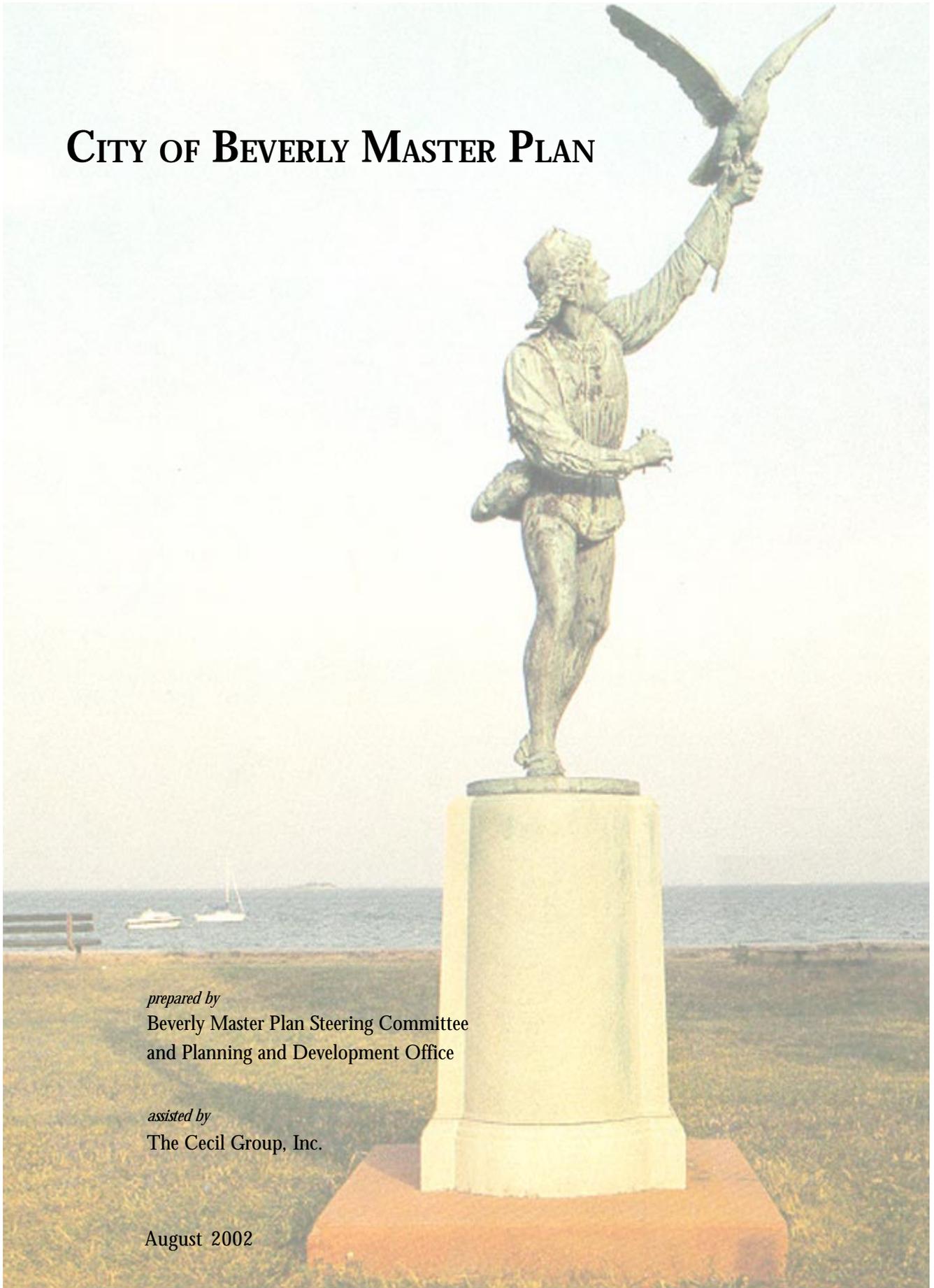


CITY OF BEVERLY MASTER PLAN



prepared by
Beverly Master Plan Steering Committee
and Planning and Development Office

assisted by
The Cecil Group, Inc.

August 2002

City of Beverly Master Plan

Prepared for:

The City of Beverly, Massachusetts
Master Plan Steering Committee
Beverly Planning and Development Department

Assisted by

The Cecil Group, Inc.

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Foreword

Hundreds of interested Beverly residents and political and community leaders were involved in the master planning for Beverly. First during the Vision, Goals and Objectives process, and later in the four Alternatives Workshops held to further this process by refining the vision and create this master plan. Their efforts are greatly appreciated.

INTRODUCTION

To help complete the master planning process, the City took two actions. A Steering Committee made up of citizens from various segments of the City was formed to help provide support and assistance in completing the plan. And, a group of planning consultants led by the Cecil Group, Inc. was engaged to assist and facilitate the process of planning, provide the necessary supporting documentation, and prepare this report to guide the decision-makers.

This is the Beverly Master Plan. It was created through an extensive public process and with the assistance of many committed individuals and groups. The document establishes a common ground for acting on the highest ideals of the city and the desires of its citizenry. By acting on the plan's recommendations, the City will create a community with a high quality of life over the long term.

The Master Plan is divided into four parts:

1. Vision, Goals and Objectives: *The Perspective*, sets the stage and lays out the key ideas. These are the written translations of the aspirations voiced by the citizens participating in the process.
2. Discussion of Alternatives: *The Process*, is an introduction to and description of how the third part was developed. The use of Alternatives allowed the residents to realize the implications of certain actions and to set a more definitive direction for the plan.
3. The Master Plan: *The Proposal*, is what the city desires for its future. By listing the component programs and products, the plan defines the city's future condition.
4. Implementation: *The Plan of Action*, shows how the city will achieve this comprehensive master plan proposal.

Thank you for your interest in planning for Beverly's next few years. Look forward and see that with the close collaboration and participation of you and your neighbors, the best of Beverly will be part of our very near future.

VISION, GOALS AND OBJECTIVES: *THE PERSPECTIVE*

1. Developing a Vision, Goals and Objectives as a Process

Goals and objectives developed through master planning are a result of a defined process that simultaneously narrows the focus and considers a broader view. The process starts with accumulation of the widest range of ideas and thoughts about what is good and will always be great about Beverly, gleaned from the widest possible cross-section of the populace. Then these thoughts are synthesized into the key ideas the city wants to accomplish over the long term. This winnowing process allows residents to consider the implications of their broad ideals and to further clarify and sharpen their most important issues. This process creates two products, the Community Vision and the Goals and Objectives.

Similar to an 'executive summary', the Community Vision highlights the guiding principles which direct all other aspects of the master plan. The more specific Goals and Objectives are examined within the context of four broad categories. The categories are Transportation and Infrastructure, Diversity of Housing, Economic Development, and Open Space and Residential Development. The Goals and Objectives add further detail and direction to this vision, which eventually lead to the actions listed in the implementation plan.

The following Community Vision and subsequent Goals and Objectives were established for the Beverly Master Plan. The Goals and Objectives have been broken down into four categories connected to the key areas for consideration in the plan; Transportation and Infrastructure, Diversity of Housing, Economic Development, and Open Space and Residential Development.

2. Overall Community Vision

The City of Beverly will continue to be a diverse and vital community whose quality of life includes access to education and to economic and recreational resources, preservation of the City's heritage, conservation of natural resources, and a strong community character protected for Beverly's present and future generations.

To focus the efforts and actions subsequent to the visioning process, ten Guiding Principles were established. The Guiding Principles start with the concepts necessary to protect and promote the City's natural resources, to focus on our community of citizens, and to suggest how the proper utilization of both natural and human resources can result in the enrichment of the community.

The Guiding Principles

1. Develop fully protective strategies and actively participate in the management of all of the City's water resources to ensure a long term, safe and adequate supply of water and a clean environment;
2. Recognize and enhance the City's cultural and historical assets as a means to retain a unique identity, respect the past, and enrich the present;
3. Provide enjoyable open space through active maintenance of existing facilities in conjunction with new improvements and strategic acquisitions;

-
4. Protect the City's marine and waterfront resources while providing expanded public access by promoting new mixed use development and waterside recreational facilities;
 5. Maintain a diverse population within vital and distinct neighborhoods by providing the needed housing and amenities that recognize the unique conditions and requirements of each neighborhood;
 6. Encourage academic excellence in the city schools with supporting investments, and integrate local business and industry into the educational programs;
 7. Create conditions conducive to a well-balanced and vital local economy fueled by small businesses, corporate facilities and tourism;
 8. Maintain and promote a vibrant downtown that is business and people friendly, and provides a distinctive, high quality atmosphere and destination point;
 9. Utilize all of the unique historic and natural qualities of the City to bolster its image as a destination for activities and enjoyment for both residents and visiting tourists; and,
 10. Support the efforts of an active citizenry that manages its destiny through a responsive City government, implementing its Master Plan and controlling the quality of growth.

3. Transportation and Infrastructure Goals

Infrastructure is the many-faceted physical plant that supports both people and land uses in a community. Using tax funds and fees, the community pays for the maintenance and capital costs for projects and facilities. The most recognized infrastructure projects are new schools or major utility systems, but they can also include the many small maintenance projects such as patching of potholes, or the improved design of a high-accident intersection. Non-maintenance projects are all included in the City's capital improvement plans for specific funding each year. Some require special votes to obtain grant funds or bond issues to pay for the projects; others receive funding through the City's yearly budget appropriations.

The following list of goals and objectives outlines the different areas in which infrastructure concerns were raised, and includes the initial directives the community's residents have expressed.

Goals and Objectives

The following goals for Beverly's transportation and infrastructure systems were developed and refined in the community-wide planning process developed over the last three years. The majority of comments centered on the following areas:

- Roadways;
- Water and sewer improvements;
- Rail, water and air transportation;
- Alternative Methods of Transportation;
- Drainage improvements;
- Publicly owned buildings.

The Transportation and Infrastructure goals and objectives that evolved from the public planning process include the following:

Goal: Encourage alternative methods of transportation:

- Create walking and bicycling paths connecting all parts of the City;
- Install pedestrian-friendly street improvements in the downtown and along major routes connected to the waterfront and main train depot;
- Improve rail service with schedule and equipment improvements;
- Establish a shuttle service for tourists to reduce traffic and parking in the downtown and harbor areas;
- Initiate local water transportation to Boston.

Goal: Provide and improve parking facilities:

- Create more parking in the downtown;
- Provide adequate parking facilities for all commuter rail facilities, especially at the main depot on River Street.

Goal: Improve road infrastructure for safer and smoother vehicle travel:

- Replace the antiquated Hall-Whittaker/Bridge Street Bridge;
- Improve the capacity and safety of Route 128;
- Complete all final aspects of the Beverly/Salem Bridge project;
- Improve traffic flow at the entrance to the Beverly/Salem Bridge;
- Install traffic calming measures on appropriate roadways.

Goal: Better utilize and preserve the municipal facilities:

- Develop a plan to reuse or dispose of surplus public buildings;
- Maintain public buildings and facilities on an on-going basis;
- Continue the City's investment in the public schools.

Goal: Improve the long-term health and safety of the community by providing a program of improvements for the local utility systems:

- Improve street drainage and upgrade water mains;
- Protect and improve the water supply with both remediation of existing problems and prevention of future impacts;
- Place all electrical and communication services underground within the public rights-of-way.

Goal: Develop a capital expenditure plan for public improvements that publicly presents and promotes the goals and objectives of the City.

4. Diversity of Housing Goals

Beverly's housing reflects the diversity of its residents. The goals and objectives direct the City to further enhance and protect this diversity in the face of significant regional development and economic change. An Affordable Housing Study conducted for Beverly in 1989 showed the need for affordable housing. Suggested strategies to address those needs included the following:

- Inclusionary zoning amendments
- Comprehensive (Chapter 40B) permits
- Allowances for accessory apartments
- Creation of single room occupancy units
- Establishing rent grievance procedures
- Condominium conversion controls
- Restricted use covenants
- Modified taxation policies
- Non-profit or limited equity partnership based programs

Goals and Objectives

The Diversity of Housing goals and objectives that evolved from the public planning process include the following:

Goal: Diversify the types of housing units available in the City:

- Create more rental units;
- Create a permanent, all-season homeless shelter within the City.

