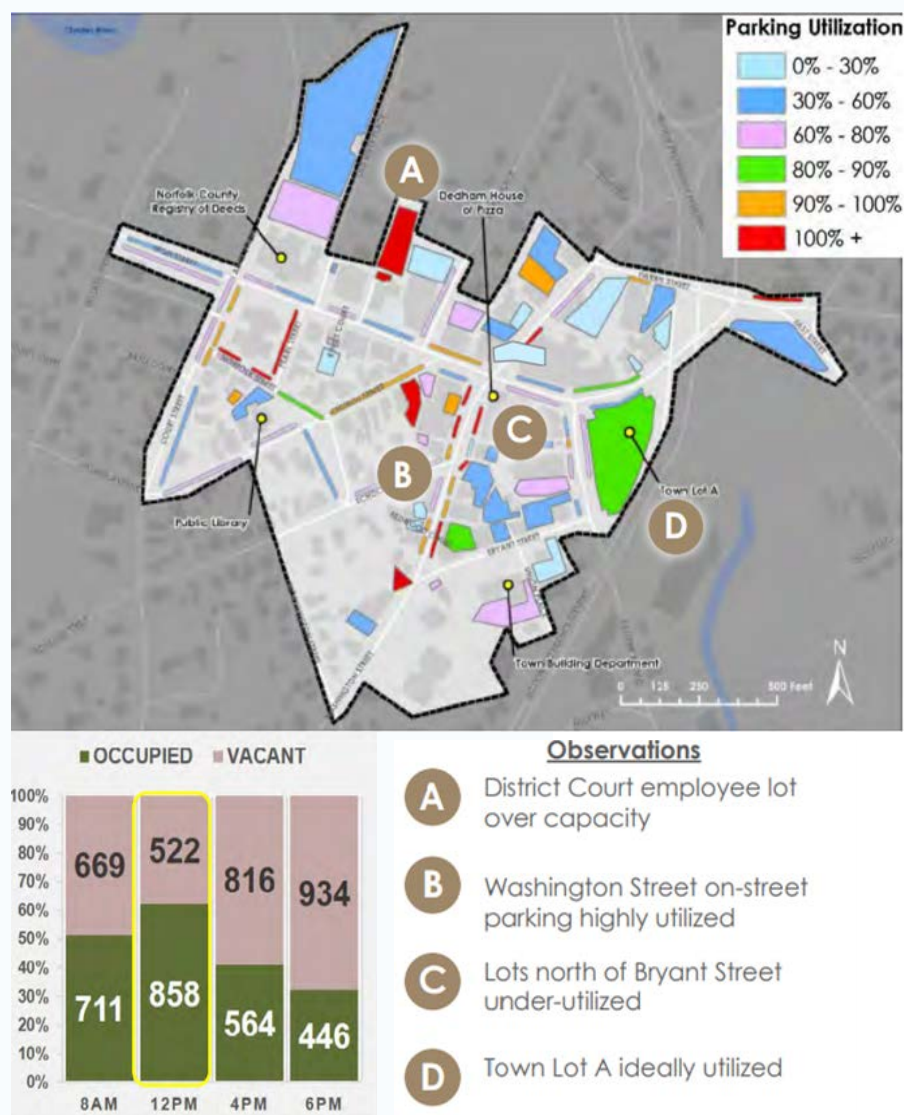


Location

Dedham, MA

**Quantifying the Problem:** In Dedham, Stantec worked with the community to develop a parking plan that quantifies parking demand in a commercial core/downtown.

They identified public and private parking facilities that reflect high demand and target underutilized facilities that have additional capacity, particularly during peak weekday and weekend periods



More info: <https://www.parkbeverly.com/visitors>



# Block Party 2.0

Category	 Cultural/Arts
Location	Main Street
Origin	Stakeholder Meetings, Focus Groups, Conversations with the Greater Cape Ann the Greater Cape Ann Chamber of Commerce, Gloucester Merchants Association, Discover Gloucester, LRRP Advisory Board, Business Survey
Budget	 LOW
Timeframe	 SHORT
Risk	 LOW
Key Performance Indicators	Attendance at Block Party, attendee surveys, retail, and restaurant sales
Partners & Resources	Discover Gloucester, City of Gloucester, the Greater Cape Ann Chamber of Commerce, Artists, Gloucester Public Schools / Library, Gloucester Historic Museum, and Gloucester Businesses



Street Entertainers on Main Street, Source: City of Gloucester



## Budget & Sources of Funding:

### Budget:

The total budget is expected to be \$50,000 however this does not include in-kind services. It is assumed the City of Gloucester will provide in-kind services to support the Block party 2.0

### Risks:

The previous Gloucester Block Parties have been popular with residents and businesses alike. Block parties are very labor intensive and require upfront organizational work, volunteers, program participants and municipal department support. Property owner support for the event is required.

- City services are required and can be a budget buster if not donated as an in-kind contribution to the Block Party.
- Coordination with the City for permitting logistics required.
- Need to recruit partnering organizations.
- Need to recruit food vendors or restaurant participation.
- Need to recruit and engage the creative community.
- Fundraising required.
- Health and safety considerations may be required due to continuing COVID-19 mitigation.