Goal: Search for new or improved means to develop needed housing units:

- Review and strengthen the existing accessory apartment ordinance;
- Provide incentives to encourage owner occupancy of multi-family housing;
- Encourage residential development of appropriate existing buildings;
- Promote mixed commercial and residential development on waterfront and Bass River lands;
- Allow higher residential densities in the downtown area.

Goal: Encourage housing within a "no residential growth" atmosphere:

- Educate the public on need for affordable housing.

5. Economic Development Goals

Economic Development planning requires knowledge of the City's tax base and how it is structured to help identify ways that tax revenues could be enhanced. Those enhancements could include new high value land uses or incentives for reinvestment in properties to produce new tax revenues. To maintain a stable tax base over the long term, it is critical for Beverly to develop a well-planned and diverse investment in the community. Encouraging economic development stems from the need for the City to expand municipal revenues to help pay for increases in service delivery as the population expands, to replace older facilities as they become outdated, and to build new service delivery systems and facilities as they are needed.

A key example of the opportunities for economic development in Beverly is the conversion of the United Shoe Machinery complex from an outdated factory into the new and active, mixed-use Cummings Center commercial office complex. This project is now supplying a new source of jobs and tax revenues for the City.

Goals and Objectives

The Economic Development goals and objectives focus on the following areas within the city as the key opportunities:

- New industrial and commercial development and reinvestment in: Bass River, Waterfront, Downtown, along the Route 128 corridor, and in outlying commercial areas (North Beverly, Beverly Farms);
- Utilization of the City's cultural assets to create a focus for recognition of the City, and the consequent development of tourism as a new revenue source.

The Economic Development goals and objectives that evolved from the public planning process include the following:

Goal: Reverse the trend of declining commercial and industrial property values:

- Expand and improve off-street parking areas in the downtown district;
- Increase the role of tourism and cultural attractions in stimulating business activity;
- Encourage upgrade of existing commercial areas;
- Establish City-sponsored programs to attract new industry.

Goal: Focus the development and redevelopment of commercial and industrial projects in appropriate locations:

- Discourage commercial or industrial expansion into residential neighborhoods;
- Reduce the impact of commercial/industrial activities on nearby residential areas;
- Encourage efforts to develop land currently zoned for industry (such as Route 128) rather than rezoning new areas;
- The IG zoning of Cummings Center property should be modified or changed (to Restricted Industrial for example) to reflect the existing and future uses of the site.

Goal: Develop more City control of building and site design and sign regulations:

- Discourage development of “strip” malls;
- Improve the aesthetics of the outlying commercial areas;
- Establish better design guidelines and façade improvement programs in the Downtown;
- Adopt regulations and strengthen existing ordinances to provide City boards with the authority needed to enforce those regulations.

Goal: Redevelop portions of the commercial waterfront as mixed use residential, commercial, industrial, and recreational areas:

- Determine the future of the Ventron site and McDonalds site;
- Promote public and private investment in the Harbor;
- Rezone the Bass River area to encourage mixed-use development;
- Implement the recommendations of the Harbor Management Plan.

6. Open Space and Residential Development Goals

The majority of land use in the city is currently committed to residential development. At the same rate this residential land is developed, the City loses open space and natural areas. Seeing the close connection between these two issues, the master plan seeks to find the best way to preserve valuable open space areas, channel land development into appropriate areas, and ensure the highest quality development that the City desires.

Goals and Objectives

The Open Space and Residential goals and objectives that evolved from the public planning process include the following:

Goal: Better regulate residential development to improve the quality of life of the residents and to maintain the character and value of all city properties:

- Control the amount and rate of the loss of open space to development of all types;
- Improve the type of single-family residential developments being created in the city;
- Better manage the impact of continued residential development on the city's finances;
- Protect the character of Beverly's existing neighborhoods through regulatory standards that preserve and improve the quality of the neighborhoods.

Goal: Improve upon the open space and recreational resources for the enjoyment of all residents:

- Create a linked system of open space resources within the community;
- Implement the recommendations of the Open Space and Recreation Plan.

Goal: Take the most prudent steps to ensure the long-term health and vitality of the City's natural resources and the long-term enjoyment of the cultural resources:

- Pay special attention to protecting municipal watersheds;
- Utilize a Land Trust to help in protecting resources and open space;
- Consider the adoption of the Community Preservation Act and/or identify a process and source of funds to ensure the protection of Beverly's natural and cultural resources.

DISCUSSION OF ALTERNATIVES: *THE PROCESS*

1. Process for Discussing Alternatives

The next step in the master planning process was to take the broader goals and objectives and translate them into more specific actions. The Steering Committee first reviewed the latest information about the city that the consultant team prepared (*Beverly Master Plan Findings Report*) and then endeavored to determine the community reaction to some of the ideas presented by the consultants, so that the City could set priorities on the actions necessary to achieve the goals.

This stage in the process is called an **Alternatives Analysis**. The reason to consider each alternative in detail is that the City has limited resources (people, time and money) to accomplish the Master Plan goals. An Alternatives Analysis helps frame the discussion that will define the most important aspects of the plan and help focus the City resources in the most efficient way.

The Alternatives

Three alternatives were presented with priorities that emphasized three different visions of the future. They were:

- Amenities and Quality of Life - This alternative focuses on the people and neighborhoods that create the particular characteristics of Beverly - the open space, the historic resources, and the personal views that define the city for each person.
- Transportation and Infrastructure - This alternative focuses on the education, utility and road systems that are the fundamental (and most expensive) functions of the municipal government. This is the basic support to all other land use and activity.
- Economic Development - This alternative focuses on commercial investment and reinvestment in Beverly as a means to pay for the infrastructure, amenities, and to create the jobs that allow people to enjoy an improved quality of life.

Each alternative considers a different set of concepts, ideas and implications for following that particular path. The City is provided a 'menu' of options to consider. However, it is important to note that the actions described under each Alternative are not all mutually exclusive.

The public contributed to this planning discussion through a series of workshops where workgroups explored options within the context of the three alternatives. The issues identified were then summarized and condensed into five priority issues for each of the four categories identified in the previous section, Transportation and Infrastructure, Diversity of Housing, Economic Development, and Open Space and Residential Development. This information was then coalesced into key goals and concepts to take forward in the Master Plan. The following section summarizes the results of the workshops.

2. Results Summary

Transportation and Infrastructure Alternatives

- Develop an inventory of surplus buildings and a plan to renovate and reuse those buildings in a manner that preserves their historic and architectural integrity.

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- Create bike paths and make roads more pedestrian friendly to encourage alternate forms of transportation.
 - Create more off-street parking in the downtown, including a train depot garage.
 - Encourage commercial redevelopment of the "working" section of the City's waterfront that maximizes the economic potential of the parcels and creates a magnet for tourism and commercial activity.
 - Protect the drinking water supply.

Diversity in Housing Alternatives

- Rezone and reuse old commercial and industrial properties for housing.
- Build partnerships with both public and private funding agencies and non-profit property owners to develop new housing units.
- Rezone for mixed-use development, accessory units, and two-family/multi-family units in selected areas throughout the city.
- Encourage owner occupancy for low income and fixed income residents.
- While promoting new housing opportunities, maintain the compatibility of future development with the city's historic character.

Economic Development Alternatives

- Use the waterfront as a way to generate activity and revenues.
- Develop tourism as a new opportunity using the city's historical aspects and waterfront as destinations.
- Reuse the older industrial commercial areas before designating new areas for development.
- New development must come under well-defined design guidelines to preserve the character of adjacent residential neighborhoods.
- Ensure the compatibility of future development with the city's historic character.

Open Space and Residential Development Alternatives

- Adopt Conservation Subdivision Design Regulations, along with other zoning regulations to preserve valuable open space.
- Protect the water supply and expand wetland resource protections.
- Preserve and enhance the historic and natural character of the city.
- Create partnerships with non-profits and for-profits to expand open space and recreation areas.
- Bolster the regulatory process with appropriate city planning staff and coordination among city departments and boards.

THE MASTER PLAN FOR BEVERLY: *THE PROPOSAL*

1. Introduction

The following sections lay out the proposed Master Plan for Beverly. The elements of this master plan are:

- Land Use
- Transportation and Infrastructure
- Housing
- Economic Development
- Open Space and Residential Development



Each element begins with a short summary of issues and conditions. This is followed by discussions of the results of the public process and a series of recommendations for each element.

The potential is high for any and all of these ideas to become a reality and improve the quality of life for Beverly's residents. The effort will require the diligence and participation of many people, but the rewards will be great. Read carefully, consider the implications, and, if the plan brings out the best of the City, look for chances for active involvement.

2. The Land Use Plan for Beverly

Review of Land Use: Trends and Concepts

Key Land Use Changes

The history of Beverly includes development of industrial, residential and commercial properties in almost every corner of the City. The key land use issues are:

- The development of the regionally-important, commercial complexes at the former United Shoe Factory and within the Airport Industrial Parks have provided an expanding base of jobs and tax revenues to the City. These areas are in the mid to early stages of development and will continue to transform the community.
- An easterly and northerly expansion of residential development into the remaining open areas of Beverly occurred over the last few decades. Single-family residential development required the most land area of all the land uses. The analysis completed for the Master Plan has shown that the expansion of residential development has been not included the creation of housing units affordable across a broad range of incomes.
- Meanwhile, commercial uses have been limited mostly to infill, with stand-alone retail (national chain) stores and some unrelated improvements to existing stores. Although successful

commercial development is occurring, recent conditions in the downtown area suggest a need for new investment there.

Land Use by the Numbers

There are 8,276 acres and 12,152 parcels of land in Beverly less approximately 1600 acres occupied by roads. Based on these figures, the City's land use and tax profile is as follows:

- About two-thirds of Beverly is taxable, residential land, providing 85% of City taxes at a rate of \$9,180 for every developed acre.
- Commercial uses cover 520 acres or 6.3% of the assessed land area and generate 10% of the real estate taxes at about \$9,000 per acre. This is roughly 2% less than from residential properties.
- Industrial land, using 6.6% of the assessed land area, contributes 5.2% of the real estate taxes, or \$6,900 for every improved acre. This is less than its proportion of area and more than \$2,000 per acre less than residential or commercial uses.
- Tax-exempt properties cover a little over one quarter of the land area in Beverly, of which 1,271 acres are not yet developed. Because most tax-exempt users are protected from most local regulation under the state law, this means 15.4% of the land in Beverly, which is not fully built, is fully regulated.¹

Undeveloped Land

Nearly 2,400 acres, or 28.9% of the assessed land area in Beverly, are considered undeveloped. The undeveloped land includes:

- 840 acres of zoned residential land;
- 28 acres of zoned commercial land;
- 235 acres of zoned industrial land;
- 1,271 acres of vacant land, categorized as tax-exempt; and,
- 241 acres used for forestry and agriculture.

Conclusions

Several important points to note are that:

¹ Per Massachusetts General Laws Chapter 40A, Section 3: "No zoning ordinance or by-law shall regulate or restrict...the use of land or structures for religious purposes or for educational purposes on land owned or leased by the commonwealth or any of its agencies, subdivisions or bodies politic or by a religious sect or denomination, or by a nonprofit educational corporation; provided, however, that such land or structures may be subject to reasonable regulations concerning the bulk and height of structures and determining yard sizes, lot area, setbacks, open space, parking and building coverage requirements. Lands or structures used, or to be used by a public service corporation may be exempted in particular respects from the operation of a zoning ordinance or by-law if...the present or proposed use of the land or structure is reasonably necessary for the convenience or welfare of the public.

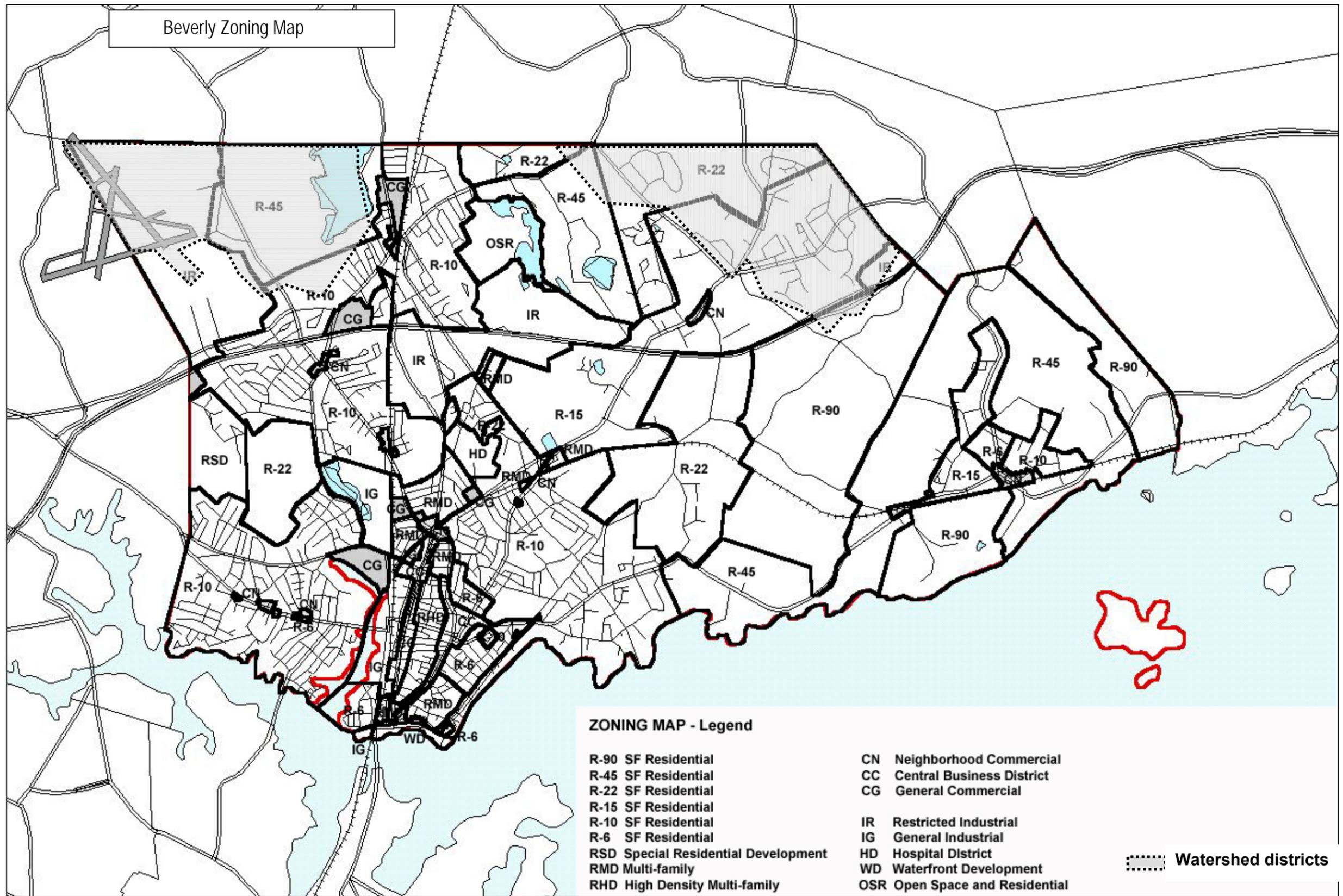
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- The commercial and particularly the industrial lands are not providing a favorable share of the local tax burden – even with the differential (higher) tax rate.
 - A significant amount of residentially zoned land and an even greater amount of tax-exempt land could still be developed.
 - Residential lands are being used inefficiently. This could be a result of more careful scrutiny of development proposals and more sensitive land features, but the consequence is that it is lowering the potential tax returns and using up more land area at a greater rate.

Zoning and Subdivision Regulations: *Mechanisms for Change*

Existing Zoning and Land Uses

The City of Beverly has had a zoning ordinance since 1939. Presently, there are 16 different zoning classifications used in the city – each of which try to separate incompatible uses, create standards for design and environmental protection, and otherwise promote the health, welfare, and safety of the City's residents. The figure on the following page shows the present zoning map designations.

Nine of the City's zoning districts are designed for residential uses, three for commercial business, two for industrial, one for hospital, one for a waterfront district, and one for open space and recreation uses. Each district specifies uses by right and by special permit; building and area requirements, and parking and sign requirements.



**Table 1.
Summary of Zoning Districts in Beverly**

Zone	Use
R-90	This is for single-family homes only. It requires at least 2-acres per lot.
R-45	Same as above but requires at least 1 acre per lot.
R-22	Same as above, but with a ½ acre minimum lot size.
R-15	Same as above with a ¼ acre lot minimum.
R-10	Same as above with a 10,000 sq.ft. lot minimum.
R-6	This allows single and two family units with 6,000 sq.ft. lots for a single-family unit and 7,000 sq.ft. for a two-family unit.
RMD	This zone allows multi-family units with the number dependent on the size of the parcel. It is 8,000 sq.ft. for the first two units, plus 4,000 sq.ft. for each additional unit.
RHD	Higher density multi-family with 6,000 sq.ft. for the first two units, plus 3,000 sq.ft. for each additional unit
RSD	Special high density residential
CN	Neighborhood commercial is intended to define the areas for small businesses, like a 'corner store', that serve a very local area.
CC	Central business district is the city center. A relatively intensive and broad mix of uses - commercial, retail, service, restaurant, etc. is allowed, but not uses with heavy traffic related to industry and manufacturing.
CG	General commercial (auto oriented) is an intermediate intensive commercial use that is less pedestrian oriented.
IR	Restricted industrial; (research and office), is the designation for the office parks at the airport and along Route 128.
IG	General industrial allows the heaviest industrial uses, but its more recent use has been for office and R&D space such as Cummings Park.
HD	Hospital district is specific to Beverly hospital, which has a unique status under state law.
WD	Waterfront development allows intensive, harbor related uses.

Land uses in Beverly either are allowed through a permit or are subject to special permit. The Zoning Board of Appeals must approve variances. Design review is required on projects involving new commercial, industrial or multi-family construction or additions that meet size and district criteria. Conditional uses include planned residential developments, cluster residential subdivisions, accessory apartments, elderly housing, and residential reuse of existing public buildings.

Overlay Districts

The Beverly Zoning Ordinance identifies three overlay districts. These districts protect a particular area of natural or cultural resources. Overlay districts generally allow the land use specified in the 'underlying' zoning district, but add new restrictions.

-
- Floodplain Overlay District - These are districts defined by the Federal Emergency Management Agency under the federal floodplain program. The insurance program requires that local regulations prevent flood sensitive development to be sited within these areas without suitable designs and protections.
 - Local Historic Districts - The Fish Flake Hill district is the City's historic district that covers the southern side of the downtown area. The local Historic District Commission must approve new construction and some types of renovations before they can proceed.
 - A Watershed Protection Overlay District covers the northeast and northwest corners of Beverly. These areas were mapped according to the watershed boundaries of the present water supplies and are defined by property bounds and roads.

The Master Plan: Diversity, Character and Quality

Recommendations

In the process of developing this master plan, the participants suggested focusing on some key areas of land use. These ideas were culled from the Goals and Objectives statements and the Alternatives workshops.

Housing:

- Search for new or improved means to develop needed housing units.
- Rezone and reuse old commercial and industrial properties for housing.
- Rezone for mixed and different types of units in selected areas throughout the City.

Commercial and Industrial Uses:

- Keep the development and redevelopment of commercial and industrial projects in appropriate locations. In particular, develop land currently zoned for industry rather than rezoning new areas.

Downtown and Harbor Redevelopment:

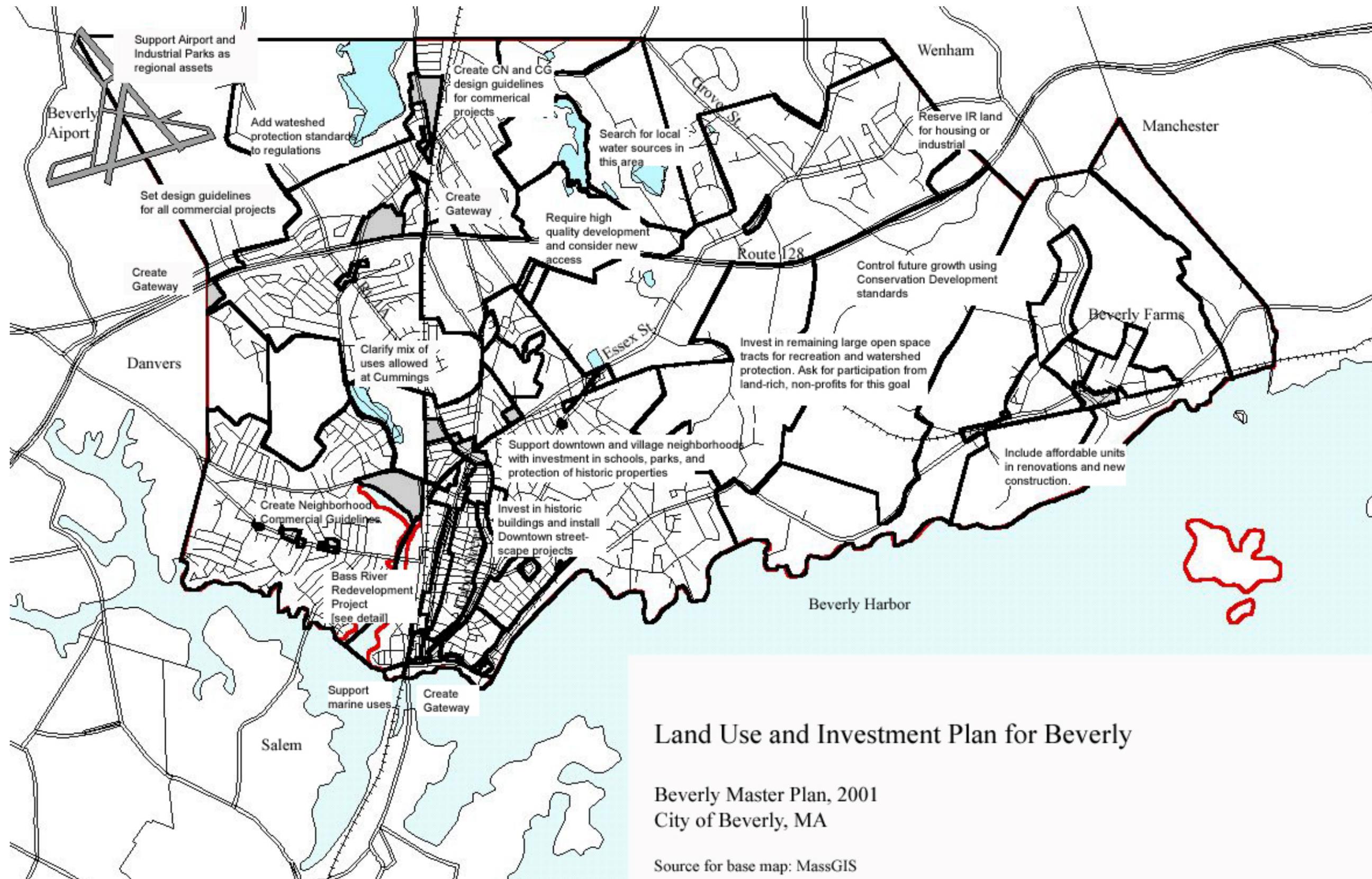
- Redevelop portions of the commercial waterfront for mixed residential, commercial, and recreational uses.
- Accommodate selected industrial uses within the area.
- Allow higher residential densities in the downtown area.
- Determine the future of the Ventron site.
- Rezone the Bass River area to encourage mixed-use development.
- Encourage commercial redevelopment of the "working" section of the City's waterfront that maximizes the economic potential of the parcels and creates a magnet for tourism and commercial activity.

Maintain Historic Character:

- New development must come under well-defined design guidelines to protect and enhance the architectural and historic character of Beverly's neighborhoods and significant properties.