## Timeframe: 5 – 8 months

Planning and execution will be less than 1 year.

- Phase 1: Recruit steering committee, partners, lead organization - (2 months)
- Phase 2: Planning Block Party elements (6 months)
- Phase 3: Site design, permitting (3 months)
- Phase 4: Implementation / event management (1 week)
- Phase 5: Metrics, post event evaluation and summary (1 month)

## Partners & Resources:

### Key partners and resources include:

- Discover Gloucester
- The Greater Cape Ann Chamber of Commerce
- Arts organizations
- Artists
- Gloucester Public Schools
- Sawyer Free Library
- Gloucester Historic Museum
- Gloucester businesses and restaurants
- Innovate Gloucester
- Local service clubs (Rotary, Elks, VFW)



*Block Parties have been a historically popular attraction, with district management events like this could happen more regularly, Source: City of Gloucester*

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## COVID-19 Impacts:

Main Street block parties are a popular seasonal event series during the summer in Downtown Gloucester. In 2020, COVID-19 forced the cancellation of all Block Parties after the first two. In 2021 the City offered a scaled down version of the monthly event during July, August and September, which proved to be less popular. The City would like to bring back the Block Party 2.0 with the goal of encouraging people to visit downtown, shop, experience art and culture, dining, and test placemaking concepts that may be employed to help Downtown Gloucester recover from COVID-19 and prepare for the future. The Gloucester Block Party 2.0 will bring together a wide array of partners to produce a bigger, better event series in 2022.



*Block Party advertisement, Source: City of Gloucester*

## Action Items:

Block parties are only limited by the imagination and budget. The block parties can bring together a diverse group of stakeholders from the business community, arts and cultural organizations, volunteer groups and public sector to produce a community gathering in Downtown Gloucester.

The Block Party 2.0 will:

- Bring the community together to celebrate Downtown Gloucester and establish the Downtown as a destination for food, shopping and culture.
- Create a quality event at scale with appropriate permitting and management.
- Demonstrate the power of collaboration.
- Generate foot traffic.

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## Process:

Events require careful planning to maximize the social and economic impact for the community and small businesses. The following covers the major considerations in planning and successfully executing a Block Party event in Downtown Gloucester.

1. Determine Block Party goals - This will help organizers make sure all the efforts of producing the event are directed toward achieving success and decisions are made with the result in mind. Ask three questions:
  1. What is the purpose of the event?
  2. Who is the intended audience?
  3. Who can collaborate to bring resources to the table?
2. Convene all organizations early in the planning process. Involving all possible partners from the beginning will ensure engagement, resources, volunteers, and creativity.
3. Consider date, season, time of day and duration to avoid conflicts with holidays and other major events happening in the area.
4. The Nuts and Bolts of the City approval process - Identify all necessary permits, licenses, and approvals - work closely with the City to identify lead time, approval processes and planning considerations. A Block Party event may require many permits (or none) depending on the scale and location of activities.

The City of Gloucester may take the following steps to facilitate the process:

- Identify an event liaison to assist in the process.
- Create an online application process.
- Create a Special Events Planning Handbook for event organizers that spells out the following:
  - ❖ Rules and regulations for event site plans
  - ❖ Permits: Special permits, parks, street closure, fire, food, electrical, dumpster, building, propane, vendors, sound, parade, road races, plumbing, portapotty, etc.
  - ❖ Licenses: entertainment, liquor, ADA and other requirements

5. Create a detailed site plan - Create a site plan to identify locations of all vendors, services, stages, seating, and activities associated with the Block Party.
6. Identify what materials or equipment are needed - Try to get these sponsored, donated or borrowed. A Block Party may need tents, tables, and chairs, staging, fencing, signage, sound equipment or a host of other things depending on the program. Many Block Parties are experimenting with "tactical urbanism" and will use things that are inexpensive, temporary, and easy to move, store and borrow. For all temporary activities, materials tend to be lightweight, foldable, stackable, and easy to move around.
7. Consider what utilities will be needed. Identify if the Block Party needs electrical, water, data, or other service. Identify if a nearby property owner may be willing to provide.
8. Prepare a realistic budget - Budgets are important and are tied to plans or goals. Prepare a budget sheet that shows expense and revenue items that apply to each event or activity. The budget identifies all the materials and construction the event will require.
9. Identify potential sponsors or donors - Armed with a budget and materials list, organizers can solicit donated items, trades for sponsorship and other support. Block Parties lend themselves to sponsorships like media, beverage distributors, vendors, banks, and other stakeholders. Build a sponsorship booklet to promote opportunities like main stage, performances, beer garden, children's programming. Identify grants and foundation support tied to various programming.
10. Create marketing materials and promote the event through various channels.