Open Space:

- Further develop the ideas and initiatives proposed within the Beverly Open Space and Recreation Plan, including acquisition and protection of land, use of development regulation to protect additional resources, creation of new recreational facilities and creation of an inter-connecting system of trails and paths within the City.



Choices for Improvement: Programs, Initiatives and Actions

Changes to the zoning regulations have the potential to restrict growth or to foster inefficient land uses in several areas of the community. They also have the potential to set the standards for high-quality land uses that increase all property values. The following are key land use and zoning issues in Beverly.

Zoning

The many amendments made to the zoning regulations since their initial adoption have attempted to bring critical pieces of the standards up to par with current needs and regulatory changes. However, zoning functions well only when it is clearly understood by the developers, the land use boards, the permit authorities, and the public. The regulations must also be coordinated between sections as new sections or regulatory initiatives are added. As examples:

- Where the watershed protection overlay is mapped, the older, underlying zoning should be reviewed to determine if any allowed uses are categorically denied.
- The Waterfront Development zone does not conform to present state regulations for shorefront development, and should meet the new state standards that were added in 1994.
- The City's historic buildings and landscapes may not be adequately protected because of the allowances for certain development types and requirements of for certain setbacks, buffers and use standards.
- The Neighborhood Commercial (CN) zone was established at a time when small businesses could actually build and grow within small spaces. Home-based businesses have now replaced this type of use and new commercial uses require larger buildings and market areas to survive. As a result, the CN districts may no longer be applicable.

In addition, recent development projects have exposed elements of the zoning regulations that may be counter-productive. For example, an historic estate home was lost due to the inflexibility of the present zoning code, which prevented its conversion into a multi-family dwelling. As a result, an historically significant structure was demolished.

These types of issues make the comprehension and enforcement of the standards difficult. A thorough review of the ordinance would serve to identify all conflicts and contradictions within it.

Recommendations for Zoning

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| <ul style="list-style-type: none">• Perform a comprehensive review of the land use regulations, particularly the zoning ordinance, to modernize and coordinate all of the components.• Review the official zoning map boundaries, considering the revisions that may occur from the above analysis, particularly the designation of some areas for commercial use where it is no longer fully viable (the CN districts).• Consider the multi-family reuse of estate homes as a 'use' variance, or other legally defensible option. |
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Subdivision Standards

The creation of new lots for any type of development requires establishment of proper access and usually results in the more intensive use of land. New developments extend public infrastructure; roads, sewers, water, communication, and require scrutiny during review and construction to ensure that infrastructure is acceptable to the City. Typically, the road design standards are to the highest standards of highway engineering. However, they do not always provide the answer to every subdivision design and seldom work with other goals for protection of resources, traffic calming, public safety, aesthetics, and neighborhood communication.

Because no two developments are exactly alike, but there is only one standard for infrastructure improvements for subdivisions, the Planning Board has an option to issue waivers from the standards. The waivers are easier to obtain than zoning variances because the criteria for approval of a waiver are less stringent. However, the creation of a variable standard for roadway and other infrastructure design and construction, which allow for smaller roads and accessways that meets other goals, would allow the Planning Board to make simpler and entirely consistent decisions.

Review during construction to ensure that it meets the standards and goals, and will provide long-term and safe access to the properties being developed, is also important. Many communities utilize both municipal and consulting engineers to ensure the proper design and construction.

Recommendations for Subdivision Standards

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| <ul style="list-style-type: none">• Prepare new subdivisions access and infrastructure standards that specify variations in the road standards for environmental and public benefits, and that conform to the type of project.• Establish a process for professional review of subdivisions from design through to construction.• Consider the adoption of a Conservation Subdivision ordinance to provide high quality and valuable developments. [See Open Space and Residential Development section] |
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Housing

The issues for housing are complex and multi-faceted. Housing in Beverly utilizes more land area than any other land use, and is even more important to the City tax base. It also largely defines the quality of life that residents experience.

Existing Housing - The City's housing developments require a large number of distinct zoning districts to preserve the unique characteristics of the many different neighborhoods. However, being more restrictive of the characteristics of each neighborhood means that zoning also limits options for mixing housing types. This means, for example, that attached housing may not be developed in a single-family district and that open space options are constrained.

Recommendations for Existing Housing

- The primary goal for land use regulation in residential neighborhoods shall be to maintain their general character and improve their livability.
- In-fill housing shall substantially conform to the existing housing, with the exceptions noted for New Housing (below).
- Allow certain single-family homes to be converted to multi-family units, condominiums and Bed & Breakfasts, when it provides other benefits for architectural, open space or historic interests.

New Housing Development - New housing development is restricted to the remaining zoned and undeveloped or under-developed areas. However, the housing being created at this time is becoming less efficient in terms of its use of land. This suggests that the zoning code should be reviewed and revised. In addition, the large holdings of non-profit organizations within residential areas could be used to create unique housing and other developments related to the non-profit.

Recommendations for New Housing

A more efficient use of the remaining land designated for housing is needed and can be provided by:

- Considering the institution of a Conservation Subdivision regulation (see full discussion in Open Space and Residential section of this plan);
- Allowing attached housing units within single-family districts with the provision that public amenities, such as neighborhood open space, be provided.
- Allowing new housing, including the most intensive uses, within existing but underutilized industrial areas and buildings.
- Create a special non-profit zoning district as was done for the Hospital to define the allowed restraints for non-profit educational facilities.

Industrial Zones

As previously noted, the use of industrial land is proposed to be encouraged within the confines of the existing industrial zoned areas. However, not all the industrial land is performing optimally for the tax roles. This suggests a closer look at the industrial land in the City to determine its capacities and issues.

Rezoning the IG Zoning Districts - There are two IG zone districts in the City. One extends along the rail line within the Downtown area and includes the Cummings property and the Park and River Street areas. The other covers the Ventron site on the harbor.

Full development under IG zoning may be considered too dense in terms of coverage and height, thereby adversely affecting adjoining properties. Other potential issues may be increased traffic, limited views, and increased shadow areas. One way to manage new industrial development is to require setbacks or minimum lot areas, none of which is required in the existing IG zone requirements.

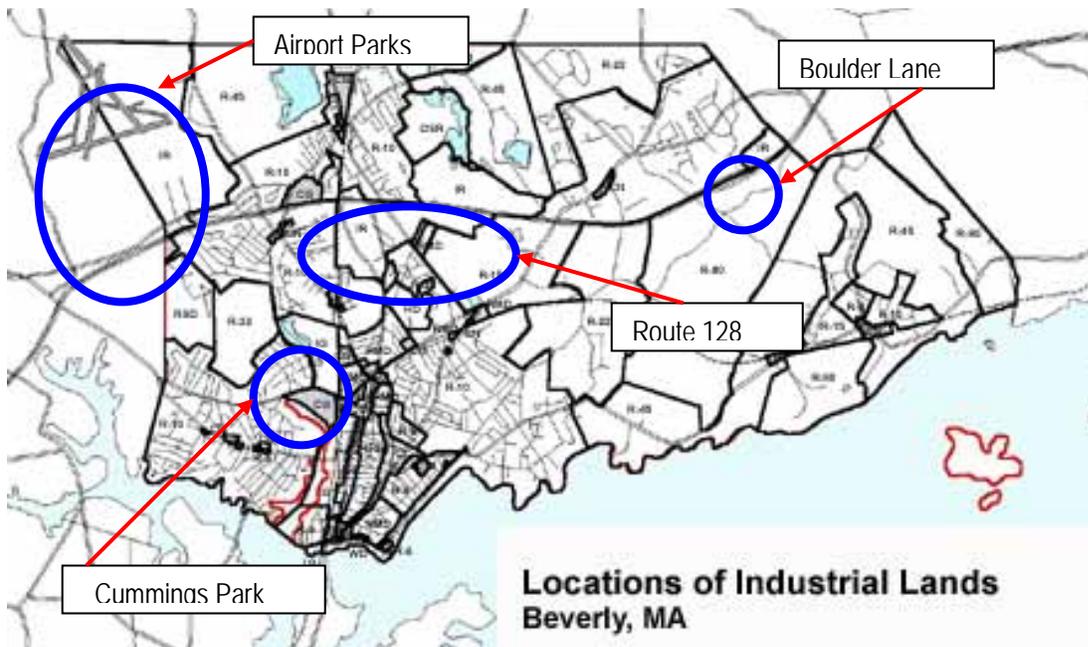
The Cummings Center in Beverly recently proposed to expand its office and research park by an additional 294,000 square feet of office space. New zoning to accommodate the expansion has been approved. A build-out plan for the site has also been developed. However, the current IG zoning for this property is not fully compatible with the current uses in the Center. With the particular regional status of this property, some consideration should be given to other, new zoning district options.

When contemplating change to the waterfront through changes in the IG zone, the impact on the inland properties along Park Street, which are also zoned IG, and the adjacent Central Commercial zoned (CC) properties along Rantoul Street must also be considered. Because of its location on the water, the IG district could be zoned to encourage development that would yield significant improvements along the waterfront. However, residential land uses are not allowed as-of-right within the IG district, which limits the possible mixes of land uses in any waterfront redevelopment. In addition, the reuse of older industrial buildings for residential units was proposed in the master plan process.

Recommendations for IG Districts

The recommended choice is to revise the zoning map and zoning designations for the IG district to achieve the following objectives:

- Create a new and comprehensive waterfront zoning district extending from the harbor up to Elliott Street in place of the shoreline IG zone to encourage mixed-use development.
- Incorporate the other IG zoned areas along River Street into the CC district along Rantoul Street.
- Create a modified IG zone for the Cummings Center to reflect the full mix of current and potential uses there.



Restricted Industrial Zones

Beverly currently has four Restricted Industrial (IR) zones. The industrial land uses in the City's central IR zone is distinctly different from the development of the IR zoning within the Airport projects. Further, the development in the IR zone on Brimbal Avenue can be considered distinct from the development around the Music Theatre and the north side of Route 128.

Commercial use is more appropriate for properties fronting on Brimbal Avenue than industrial land uses, however, but the development of remaining land to the east could be limited by IR regulations. Zoning needs to be revised to recognize the distinctions.

Recommendations for IR Districts

- To ensure that the land furthest from the present Route 128 exit ramp is developed for the highest and best use, and is designed to protect the important natural resources around Norwood Pond, zoning should be revised to indicate appropriate design standards and guidelines, including Best Management Practices for stormwater runoff and management of transportation demands.
- No expansion of the industrial zone is proposed. However, all existing industrial land is considered important for the future of Beverly.

Boulder Lane (Wenham) Industrial Zone

A 22-acre lot in the northeast corner of the City is zoned IR (Industrial Restricted). It is bounded by the Centerville residential neighborhood, Route 128, and the Town of Wenham. This site is a remnant of an industrial zone that flanked Route 128, but was developed into residential lots over the past 20 years. The only vehicular access to the site is from Wenham through Boulder Lane. The adjacent property in Wenham although zoned residential (R40), is presently being considered by the Town of Wenham for rezoning as an industrial park area. Massachusetts's case law severely restricts access to industrial land through residential properties and streets. However, if the Wenham property becomes industrial, then the value of Beverly's land increases significantly.

Recommendations for Boulder Lane Industrial Land

- Communicate with the Town of Wenham on the potential rezoning of the adjacent land. Participating in the planning will allow an informed decision to be made by both communities.
- Study rezoning the land for housing that meets local needs, such as senior living facilities.
- Consider acquiring the land for municipal purposes. The general 'municipal purposes' status would allow possibilities for water supply development and creation of active recreation facilities for the neighborhood.

Downtown

The Downtown is a complex mix of land uses and circulation that relates to many other aspects of the City. This mix includes the harborfront (discussed below) the commercial districts, the residential neighborhood(s), a major rail station, public and private educational facilities, City government, and religious

institutions. Any future development and investment added to this mix must continue to encourage historic preservation, diversity, economic development, tourism, and stable neighborhoods.

Historic Resources - Limited reinvestment downtown has helped preserve existing historic buildings, as properties have not been subject to development pressure. This provides a base of valuable architecture that can be incorporated into other development plans. These also become the basis for themes that can be used to define the unique character of Beverly and to support the development of tourism (see Economic Development section).

Recommendations for Downtown Historic Resources

- Update the Historic Preservation Plan.
- Establish additional historic designations and districts to preserve historic features.
- Coordinate and expand site plan reviews of projects to protect and enhance the historic character of downtown.
- Publish and expand the list of properties on the historic register.

Commercial Districts -The CC zoning in the Downtown applies to both Rantoul and Cabot Streets, however, the areas have developed in different ways and with different mixes of commercial uses. Between these areas are the residential zones comprised of mostly older multifamily structures. To the west lies the Bass River, more industrial or automotive uses, and the Beverly Depot train station.

Recommendations for Downtown Commercial Districts

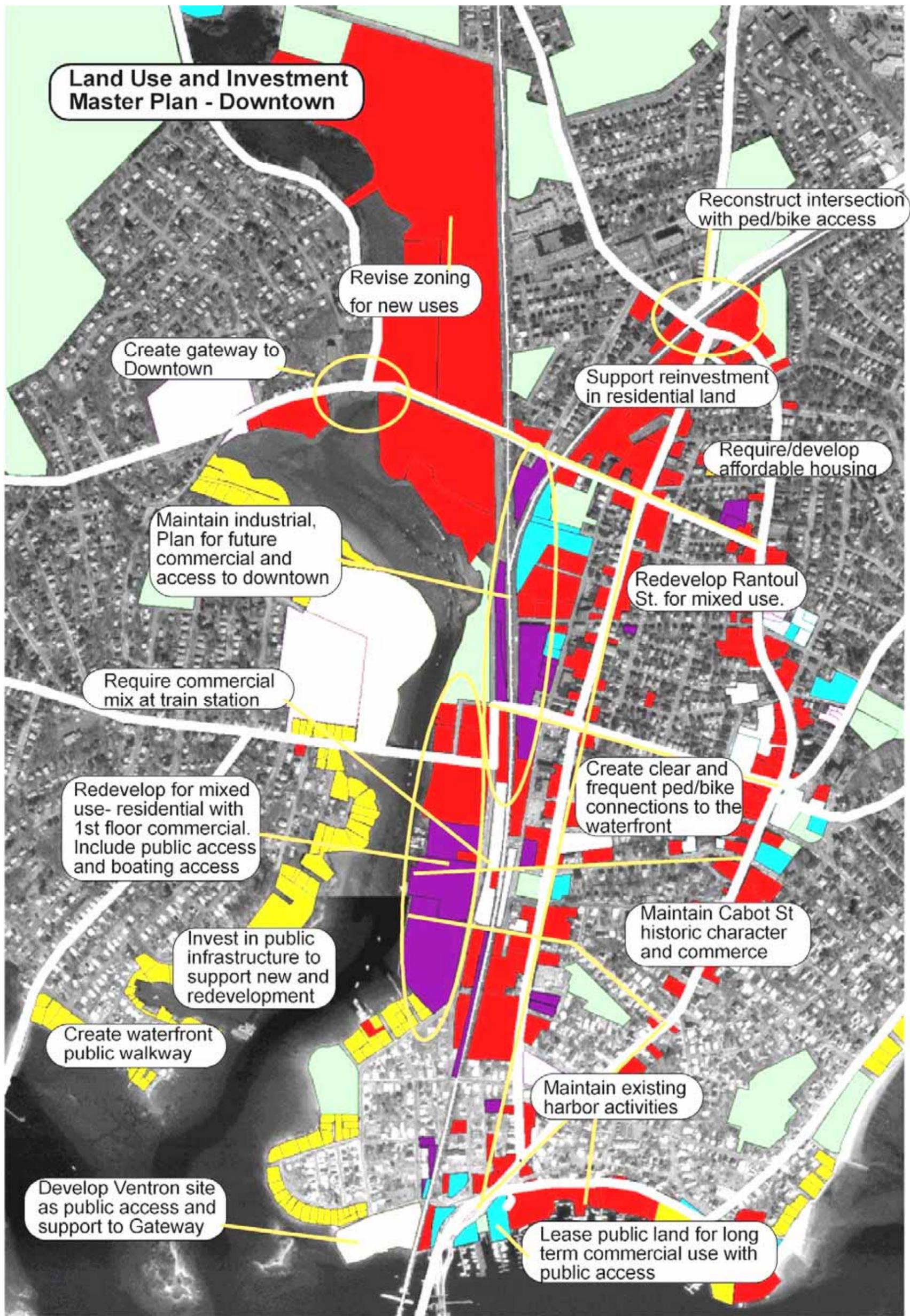
- Relate to and connect Cabot Street and Rantoul Street properties directly to the Harbor with physical connections and mixed land use options.
- Focus pedestrian and streetscape improvements on Cabot Street.
- Focus on vehicular and transit access improvements on Rantoul Street.
- Research development programs that will encourage reinvestment in the CC districts.
- Use rezoning as incentive for reinvestment in IG districts.
- Expand off street parking in the downtown and waterfront to allow reinvestment into the commercial uses.

Downtown Residential Districts - These residentially zoned neighborhoods are comprised largely of substantial areas of multifamily dwellings. There are several different sub-districts within the residential areas. These areas are more productive in terms of tax revenues per acre however potential for additional investment exists.

Recommendations for Downtown Residential Districts

To maintain and improve the character of the neighborhoods, several actions are recommended:

- Preserve the architectural character of the neighborhood by adopting zoning ordinances that encourage sympathetic redevelopment through setback, massing, and other requirements.
- Buffer commercial uses adjacent to residential areas allowing multiple and diverse connections for easy pedestrian access between the neighborhoods.
- Create and preserve smaller, 'pocket' parks within the residential areas to provide visual relief and small activity areas.
- Improve the landscape and streetscapes.



Land Use and Investment Master Plan - Downtown

- Commercial
 Waterfront Residential
 Schools (Public and Private)
 Private Tax Exempt
 Parking
- Industrial
 Open Space and Recreation
 Public Housing Authority
 Public
 Vacant

Harborfront

One of the defining characteristics of the City is the Harbor. This area is more fully discussed in the Harbor Management Plan, which is incorporated by reference here, but is also given special attention in this Master Plan. Beverly Harbor stretches miles across the open water; however, the most active area with the greatest potential for new uses and improvement runs along the land adjacent to Bridge Street.



The land along River Street between Federal and Webber streets is zoned IG (see above discussion of IG zoning). The area, which is also adjacent to Bass River waterfront, should be revitalized with commercial business and has potential for office and similar developments. The River Street area has many small, developed lots that are less than one acre in size. There are also several large lots between two and five acres. It is possible to combine adjacent lots of various sizes and develop them with large buildings. However, new development may be constrained for the following reasons:

- The context and type of the existing businesses may not be compatible and appropriate.
- Any waterfront project will require Chapter 91 licensing, and will have use and development requirements intended to ensure public access and protection of water dependent uses. A waterfront project must meet these regulations regarding use, setbacks, height restrictions, parking, open space, and public access, in addition to local zoning requirements.
- Permitted uses according to the existing zoning regulations may not allow preferred uses such as office and mixed-use developments.
- Flood zone requirements and local building codes.

If this waterfront area is rezoned to accommodate new uses through revisions in the IG zone, the impact on the more inland properties along Park Street, which are also zoned IG, and the adjacent Central Commercial zoned (CC) properties along Rantoul Street must also be considered. Land use in the rest of the inner harbor area (outside of the land along Bridge Street) is zoned either Waterfront Development (WD) or Neighborhood Commercial (CN). These zoning designations, in conjunction with the state's "Designated Port Area" requirements limit the potential uses to those considered truly water dependent.

Recommendations for the Harborfront

- Revise the zoning map and zoning designations for the Harborfront.
- Create a new and comprehensive waterfront zoning district in place of the shorefront WD and IG zones.
- Define the desired land uses on the remaining land available for redevelopment.
- Create design guidelines and invite developer proposals for City-owned land.
- Include the eastern side of the Upper Bass River as a location for connecting waterfront public access as part of a citywide access system.
- Incorporate the other IG zoned areas along River Street into the CC district along Rantoul Street.
- Use public-private partnerships to facilitate the redevelopment of the waterfront.
- Link the downtown to the waterfront with physical access, signage, and design standards.

Village and Neighborhood Center Character

Beverly has several village areas and neighborhood-oriented commercial centers throughout the City including the Downtown area. Each of them can be recognized by their distinct qualities and history. The Gloucester Crossing neighborhood, for example, was established primarily because of the development of the United Shoe Machinery Company. Beverly Farms is another neighborhood that was established over a hundred years ago by people seeking to live in a quiet place near the coast during the summer. All of the Neighborhood Commercial zoning districts should be reviewed to determine the potential for commercial development.

There are several options to maintain and improve the qualities of these areas. The results of the master plan process suggest these locations should be developed or remain as local commercial centers with a character reminiscent and typical of this region.

Recommendations for Village and Neighborhood Centers

Neighborhoods should be improved with a variety of programs and actions to help maintain a village character.

- Design and Implement a Streetscape Improvement Program
- Design and Implement Signage Improvements
- Research and Implement Sidewalk Programs
- Implement Neighborhood Center District Regulations
- Form Neighborhood Groups
- Research and Pursue grant opportunities

The Neighborhood District zoning regulations can be designed to maintain the historic village character with some key design guidelines. Those guidelines should include:

- Façade standards that focus on windows that allow visibility into the store;
- Entrances that invite people by limiting the size of flat walls and encouraging people to walk past multiple entrance doors;
- Signage that is both pedestrian and vehicle oriented;
- Pedestrian connections that are direct from the street;
- Parking that does not obscure the stores;
- Landscaping even in minimum settings creates a visual buffer.

Encourage Neighborhood Participation in Land Use Decisions

It is important that neighborhoods and individuals participate in the process that leads to land use decisions by appropriate local governmental boards.

The quality of the decisions by the Planning Board, the Zoning Board of Appeals and other governmental entities is significantly enhanced by the active participation of neighborhood associations and interested individuals in the process. That process generally requires an opportunity for public participation. It is important to the long-term stewardship of Beverly's diverse neighborhoods that the Planning Board, the Zoning Board of Appeals and other governmental entities encourage neighborhood associations, elected officials, and interested individuals to take advantage of the opportunity for public participation.

Protection of Open Space and Water Supplies

The discussion on open space later in this plan offers a more detailed analysis of possible actions intended to protect open space and water resources. It is important to emphasize the protection of the water supply here however, since surface water runoff and groundwater flows maintain the necessary levels in the municipal water supply to meet Beverly's needs. Beverly is not facing a water supply shortage; the need is to ensure a clean supply. Restricting the land uses within the watershed leading to that supply is the best way to ensure clean water. The public should also be educated on the means and methods to protect water quality.



The City presently uses an overlay zoning district to protect its water supply areas from inappropriate development. The overlays cover the Airport and area around Wenham Lake and the northeast corner of the City. However, the zoning may not be sufficient to protect against all potential threats to the water supplies. Adverse impacts may result from historic land use or from accidents.

Recommendations for Protection of Water Supplies

The City's options to further protect its water supplies have to be developed by implementation of other research and enforcement efforts, which go beyond land use regulations. The options require staffing and administrative support within the City government. However, a number of related actions are possible:

- Implement Buffer zones,
- Implement Impervious surfaces restrictions,
- Implement Open space regulations,
- Implement Education and outreach programs,
- Implement Waste management (e.g. control oil dumping in storm drains) programs,
- Implement Wetland and vernal pool designations and protections,
- Confirm present boundaries of watershed protection areas.

Initiate studies for new locations within the community for water supplies and provide those areas with similar protections.

3. Transportation and Infrastructure

Infrastructure, as a planning issue, includes all the facilities that the municipality provides to improve the lives of its citizens, allow the development of land, and maintain a healthy and orderly community. This includes the structural components, such as buildings, utilities and roads, as well as the elements of circulation, such as how people move through the community and the support the City gives to different means of circulation.

This element of the Master Plan proposes to support all forms of transportation, to utilize the City buildings in the most efficient manner, and particularly, to support the continued improvement of the local school system.