11. Create a marketing plan to get the word out and invite people to come.
12. Create a "pitch" and provide visuals. Use a professional designer to create a visual image of the Block Party 2.0 that is impactful, simple and conveys what is happening. This image will be carried through your signage, marketing, and promotional materials.
13. Market online - Get the event on all calendars, partnering organizations, City Website, business websites, Discover Gloucester, the Greater Cape Ann Chamber of Commerce and cultural organization sites.
14. Partner with local businesses to help promote to customers.
15. Create a promotional schedule that outlines dates, cost, and type of media promotions. Marketing should include different channels:
16. Print media - articles (artist features, food, performances), calendar listings, advertisements, PSA
17. Posters - areas businesses and organizations
18. Flyers - email distributions, handouts in stores etc.
19. Websites - the Greater Cape Ann Chamber of Commerce Discover Gloucester, businesses, City of Gloucester and other partnering organizations
20. Social media - Instagram, twitter, Facebook. Social media could be designed to align with the look and feel of the Block Party event. Create # hashtags, live tweet, host a pre-event contest, encourage Instagram-able moments posts.
21. Attendee information collection and post event debrief - Collect information on attendees during the event through raffles, idea walls, or surveys. After the event, do an immediate debrief with partners, City and businesses to get feedback, and make improvements.

Be Creative! - Think about aligning events to match the goals of the Block Party. There is no limit to the kind and variety of events that could bring people downtown, create a great space, create an enriching artistic or cultural experience, celebrate community, try a new food or drink, shop for a handmade treasure! Try to create opportunities for all demographics from families with kids, seniors, and young singles.

### Some Inspiration:

MineCraft competitions to redesign a public space	Large scale games
Crosswalk art competitions	Beer gardens
Outdoor movies	Music, Music, Music
Cooking demonstrations	Maker Carts .
Dance performances	Mural creations
Dance parties	Food trucks
Dog shows	Storytelling / Fish Adventures
Large Scale Puppetry	Wicked tuna



# Berkshire Busk!



CULTURAL/  
ARTS

## Location

Berkshire, MA

**Brining Activity to the Streets:** Berkshire Busk! brings a range of street performers to the downtown area every Friday and Saturday night during the summer. Performers add a lively feel to the streets of downtown all summer!



*Berkshire Buskers, Source: <https://www.berkshirebusk.com/>*



*Berkshire Buskers, Source: <https://www.berkshirebusk.com/>*

# Downtown Gateway Design

Category	 Cultural/Arts
Location	Downtown Gloucester Entrance Points
Origin	Stakeholder Meetings, Focus Groups, Conversations with the Greater Cape Ann the Greater Cape Ann Chamber of Commerce, Gloucester Merchants Association, Discover Gloucester, LRRP Advisory Board, Business Survey
Budget	 LOW
Timeframe	 SHORT
Risk	 MEDIUM
Key Performance Indicators	Increased local and visitor customers to support Downtown businesses, sales and meals taxes, community support, customer and business satisfaction
Partners & Resources	City of Gloucester, the Greater Cape Ann Chamber of Commerce, Property Owners, Gloucester Merchants Association, the Arts and Cultural Community, Discover Gloucester, Rogers Street and Waterfront Businesses.



Entrance to Main Street, Source: City of Gloucester

## Budget & Sources of Funding:

### Budget:

Gateway competition and award: Under 50kHigh

Design Development and Installation: \$200K+  
Prices may vary for implementation depending on materials, complexity, and number of installations.

### Funding sources:

- MassDevelopment TDI Creative Catalyst or Commonwealth Places grants
- DHCD MDI or Community Development Block grants
- Upcoming ARPA programs
- MCC
- Barr Foundation
- Sponsors.

## Risks:

The opportunity to build consensus around a gateway design to direct customers and visitors to Downtown Gloucester will require creativity, consensus building and support:

### Risks:

- Developing City staff support and coordinating with various City departments for design approval and implementation.
- Reaching consensus with business/ visitor attraction entities on design and location of Gateways.
- Identifying funding for implementation and design competition.
- Identifying management for the competition process.
- Sufficient artist participation to ensure a quality design.
- Developing an artistic design that is sustainable, impactful and contributes to the overall district brand for Downtown Gloucester.

## Timeframe: 10 – 12 months

The project could be completed in less than 12 months.

## COVID-19 Impacts:

This project will outline a design competition to engage artists and designers in creating a concept for gateways for Downtown Gloucester. The gateways will complement other wayfinding signage and Downtown marketing efforts. The gateways will signal to visitors and residents that they have arrived at a special destination and welcome them to restaurants, dining, cultural institutions, and retail while supporting a district brand for Downtown Gloucester.

COVID-19 highlighted the importance of visitors to Downtown Gloucester to support businesses, cultural attractions, and dining. Post COVID-19 recovery feedback from Discover Gloucester, hotels, business surveys and focus groups has identified the need to welcome visitors back to Gloucester, help new visitors find local retail, dining, and attractions, and remind locals that their Downtown is its own unique place. Main Street businesses cited the need to reinforce Downtown Gloucester as a destination and not a pass-through route to and from the beach. Gateways can help make that statement.