Key Infrastructure Conditions: *Trends and Concepts*

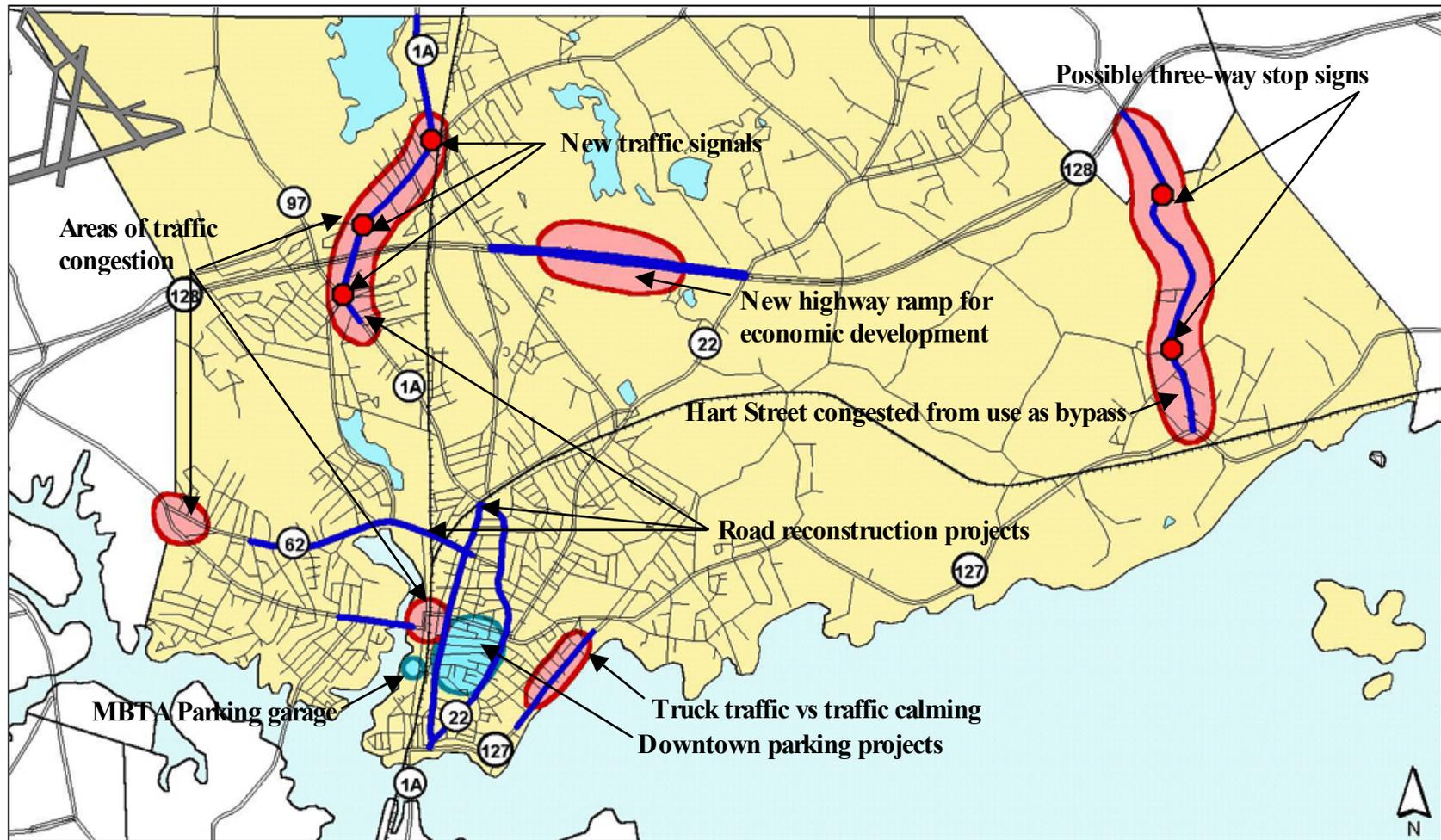
City Roads

The City of Beverly is well served by the regional and local roadway network. It enjoys excellent intermodal access with five MBTA commuter rail stations on two lines, as well as MBTA bus service. Examination of the available traffic count data indicates that the Beverly roadway network is not carrying unusual volumes of traffic when compared to the functional classification of the roadways. However, this does not mean there are not any problems. Traffic congestion and numerous accidents indicate the need for improvements.

Direct access between Beverly and Salem is limited to the two crossings of the Danvers River. This limitation results in congestion at the intersections of Kernwood Avenue and Bridge Street and of Rantoul, Cabot and Water streets. Congestion and high traffic volumes contribute to aggravation and accidents.

The Elliott Street and Rantoul Street intersection has the highest accident total in Beverly and ranks 388th on the Massachusetts list of 1,000 Highest Accident Locations. Within Beverly, intersections along Cabot Street account for 11 of the top 25 high accident locations. Accidents are the result of many different factors, however, the worst intersections can indicate a functional problem that could be addressed with changes to geometry, signals, sight lines, and other improvements.

Transportation Projects and Issues



Conclusions on Roads

Character - the dimensions, configuration, adjacent vegetation and views define the character of local roads. This character contributes to the quality of life of Beverly residents. Maintaining the best roadway conditions will improve the value of the experience and property values.

Safety - The improvement projects that are planned or currently under construction by the City are accurately focused on identified problem areas within Beverly. Seven of the top ten accident locations within the City are included within planned improvement projects. However, additional investments will be needed to address current problems.

Southern Connections - Congestion at the foot of the Beverly-Salem Bridge influences the use and opportunities for the waterfront area. Road improvements should coincide with the desired plan for redevelopment of the area.

Gateways - New improvement projects should include the creation of 'gateways' on the major roads entering Beverly. This helps to identify the community and improve its image.

Scenic Roads - The establishment of 'scenic road' designations, as allowed under State law, identifies the streets that deserve special protections. They can also be used to set the standards for all future improvements to those roads. Certain roads have been identified in the Open Space and Recreation Plan as having qualities that qualify them for Scenic Road status.

Circulation and Access

Parking - Based on observations made of existing parking areas:

- Ample parking is available in the municipal parking lots for the Cabot Street retail area. However, inappropriate or inadequate signage, lighting, walkways, and access inhibit use of the parking lots serving Cabot Street.
- During special events or activities, the Cabot Street parking lots provide barely enough parking to accommodate demand.
- There is a shortage of parking for the Beverly Depot Station.
- There is a complete lack of municipal off-street parking for the Rantoul Street commercial area.

Pedestrian and Bicycle Facilities - Pedestrian access generally appears to be satisfactory within the downtown area of Beverly. Some intersections within the downtown may require sidewalk improvements to meet universal access standards.

Pedestrian access to the waterfront should be improved. Due to the presence of the MBTA railroad tracks, pedestrian access to the Bass River from downtown Beverly is limited. Access has been provided on certain private lands as part of the State and local permitting process; however, this access is very limited or difficult to find. Access on the State property under the Salem Bridge was required as part of the reconstruction project, but this access has not yet been developed.

There are no designated bicycle or bikeway facilities in Beverly. The North Shore chapter of the Massachusetts Bicycle Coalition has proposed bicycle routes that would connect Danvers, Middleton,

Topsfield, Beverly, Manchester, Gloucester and Rockport. The identified bicycle routes in Beverly are Elliott Street (Route 62), Lothrop and Hale Streets (Route 127).

Public Transit - The downtown and nearby shopping areas are serviced by a valuable local bus service. Broader travel is supported by the MBTA bus and rail service.

Conclusions on Circulation and Access

Downtown Parking - The municipal parking lots require improvements including revised layouts, pavement reconstruction, lighting and landscaping. They should also be appropriate and compatible with the character of the surrounding neighborhoods. These improvements combined with pedestrian walkway improvements will present a safer and more attractive appearance of the parking lots and downtown Beverly.

Depot Parking - Located near Rantoul Street, the Beverly Depot station could support additional parking spaces. The City is currently working with the MBTA to develop financing options for the construction of a parking garage to address this problem and to provide parking for the Rantoul Street retail area.

Pedestrian Access - Currently, Beverly lacks good pedestrian access to the Bass River and waterfront areas. Sidewalk improvements should be made throughout the City. Development of trails to connect open space areas has been proposed in the Open Space and Recreation Plan. New and on-going projects, such as the Beverly Bikeway Feasibility Study for improved pedestrian and bicycle facilities and should be encouraged and continued.

Bicycle Access - The City needs an overall plan for bicycle access. New and on-going projects, such as the Beverly Bikeway Feasibility Study for improved pedestrian and bicycle facilities should be encouraged and continued.

Public Transit - The local and regional bus system is a resource that could help to further facilitate economic development for the commercial centers and new areas such as tourism. Supporting the MBTA rail system is also an important way to reduce the demands on the regional highway system.

Buildings

Elementary Schools Improvements –Improvements to the elementary schools have proceeded over the last seven years following a 1992 study on planned improvements. An update on the study was prepared in 1995, which considered renovation and expansion of existing schools, the closure of three schools and a new school building. As a result:

- The McKeown School was constructed.
- The Washington Beadle School was closed and demolished; the property was redeveloped as a Walgreen's drug store.



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- Four of the six schools are renovated or in the process of renovation.
 - The McKay and Edwards Schools are to be closed; their future use is undecided.

Remaining school renovation and construction projects will be completed between 2003 and 2008.

Secondary Schools Improvements - In 1998, a secondary school study showed projected enrollment increases in the higher grades over the next five years, and a significant program of improvements was recommended. The study recommended the following improvements for the Briscoe and Memorial Middle Schools and the High School:

- An upgrade of the physical plant for all three schools
- Reconfiguration of the spaces within the middle schools
- Major renovations at Briscoe to bring it up to standards
- Additional classroom space at the High School

The school committee is currently planning a major renovation to the high school in the next three years, and the design contract is within the current capital program. Subsequent to the high school renovation, the Briscoe and Memorial Middle schools will be renovated.

Library Improvements -Planning and fund raising is currently underway for a major renovation to the Beverly Farms Branch, funded jointly with public and privately raised monies. Physical improvements for the branch library are scheduled to start in fiscal year 2002.

Fire Department Improvements – There are two significant changes proposed for Fire Department facilities.

- The Main fire station is proposed to become part of the new Public Safety Facility (see below).
- The substation in North Beverly is proposed as part of the Route 128-interchange project. This relocation will provide better, centralized access to North Beverly and Centerville. This project is scheduled for FY2003-2004.

Police Department Improvements – The Police Station is proposed to become part of the new Public Safety Facility at the Cummings Center (see below).

Proposed Public Safety Facility – A new public safety facility located on the Cummings property is proposed. Because it will be located near to the most congested and accident-prone intersections in the City, its overall traffic impact should be analyzed and the merits of other sites should be considered.



Conclusions on Buildings and Facilities

Building Programs - The City departments have determined space needs and have proceeded on well-developed building programs. These programs need continued support because they are long-term projects.

Maintenance of Existing Facilities - There is a need to maintain and improve existing facilities. In particular, new playing fields throughout the City are needed. Beverly also has a significant program for public investment in its public buildings. These improvements should meet long-term needs for services.

Use and Reuse of Buildings - It becomes necessary to discuss the use and reuse of the City buildings as the buildings age and the users look for new facilities. Fire stations and schools are the present issue.

Public Utilities

The City of Beverly has a well-established infrastructure system that provides municipal water and sewer service to approximately 95 percent of all residences. The remaining 5 percent have either private well water or septic systems, or both.

Water System Improvements - Several plans to improve the water system are in different phases of implementation. In general, the system is outdated and many sections are in need of replacement. In most cases, new sections are installed on an emergency basis only. There are plans to complete the hydraulic modeling of the water system. This model will provide the information on which a plan may be developed to upgrade the system in a more efficient manner, indicating the system-wide shortfalls.

The City's most significant current water distribution problem is the nearly 4,000 obsolete service connections to 4,000 users (residential and commercial). In addition, as the new meters are installed and water service loads and increased revenue are realized, funds should be appropriated for upgrading and maintaining the City's water system together with protecting this resource.

Sewer System Improvements - Although no combined storm water/sewer systems exist, inflow and infiltration (I & I) and private sump pump connections contribute to additional flows. Inspections are to be conducted to identify sump pump hookups to the sewer systems. These inspections will be conducted during the installation of new water meters throughout the City.

One area of the City that has continuing flooding problems and numerous private pump connections is Raymond Farms. This area is scheduled to undergo reconstruction of its sewer and drainage systems. This project will be administered and funded by SESD. At the completion of this project all private sump pumps in this area will be connected to the new drainage system relieving the sanitary sewer line from most storm water flows.

Storm Water Drainage Improvements - The City Council appropriated \$9 million to be directed to citywide storm drainage problem areas. Although these projects are either in construction or near design completion, other areas need to be addressed on a priority basis. The City needs to identify those areas, which have chronic drainage problems and list short- and long-term solutions together with cost.

Conclusions on Public Utilities

- The problems identified suggest the need for a broader inventory and evaluation of the water and sewer systems.
- A citywide approach to drainage is needed to upgrade facilities to prevent future problems.
- The City has a significant program of reinvestment in the utility infrastructure, which must be phased over a number of years to avoid serious disruption in service and management of

municipal funds. During the period of incremental improvements, the City should ensure that new development conforms to the design criteria established for the City's system.

- As new development and roadway reconstruction projects take place water lines within the project areas should be evaluated for replacement or necessary repairs.
- There is a need to coordinate utility contractors to maintain smooth traffic flow, control street openings, and ensure the most efficient construction of infrastructure systems.

The Master Plan: Programs and Financial Investment

In the process of developing this master plan, the participants suggested focusing on some key areas of transportation and infrastructure. These ideas were culled from the Goals and Objectives statements and the Alternatives workshops.

- Develop an inventory of surplus buildings and a plan to renovate and reuse those buildings in a manner that preserves their historical appearance
- Create bike paths and make roads more pedestrian friendly to encourage alternate forms of transportation
- Create more off-street parking in the downtown, including a train depot garage
- Encourage commercial redevelopment of the "working" section of the City's waterfront that maximizes the economic potential of the parcels and creates a magnet for tourism and commercial activity
- Protect the drinking water supply

Recommendations for Improvements: *Access, Buildings, Utilities*

The Network: Roadways, Transit, Bicycles and Pedestrians

The proposals for the City's circulation network are broken down to four modes: roadways, transit, bicycle and pedestrian. All of these modes are closely related. As subsets of the roadway designs, bicycle and pedestrian improvements should be incorporated into roadway standards. Even bus transit should be considered when making road improvements. The overall goal is to consider the rights-of-way within Beverly to be opportunities for providing all methods of circulation.

High quality roadway improvements can be planned first with the creation of proper design standards and layouts, and then with the physical construction by any number of entities. The following are recommendations for improving road design.

Recommendations for Roadway Improvements

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| <ul style="list-style-type: none">• Improve roadway design and classification standards• Improve safe conditions on the roads• Improve waterfront access• Create gateways to identify Beverly municipal boundaries |
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Additional discussion and recommendations are provided in the next sections.

Design Standards

The design standards for City roads should not be the same in all cases. For example, an arterial highway should be designed to emphasize traffic flow, even at the expense of pedestrian movement. A scenic road, however, should be designed to protect the vistas, stone walls, and old-growth trees that make it scenic at the expense of traffic flow. The catch is that under State law, while the standards that a municipality applies to its own road construction can also be used to require private road improvements in subdivisions, the reverse is also true, in that the community cannot ask for more than the city builds.

Recommendations for Design Standards

The City should create a number of different road design standards to define the road system that the City envisions.

- Scenic and Historic Roads - typically are roads that hold some recognized value to the community based on views and adjacent historic properties. Only minor modifications are allowed, road improvements should be limited by environmental and historic conditions, few curb and curb cuts allowed, natural runoff, trees preserved, scenic vistas protected, speeds reduced, lane widths minimized, and a requirement for underground utilities.
- Residential Roads - significant area and improvement provided to pedestrian and bicycle travel and safety, lane widths minimized, sloped curbs, grass strips, improvements centered on safe travel for all modes, traffic calming may be aggressively applied, low speed limits. A high level of control by the City over the road design is needed to ensure proper design.
- Local Business Streets - formal road design, vertical granite curbs, street parking (metering optional), full width sidewalks, numerous crosswalks, traffic calming measures focused on pedestrian crossings, bicycle lanes installed where possible, low speed limits.
- Collector Roads - are roads with a large amount of through traffic flow picked up from the adjacent and nearby land uses. They have full width lanes for bicycles and vehicles, highway design standards, pedestrian crossings with traffic calming limited to locations of other public access connections (local roads, schools, parks), moderate speed limits. The State Highway standards should not be de facto standards for all of these local roads.
- Arterial Roads - very limited application to reduce impact to neighborhoods, highway design standards, pedestrian and bicycle ways fully separate from vehicle lanes, limited pedestrian and bicycle crossings, higher speeds allowed with no traffic calming measures.

In addition, the State's designation of roads in Beverly should be reviewed to determine if all the roads as designated should continue to be considered local, collector, or arterial roads.

Safety Issues

As previously noted, the accident rates, particularly within the Downtown area, are impacting the flow of traffic and the public health. Several actions should be taken to address these problems.

Recommendations for Safety

- An investment program is needed to address current traffic problems. Improvements should concentrate on both vehicular and pedestrian/bicycle safety.
- All future redesign projects include provisions that increase pedestrian and bicycle safety while improving traffic operations. Standards for sidewalk construction and width, crossing locations, and bicycle lanes must be included.

Waterfront Access

Redevelopment of the waterfront area is discussed in the Economic Development element of this Master Plan. The focus of those redevelopment plans and the value of the construction will have a direct bearing on the need and costs of possible road reconfigurations and reconstruction. While transportation is a consideration, the foremost need is to first define the future uses of the waterfront.

Gateways

As with the road realignment and reconstruction, creation of a gateway feature at the bridge is firmly related to the potential redevelopment uses. Again, the foremost need is to first define the future uses of the waterfront. Signage at other City boundary locations should be maintained or improved. Adopt-a-location programs have been successfully used to encourage participation in return for recognition of local entities. These can also be used for the gateway sites and other small public spaces.

Recommendation for Gateways

- A design program for entrance features at all the major roadway connections into Beverly should be established.

Transit Improvements

Transit improvements are ways to lessen congestion and make safer streets. A number of options could be used to promote and support public transit. The following are the recommendations to improve transit options.

Recommendations for Transit Improvements

- Improve Downtown parking
- Enhance transit services
- Reduce use of automobiles
- Provide information on transit options
- Work with regional transportation initiatives

Additional discussion and recommendations are provided in the next sections.

Additional Parking For Downtown and the Commuter Rail Station.

The MBTA and the City are currently assessing the feasibility of building a multi-level parking garage at the Beverly train depot. Although this effort has proceeded for many years, both organizations have concluded that it is needed and would positively affect the parking situation around the station. As parking is not the highest quality land use, great sensitivity is needed to make these new facilities aesthetically compatible with the area.

Recommendation for T parking

- The City should continue its efforts create more parking spaces that support MBTA commuter rail station and the Downtown.

Enhance Transit Service

Public transportation must be convenient if it is to be well used. The City can promote public transit through policies and programs, and encourage intermodal connections.

Recommendations for Transit

- The City should advocate and participate in programs that provide more and better transit services.
- The Mayor and the City Council should encourage expansion of rail and bus service and support a study to identify potential of ferry service to Boston.
- Services should be directed to locations for convenient exchanges between transportation choices, including options for walking and bicycling.
- Faster and more frequent service is desired.
- Build bus stop shelters and signage with clear schedule information.

Support Alternatives to the Private Automobile.

Efficient use of alternative transportation modes can preserve existing highway capacity. City agencies and leadership should work together to provide policy support and infrastructure for alternatives to the private automobile – such as walking, bicycling, and using bus, water or rail transit. At the same time, regional Park & Ride programs and satellite parking facilities linked by bus to events or amenities can relieve local traffic congestion.

Recommendations for Alternatives

- Publications distributed by City agencies should inform residents and visitors about moving around the city without an automobile.
- Walking between destinations should be encouraged, and a system of paths and trails should be reviewed and expanded with particular emphasis on access to the harbor and waterfront.

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- Sidewalk and pedestrian improvements within neighborhoods should be prioritized and installed by the City.

Provide information on transportation options.

The Planning and Development Department should develop and provide information on the system of alternative modes of transportation – bike paths, walking paths, bus and water shuttles, trails – and incorporate this information into publications distributed by the Department. Development of tourism could also include distribution of information on regional inter-modal routes, shuttle services in and around Beverly Harbor, train and bus connections, and park and ride lots.

Work with regional transportation planning initiatives

When and where appropriate, the City should pursue outside funding opportunities to aid transportation development. Continued participation in the Metropolitan Area Planning Council and the Boston Metropolitan Planning Organization 2000 - 2025 Transportation Plan is also important.

Bicycle Improvements

Bicycles provide a healthy and efficient alternative to automobiles. However, there are limitations on distances and the abilities of the riders, and the road conditions and facilities that make a difference on what can be accomplished for bicycles. The recommendations start with the adoption of a Bicycle Master Plan, which leads to specific projects.

A Beverly Bicycle Enhancements Master Plan was developed for city park, on-road, off-road, and bicycle path improvements. The goal is to improve bicycling in the City. The creation of networked roads linked to off-road bicycling routes, city parks, and green space would meet the goals of bicyclists. All classes of cyclists, as defined by the Massachusetts Area Planning Council, could use the system.

Enhancements for Class A advanced or commuter cyclists consist mostly of road improvements that adhere to State Highway Construction guidelines because they improve rideability. Enhancements to the secondary State routes in Beverly, 1A, 62, 22, and 127, with rideable shoulders as defined in current road design standards would meet this goal. Class B recreational cyclists need designated bike routes, which for greatest enjoyment would be part of a citywide network. Such routes can be designated by signage, but excessive use of signage is not desired. A consistent, rideable shoulder or bike lane on Class B routes is needed. Children, Class C cyclists, require special bicycle only or bicycle/pedestrian paths. Typically, these paths will be in a city park, school property, or other green space.

Recommendation on Bicycle Improvements

- Adopt a Bicycle Master Plan
- Improve Bicycle Facilities
- Construct bike-only lanes to guarantee bicyclists' right of way in congested areas, such as the Gloucester Crossing intersection. Other potential areas for bike lanes include the Rt. 1A & Conant Street intersection, and the Cummings Center/Stop and Shop area on Elliot Street.
- Provide bicycle racks and related bicycle parking amenities such as lockers at the commuter rail stations.
- Establish bicycle routes with regional connections. Many communities in the North Shore are cooperating to establish various bicycles routes. Manchester, Essex, Wenham, Beverly, Ipswich and other towns are currently working on programs to establish main bike routes as well as links to other areas such as all the beaches in Beverly. Other programs include bicycles as part of pedestrian greenways and non-motorized access trails.

The City's Bicycle Committee should continue with its efforts to maintain existing routes and establish new ones, as well as partner with other communities and bicycle organizations. They should also identify the need for and suggest means to implement bicycle amenities including bicycle racks, route maps, and lockers, as well as ensure mode change areas accommodate bicycles. All the improvements and strategies should be coordinated through one entity that can be an advocate for alternative forms of transportation, as well as focus ist efforts on development plans and programs.

Pedestrian Improvements

Encouraging pedestrian movement is not only valuable for quality of life and health of participants; it is also a very effective way to increase the productivity of commercial areas. Consequently, the primary considerations are for the commercial areas and the citywide trail network.

Downtown is the heart of Beverly – it provides many of the community's public services, businesses, transportation connections, and other important community functions. Any downtown must function properly and remain inviting to users, and it must provide amenities that allow easy pedestrian access to its buildings. Downtown must be walkable.

Recommendations for Pedestrian Improvements

Beverly could improve its downtown walking areas with the following recommendations and guidelines:

- If there are any road improvements or consolidations of properties, keep block lengths short
- Establish and improve parking areas that are no further than a five-minute walk from the commercial and public service clusters
- Ensure vehicle speeds are kept low
- Provide clear, directive signage for pedestrians including informative maps
- Ensure that sidewalks have adequate width, quality, and amenities
- Utilize various types of street treatments (e.g. bricks or pavers) to identify cross walks
- "Green" the streets with trees and other forms of landscaping.