Creating significant gateways will require careful planning, engineering, funding, and approvals. This may take several years to complete. Gateways are created for specific districts of towns and cities. Examples include Boston's Audubon Circle Flying Birds, Mattapan Center's Columns and Boston's Theatre District Gateway, Providence's Federal Hill Gateway and Portsmouth, NH's Proscenium Arch for a theatre district, etc. Each gateway signals to the visitor that they have arrived at a specific place.

Design competitions come in a variety of open and invited forms and formats, and a carefully designed process will help ensure artist participation and quality.



## Action Items:

It is recommended that the City execute a Gateway Design Competition. A design competition is a vehicle for entrants to create a design solution for gateways to Downtown Gloucester. The competition will enable the City to select the best design and qualified designer for the project. The project will be a juried competition and awards will be made based on objective and subjective evaluations based on the criteria established by the committee. Key actions include:

- Develop a design competition working group, composed of key arts organizations, City departments, Discover Gloucester, artists and other stakeholders with the design and technical expertise to review artist submissions.
- Develop key potential gateway locations and any significant issues relevant to the location such as ownership, topography, or other site constraints.
- Collaborating with a consultant or lead organization, identify overall goals of the project and criteria for the competition.
- Develop a design competition process to engage artists and designers.
- Identify funding.
- Promote the process.



*Entrance to Main Street is easily missed at Tally's Corner, Source: City of Gloucester*



*Joan of Arc Statue could function more prominently as a marking point for the beginning of downtown if the connection is made clearer visually , Source: City of Gloucester*



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## Process:

1. **Determine Organization (City or other entity) to Chair the Design Competition**
2. **Define Goals of the Competition:** The working group and City will establish goals of the Gateway Competition. These could include:
  - Establish Timeline – develop a schedule with critical milestones and deadlines to allow for planning, marketing, and executing the competition.
  - Establish intended audiences
  - Advance diversity
  - Encourage local artists, designers
  - Encourage sustainable solutions
  - Identification of destinations for gateways
  - Familiarization with wayfinding needs and alignment with other wayfinding and branding projects
  - Develop a target budget
  - Identify applicable code requirements
3. **Define Audience for the Competition:** Define the audience that may participate in the competition. The audience and scope of the competition may have an impact on budget. The scope of the audience might include:
  - National, regional, and local artists, professional designers, students, or interdisciplinary submissions
  - Ensure cultural equity.
  - Respect artists intellectual property. Governments may reserve a royalty free, nonexclusive, and irrevocable right to reproduce, publish and otherwise use, and authorize others to use any artwork /deliverables developed under grant agreements with attribution to the artist.
4. **Number and Type of Entries:** Consider the implications of the number and types of entries that will be accepted. Defining the number and types of entries will allow for a focused jury process but may limit the quality and quantity of entries.
5. **Develop Competition Budget:** Define expenses that will be covered under the competition including staff/ consulting time, travel and honorariums for jurors, rental space and other jury meeting expenses, marketing and publiCity and awards to winners.
6. Determine what support is available as in-kind contributions.
7. Consider sponsorships or grant support to help fund the competition.
8. If the City of Gloucester is awarding the design competition, it will be necessary to contract with artists using 30B, section 2[1]. The City may, as a public procurement, enter into a grant agreement with an individual to “carry out a public purpose”. MAPC has established guidelines for municipalities for contracting with artists.
9. **Develop Competition Program -** The competition program will clearly state the goals and entry requirement for the competition. The program will also set the context for the project and highlight any special considerations entrants should be aware of in preparing their submission (for example, sustainability and maintenance of gateways). It is important to clearly identify information about the entry that will give the jury a complete understanding of the submission to evaluate the merit of the entry and compare it against other entries. The program will identify what elements will be required in the submission.
  - Issues to be included in the program may include:
  - Program brief
  - Site map
  - Scale of entry materials
  - Photos of existing or surrounding context
  - Background on the competition/ LRRP project
  - Other related projects.

All pertinent information to be included in the entry should be stated in the program including contact information, supporting documentations, websites, other projects examples etc.

## Process:

### 10. Establish Competition Entry Rules and Guidelines - Items to consider include:

- Eligibility
- Regulations
- Format (hard copy or electronic submissions)
- Deadlines
- Overall competition schedule
- Resources (physical or access to) that entrants should utilize as part of the competition.
- Format of entry - standard size portfolio, high quality photos or electronic images and supporting text. Limit number of pages or boards and define size of entry. If running an electronic competition, state file type and size requirements.
- Number of copies (for jurors). If the competition is a blind jury process, request no identifying feature of the firm or designer to be located on front of entry.
- Establish a coordinator for logging entries, checking compliance with guidelines, and developing a system to endure blind review.

### 11. Develop and Coordinate Jury/ Judging Panel and Process - Develop a jury composed of an inclusive mix of individuals with a technical, design, political and artistic perspective to accomplish the goals of the competition. The credibility and level of professionalism associated with the competition will be increased using respected individuals or firms with direct experience under consideration in the competition.

Invite Jury Members/ select chair. The chair will ensure a fair and orderly process, navigate disagreements about entry selections, and ensure entry requirements are met / or removal of ineligible entrants/ or conflicts of interest.

- Establish rules for the jury to follow when making award selections.
- Determine if jurors will meet in person or electronically to review submissions.
- Create a structured process for review and final entry section.
- Create a scoring sheet, voting or debate methods for evaluating entries.
- Record jury comments for communication with entrants, promotional materials etc. that are developed for competition results.

### 12. Establish Marketing/ PubliCity Schedule – Develop a marketing and public relations strategy at outset of the competition to ensure exposure for the competition.

- Develop a schedule of marketing, emails, direct mail press contacts and other publiCity to be coordinated throughout the process.
- Capture key elements of competition for future publiCity.

### 13. Develop And Establish Awards Structure - Establish an awards structure for the competition. This may include monetary awards, certificates, or trophies. Additional considerations:

- Establish a method for tie breakers
- Establish levels of awards
- Consider an awards ceremony




## Resources:

**Handbook for Architectural Design Competitions by the American Institute for Architects**

**Best Practice: Contracting with Artists provided by MAPC**

**Whole Building Design Guide: Running a Design Competition .**

# Rogers Street Activation and Connections

Category	 Public Realm
Location	Rogers Street and Connections
Origin	Stakeholder Meetings, Focus Groups, Conversations with the Greater Cape Ann the Greater Cape Ann Chamber of Commerce, Gloucester Merchants Association, Discover Gloucester, LRRP Advisory Board, and Business Survey
Budget	 MEDIUM
Timeframe	 SHORT
Risk	 MEDIUM
Key Performance Indicators	Activation of underutilized ground floor storefront space, improved aesthetics, better connections between the Waterfront and Downtown, increased foot traffic, sales, outdoor dining opportunities, and customer satisfaction
Partners & Resources	City of Gloucester, the Greater Cape Ann Chamber of Commerce, Property Owners, Gloucester Merchants Association, the Arts and Cultural Community, Discover Gloucester, Rogers Street and Waterfront Businesses.



Rogers Street, Source: City of Gloucester

## Budget & Sources of Funding:

### Budget:

Depending on the final scope of work, this project could range from minor improvements costing under \$1M to multiple significant streetscape improvements with cost exceeding several million dollars.

- Smaller, short-term projects may be implemented with a modest budget and may be an opportunity to test streetscape concepts.
- Large full streetscape improvements will require a larger budget and planning process to implement.

### Funding Sources:

- Short-term and modest improvements may be funded through MassDOT Complete Streets or Shared Streets and Spaces programs, MassDevelopment Creative Catalyst or Commonwealth Places programs.
- Longer-term, larger efforts can (or may) be funded through MassWorks, EDA Competitive Tourism or upcoming ARPA programs.
- The City should tie future infrastructure plans to be in the City or utility plans.
- Coordinate streetscape improvements with any other agencies.

## Timeframe: 12 – 36

Long term comprehensive streetscape improvement:

- Community engagement (6 months)
- Utility assessment (6 months)
- Design, approvals, and contractor procurement (6-18 months)
- Construction (18-24 months)

### Risks:

Rogers Street carries local, visitor and commercial traffic through the Downtown area and serves as a transitional street between the Waterfront and Main Street. Improvements to activate underutilized ground floor building space and parking lots facing Rogers Street and streetscape aesthetics will require property owner, business and government support and investment.

- Property owner support for strategy will be required.
- Improvements will need to accommodate fishing related commercial activity, tourist circulation and business operations.
- Constraints due to Designated Port Area (DPA) on Waterfront side of street will need to be taken into account in planning.

Additional funding will be needed for funding

Improvements to buildings on Rogers Street and building facades will require private investment from tenants.

Permitting may be required.

Identify funding for Implementation and Streetscape Improvements.

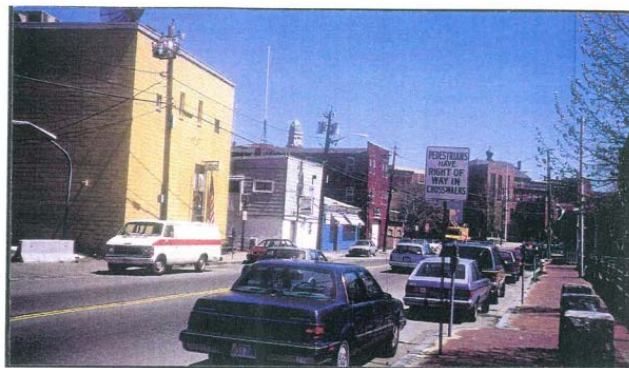


Figure 4.6 View of Rogers Street Looking East - Existing Conditions



Figure 4.7 View of Rogers Street Looking East - Proposed Improvements



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## COVID-19 Impacts:

Rogers Street is a heavily used vehicular entryway to Downtown Gloucester and Waterfront. It is a connector between the Waterfront and Main Street.

The goal for Rogers Street is to be a vibrant invitation to visit Downtown Gloucester and to serve as a connection between the Waterfront and Main Street. The street, though heavily used by commercial, industrial, and private vehicles, needs to be welcoming and crossable for pedestrians. At the same time, the importance of this street as a vehicular corridor, especially for truck traffic, needs to be balanced. This is especially important in the summer when traffic is nearly at a standstill because of increased visitors and pedestrians crossing the street from the Waterfront.

The Rogers Street streetscape lacks tree canopies, seating, pedestrian scaled lighting and other amenities that would enhance the pedestrian experience and provide better, safer connections to Main Street and Waterfront. Additionally, developing a strategy to activate Rogers street- facing retail and other activities will create more economic activity and reasons to visit Downtown Gloucester.

Recent upgrades to the street have improved crosswalks at key intersections, including new paint and flashing pedestrian lights. The City has also enhanced several small connector streets to improve the physical connections and sight lines from the Waterfront to Main Street.

## Action Items:

Improving the physical connections from the Waterfront and Rogers Street could be a series of incremental improvements that will enhance the safety, physical appearance and economic vitality of Rogers Street. Some of these improvements can be made quickly and relatively inexpensively.

Longer term more significant streetscape improvements should be considered.

### Short Term Recommendations:

- Build on work already completed.
- Consolidate and enhance crossing locations.
- Create destinations on the other side of the street.
- Enhance HarborWalk to increase visitor traffic to Main Street.
- Create site activations on the north side of Rogers Street.
- Build support for larger streetscape improvement efforts.

### Long Term Recommendation

Consider a comprehensive streetscape improvement program for Rogers Street. This will include:

- Identifying champions
- Community engagement
- Conceptual design
- Funding recommendations
- Final design
- Construction

## Additional Considerations for Your Design



### Tell a Story

- Focus on the history of the site
- Design around whimsical stories
- Provide a connection to the site
- Inspire 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

- Understand how the surrounding spaces and the project site are currently used
- Ensure non-designers will understand the design
- Promote connectivity between space to retail community
- Plan carefully around other infrastructure improvement needs



### Be Strategic with Streetscapes

- Lessen impacts from passing vehicular traffic
- Provide multimodal options
- Design with accessibility in mind
- Create enhanced connectivity between space & surrounding circulation routes



### Tie it All Together

- Design for flexibility
- Integrate sustainability
- Design with social equity in mind
- Design for year-round use
- Provide amenities



### Measure Success

- Monitor influx of new traffic & visitors (using all modes)
- Document additional businesses
- Collect feedback from business community & business owners

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## Process:

Any enhancements added to Rogers Street should contribute to the overall messaging and branding for Gloucester and the downtown.

### **Consolidate and enhance crossing locations on the South Side of Rogers Street:**

1. Focus crossings on the key connecting points to the waterfront, such as the intersections with the HarborWalk, and planned park and parking locations.
2. Provide a reason to come to a specific location to cross Rogers Street.
3. Enhance the sidewalk zone with vegetation at crossing locations
4. Install pedestrian scale lighting at crosswalks so people feel safe at all times of day.
5. Install shade trees or create shade in other ways , like a small shelter or sunshade.
6. Create a bump out to reduce crossing distance and slow traffic. Pilot a Bump out with temporary low-cost additions like planters, temporary bollards or plywood platforms.
7. Create a pleasant pedestrian environment by using visual cues like planters , signage to lead people to the crosswalks. The crosswalks should feel like a destination point.
8. Connect parks - Focus on starting and ending points for the pedestrian. This strategy will reinforce Rogers Street as a connector instead of a corridor. For example, can Waterfront park be connected to Main Street with a park- like walk connecting the starting and ending points of a journey.
9. Enhance Wayfinding - Advertise and point to Main Street at Crossing locations.
10. Create a significantly sized gateway from Rogers Street into Downtown - Capture the attention of passing vehicular traffic.

### **Create a destination on the north side of Rogers Street:**

1. Identify the key desired pedestrian entry points to Main Street.
2. Add features at key visitor entry points.
3. Focus entry points to line up with south side key pedestrian crossings.

### **Site activations on north side of Rogers Street:**

1. Focus on crossing points where people are coming from Waterfront - Businesses and parking lots should be activated to draw people across the street at crossing points.
2. Give large lots a more human scale. Add elements to bring down the scale of space and soften the hardscape of the lot.
3. Create opportunities for closure - Place seating and activity areas with something behind them (like a tree, building or low wall) and facing outwards to a larger more active area (like a street, pathway etc).
4. Soften grey concrete landscapes - Use murals, plantings, lighting and colorful seating to create softness and interest in grey concrete landscapes.
5. Use light to frame areas of congregation - This strategy could use pools of light to frame locations, inexpensive string lights to add boundaries, direct people, or define a space.
6. Create Gateway experiences - Tie elements of both sides of the street together to create a gateway. Examples:

### Possible Activation Points:



**#1 Person Street Pedestrian Connection**, bounded on left by Stephenson Studio and on the right by 173 Main Street Parking Lot (retaining wall) - Currently pedestrian only received Shared Streets Funds to make small improvements - Across the street from 65 Rogers Street and Harbor Walk



**#2 Porter Street Connection**, bounded on the left by the Pilot House and on the right by Cape Ann Savings Bank Parking Lot - Currently open to car traffic - Across the Street from the Gloucester House and Fisherman's Wharf



**#3 Boynton Way Pedestrian Connection**, Bounded on the left by 18 Rogers and on the right by Castaways Vintage Cafe/ Public Parking Lot

### Turn back door into front door for businesses:

1. If possible, encourage businesses to allow access through the back. If not possible, set up a welcoming backyard with signage to direct people to the front. Businesses will maximize their back door impressions to draw visitors to their business front door. Activations could be playgrounds, beer gardens, art installations etc. Implement "friendly" storefront tactics. For ideas: <http://www.musicantgroup.com/free-ideas.html>
2. To enlist property owners in participating, the following steps will be required:
  - Property owner outreach /education on concept
  - Secure participation of property owner
  - Design activation concept for business
  - Permits and approvals by City departments.
  - Identify possible funding for implementation.

### Use large buildings as a canvas:

1. Collaborate with local artists to create murals on backs of buildings along Rogers Street. Murals are fairly cost effective (cost from \$10-35 per square foot), provide big impact and are easy to maintain. Large murals can be seen from a distance and can draw people to Rogers Street and encourage the connection to Main Street.



JEKS golden lobster mural – view from Rogers Street, Source: MA Housing Partnership



## Process:

Long Term - Comprehensive Streetscape Improvement Planning Process:

1. Identify project lead/sponsor and institutional partners: Preliminarily, the project will require coordination with City Department heads to build consensus around purpose and need.
2. Develop & begin community engagement plan (continuous through all steps below).
3. Project scoping / define success and key performance metrics.
4. Confirm project delivery method.
5. Advertise for design consultant.
6. Consultant selection.
7. Project kick-off.
8. Commence with site evaluation, analysis, survey and mapping.
9. Conceptual Design w/ Opinion of Probable Construction Cost (OPCC).
10. Schematic Design w/ OPCC update
11. Funding recommendations.
12. Preliminary design w/ OPCC update.
13. Maintenance and Protection of Traffic (MPT) design.
14. Permits and approvals.
15. Detailed Design (90%, 100% and conformance documents for bidding) w/ OPCC at each stage.
16. Establish and confirm final construction budget.
17. Confirm funding.
18. Contractor procurement and award (allow 2-4 months).
19. Determine need for full-time on-site construction inspection and/or project clerk representing sponsors.
20. Construction (Construction Administration by sponsor representative)
21. Project punch list and closeout
22. Assess project results against performance metrics established at scoping.
23. Enforce material and landscape warranty period established in project specifications and agreed to by selected contractor during procurement and contract award.

## Additional Considerations for Your Design



### Tell a Story

- Focus on the history of the site
- Design around whimsical stories
- Provide a connection to the site
- Inspire creativity to create a sense of place



### Engage the Community

- Hold focus groups to understand needs
- Show precedent examples to spur ideas
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- Understand how the surrounding spaces and the project site are currently used
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### Be Strategic with Streetscapes

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- Design for flexibility
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- Provide amenities



### Measure Success

- Monitor influx of new traffic & visitors (using all modes)
- Document additional businesses
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# Appendix

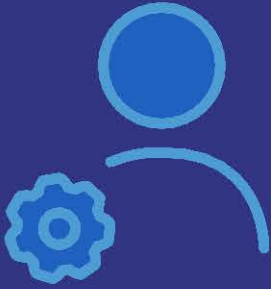
Rapid Recovery Plan

# Outdoor Dining/Retail Community Toolkit

*A guide for communities seeking to assist business owners  
in creating outdoor dining and retail options*



**September 2021**



## ADMIN CAPACITY

# Best Practice Compendium

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Admin Capacity v1.2  
August 30, 2021







**PRIVATE  
REALM**

# Best Practice Compendium

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Private Realm v1.2  
August 30, 2021



*Brew Bar*  
COFFEE ROASTERS



**PUBLIC  
REALM**

# Best Practice Compendium

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Public Realm v1.0  
June 01, 2021





## REVENUE & SALES

# Best Practice Compendium

Revenue & Sales v1.0  
June 01, 2021





## CULTURAL/ ARTS

# Best Practice Compendium

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Cultural/ Arts v1.0  
June 01, 2021







## TENANT MIX

# Best Practice Compendium

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Tenant Mix v1.0  
June 01, 2021



# Parking Plan Guide

*Mobility SME Toolkit*



# Public Realm Design Plan Guide

*Mobility SME Toolkit*



# Welcome

Gloucester, 2021 LRRP Data Analysis and Discussion





This report provides the results of a business survey conducted during March and April of 2021. The survey is part of a program launched by the Massachusetts Department of Housing and Community Development to help communities develop Rapid Recovery Plans for downtowns and commercial districts. The survey was directed to owners or other appropriate representatives of business establishments located in the targeted commercial areas. (For Data Tables, see page 9.)

## Gloucester

Downtown Gloucester

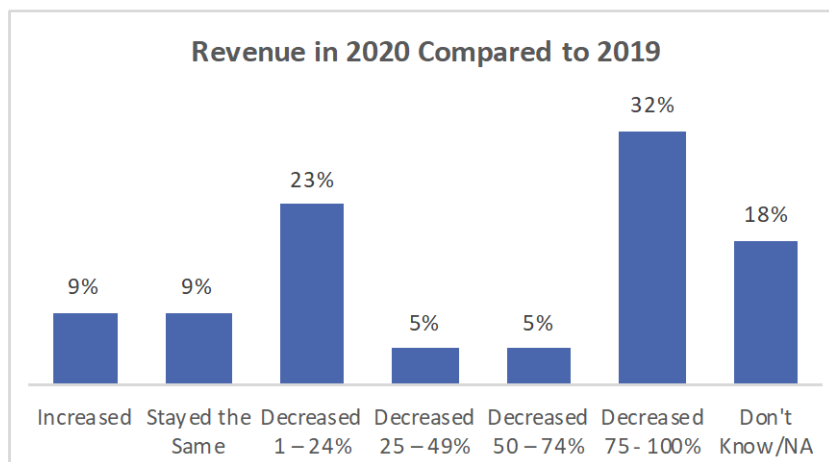
Responses: 22

### Impacts of COVID-19

#### Decline in Business Revenue

65% of businesses generated less revenue in 2020 than they did in 2019.

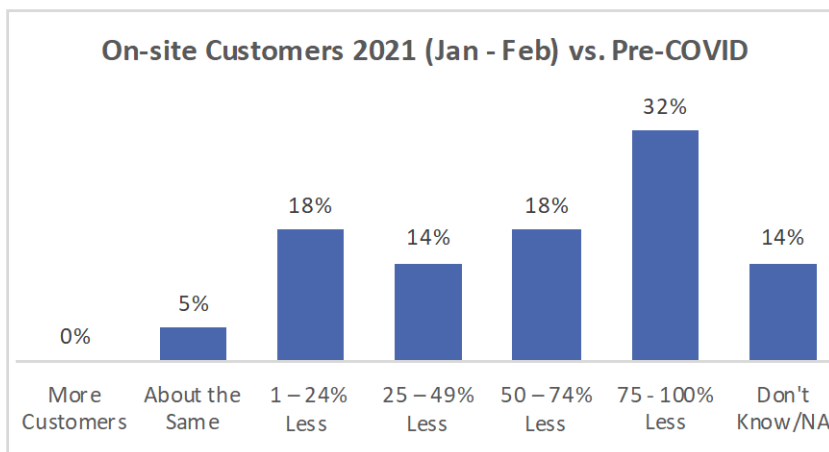
For 42% of businesses, revenue declined by 25% or more.



#### Less Foot Traffic in Commercial Area

82% of businesses had less on-site customers in January and February of 2021 than before COVID.

64% of businesses reported a reduction in on-site customers of 25% or more.





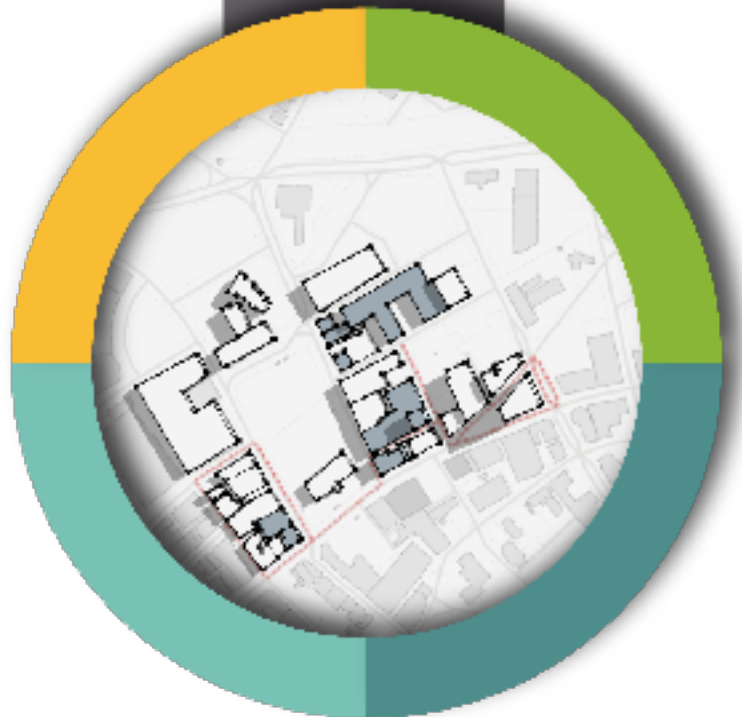


**BID**

MASSACHUSETTS BUSINESS IMPROVEMENT DISTRICTS  
A Guide for Establishing BIDS



# **Downtown District and Theater District Ground Floor Uses Activation Kit Worcester, MA**



JULY 2016