Complete the Open Space and Recreation Plan for the citywide trail system

Creation of the trail system proposed by the Open Space and Recreation Committee will provide more than enough benefits to justify its cost in resources and time. The trail system is included and more fully described in the Open Space and Residential Development Element of this plan, and readers are referred to that section.

The Buildings: Use and Reuse

The City's buildings are a valuable commodity, both monetarily and culturally. This must be recognized as the buildings get older and their functionality becomes more limited. An important example is school buildings. Because of significant changes in building codes and teaching protocols over the years, older school buildings may not be meeting public educational purposes. The debate over the reuse and renovation of a municipal building versus the disposition of the real estate always generates impassioned responses. This is particularly true when a building's unique space configurations, such as emergency service facilities, may limit reuse options but its historic character and community history may contribute to a neighborhood's sense of identity. Under any circumstances however, the loss or transfer of City property into private hands should be a concern. Based on recent experience, the City should complete a comprehensive inventory of its buildings and develop a use and maintenance plan that will anticipate and guide future space needs decisions.

Include Reuse Options In Capital Planning

Typically, the determination of space needs and new construction is made within the individual departments and then presented in the capital program, with justification, as a construction project within the five-year timeframe of the capital program. The future of an obsolete facility is often overlooked in these plans. City departments should address reuse and disposal options for their aged facilities in those plans.

Recommendations for Building Disposition Plans

Prepare building disposition plans with considerations for:

- Building evaluations made not to justify the new construction but to determine viability of the old structure for other uses
- Historic context of the old building
- Market conditions and funding implications with the lease or sale of the old building
- Relative valuation of building for continued public service considering: Planned needs of other City departments, Needs of non-profit and volunteer agencies within the City, Redevelopment needs and opportunities, Market conditions
- Impacts on the neighborhood from any alterations

Consider Vacant Downtown Buildings within Broader Planning Goals

As noted in the Master Plan, one goal for the Downtown area is the continued mix of residential, commercial, and some industrial uses. Therefore, municipal buildings there should not be reused for single purposes when they no longer function for public service.

Recommendations for Use of Buildings

- If any public buildings change to private ownership, preservation agreements or easements should be put in place to protect valued aspects of the historic design and facades.
- Use restrictions should include requirements for multiple use, including public access.

Establish a Municipal Building Investment plan

Establishing a Municipal Building Investment plan will entail developing a full inventory and description of the City's public buildings, comparing options and providing a basis for educating the public. This will help in the capital construction program and in the identification of potential long-term needs.

Recommendations for Facility Use Principles

The following reuse principles should be incorporated into that plan.

- Keep community services effective and efficient in order to maintain and improve the City's quality of life.
- Strengthen Downtown Beverly as the heart of the community - the place for living, socializing, working and doing business.
- Communicate to the community what the City is offering its citizens and visitors.
- Make investments for maximum yield relative to cost.
- Prioritize buildings for reuse and consider the impacts any future use would have on the surrounding neighborhoods.

The Utilities: Water and Sewer

Sewer System

Several ongoing issues are being addressed by the City to improve the sewer system. They range from extension and relining of old pipes, to upgrading old drainage systems, to reducing private sump pump connections and inflow to sewer lines. The city should continue its efforts with these and other previously identified sewer and flooding issues.

The sewer system serves about 95 percent of the city. Although the sewer plant has adequate capacity, there is additional inflow that should be reduced. Inflow sources include private sump pumps and flooding. The specific location of these sources should be identified and they should be prevented from unnecessary contributions to the system.

Parts of the system are scheduled for repairs and upgrades. Some pipes will be relined to increase flows. The city should conduct an inspection program to identify and fix other lines before they break. Forced mainline sewers should also be replaced with gravity lines where possible to eliminate costly pumps and maintenance problems.

Recommendations for Sewer Systems

- Continue programs for investment, improvement, and expansion of storm and sewer systems.

Water

Water is a valuable natural resource, and preserving high quality and adequate supplies is a fundamental service in the community. The City should establish water use reduction programs through tools such as plumbing code changes, revised rate structures, water reuse and recycling measures, encouraging retrofit to low-flow water devices, promotion of native species landscaping, and by providing information to citizens.

Recommendations for Water Conservation

Specific recommendations to improve the water supply system include the following:

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- Replacement of outdated supply pipes before emergencies arise.
 - Evaluation and coordination of water supply pipes with road systems repairs
 - Improve water pressure in several sections of the City.
 - Ongoing plans to install meters, upgrade roads, and complete a hydraulic model will help improve the water supply for the City.

Recommendations for Water Sources

There are substantial areas of the City that have the potential to provide water to the community and supplement or even replace other sources. However, a hydro-geological and engineering investigation is needed to determine the feasibility of providing those water resources in a cost effective manner. As development continues to occur in the City, some of these options may become more difficult or costly.

- Obtain new local sources of public water. Initiate hydro-geological investigation at this time.

Recommendation: Focus Infrastructure Improvements to Support Economic Development

City infrastructure can be very costly. The recommendation is to first extend infrastructure support to those areas that can provide the tax benefits to support the infrastructure and subsequently support other development. These areas are the industrial and commercial zones discussed in the Economic Development section.

Key locations for infrastructure support are:

- Industrial zones in the central/Route 128 area and eastern side of the City.
- Downtown, to replace antiquated and insufficient infrastructure such as drainage and sewers.

4. Diversity of Housing

Housing Needs: Trends and Concepts

When looking at housing and the people who live within the City, a complex picture emerges of a highly diverse community. What this indicates is that the growing population will need more and different types of housing units. This diversity in people, families and their homes should be encouraged as a means to support the local job market and overall economic development.

- The City of Beverly is not growing as fast as the rest of the region however, on average, the population continues to earn more than the residents of neighboring communities.
- Property values in the local assessments have shown a divergence between the values of single family and multi-family units.
- Based on Census data and projections, the numbers of people per household has been declining and will continue to drop.
- The growth in employment continues to move apace although slower than the last decade.

In response, the thrust of the master plan's housing initiatives focus on three main areas:

- Preservation and Improvement of the existing housing stock, to maintain supplies of affordable units, and to upgrade living conditions and property values;
- Development of new units to continue to meet if not exceed state housing goals;
- Support to housing initiatives outside the City government, proper.

Existing Housing

The following is some basic information about the housing found in Beverly based on an analysis of the Assessor's records.

Property Values - Overall, the average assessment for a single-family home increased from \$341,800 in the 1980s, to \$406,720 in the 1990s. The average assessment per unit for apartments decreased from \$83,000 to \$48,300. This differential shows a distinctly different market emerging for each category.



Single-family Housing – There are 8,177 parcels categorized in the assessor's database as single-family residences. The homes within the Downtown area have the lowest average assessment both in terms of per square foot value and per unit value. However, these homes yield the highest tax revenue per acre factor. In comparison, homes in eastern portions of the City have the highest average assessment; yet yield the lowest tax per acre factor.

Age of Residences - About 40 percent of the residential acreage in Beverly was developed over the last 40 years. This means roughly 60 percent of the housing stock was built before 1960. Most of the condominium development in Beverly occurred in the 1980's. Most of the smaller multi-family properties (two and three families, and the four to eight unit properties) were built between 1900 and 1939 in association with the City's industrial development. This suggests that elements of *both historic significance and functional*

obsolescence may exist, considering the changes in construction techniques, standards and materials over the years.

Tenure and Occupancy - In 1990, about 56 percent of Beverly's homes were owner-occupied and 5.5 percent were vacant. Home ownership is reported to have increased and vacancies have gone down. These ownership trends create a particular *opportunity to revitalize the Downtown residential blocks*. Encouraging more owner-occupants in the Downtown area would be a way to stabilize and encourage reinvestment in these neighborhoods.



Residential Sales and Volume Trends

In June 2001, the median value of residential homes was \$272,000. This equates to an average *annual increase of 7 percent* over the last 8 years. Condominium prices, now at \$163,000, experienced a 72.8 percent increase between 1993 and 2000. This is an average annual *increase of 10.4 percent per year* during this seven-year period.

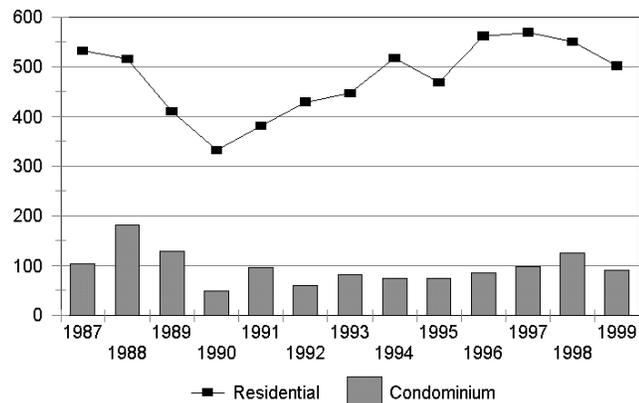


However, increases in *wages and income have averaged about 1 to 2 percent per year* over this same time-period. The disparity between wages and housing prices is diverging faster.

Number of Yearly Sales

The transfer of residential homes generally ranges between 500 and 550 sales per year or an annual turnover of about 5.3 percent. New home construction has averaged more than 50 units per year, representing 10 percent of this sales activity. These turnover figures indicate an active residential real estate market. In a hot market, *the City can add its influence towards affordability.*

Volume of Home Sales
City of Beverly, MA (1987-1999)



Source: The Warren Group

Subsidized or Assisted Housing in Beverly

The City has attempted to address all local housing needs that the real estate market has left behind. Beverly has 1,586 housing units of affordable housing, according to figures of the Department of Housing & Community Development (DHCD) Final 1997 Chapter 40B Subsidized Housing Inventory. The Beverly Housing Authority (BHA) and private entities manage these units. This represents 10.2 percent of housing in 1990 (15,589 units), indicating that Beverly has met the state requirement for subsidized housing available for low-income households.

The rental-assisted developments are scattered throughout the City, although there are no such units in the eastern side of the City. They are concentrated in the Downtown. Approximately 62 percent of the rental-assisted units in Beverly are dedicated for elderly households, while the remaining 38 percent are for family households.



Income Standards

According to the income guidelines of the U.S. Department of Housing and Urban Development (HUD), a household of 4 persons with an income level of \$33,850 or lower would qualify in 2000 for rental assistance as a very low income family. This suggests a higher percentage of households in the Downtown area would be at risk in comparison with other census tracts, since the median household income in the Downtown tracts is below \$38,000.

The Master Plan: Preservation, Improvement, Development

The City needs to increase the supply of housing affordable across a broad range of incomes. The lack of affordable rental and owner-occupied housing is displacing existing residents and preventing those who want to live and work in this city, especially in the face of regional development and economic change. Unless this supply is expanded, the market will gradually reduce choices for many residents, as those who can pay more will out bid those of lesser means. With an increased supply of permanently affordable rental and owner-occupied housing, benefits include the following:

- Attract people who want to live and work in Beverly
- Retain existing residents in homes that fit their life style
- Maintain the economic and social diversity of the community
- Continue to meet the State standard of ten percent affordable housing
- Help senior citizens remain in their homes
- Utilize vacant buildings

Goals and Recommendations

In the process of developing this master plan, the participants suggested focusing on some key areas of diversifying housing options. The following ideas were culled from the Goals and Objectives statements and the Alternatives workshops.

- Rezone and reuse old commercial and industrial properties for housing
- Build partnerships with funding agencies and non-profit property owners to develop new housing units
- Rezone for mixed-use development, accessory units, and two-family/multi-family units in selected areas throughout the city
- Encourage owner occupancy for low income and fixed income residents
- While promoting new housing opportunities, maintain the "New England" character for all future development
- Increase the housing supply in all neighborhoods through regulation and proactive programs
- Expand the availability and supply of multi-family rental and ownership units through regulation and proactive programs.

Recommendations for Improvement: Programs, Initiatives and Actions

Actions for Affordable Housing

As noted in the introduction to this section the key components of this housing plan are:

- Preservation and Improvement of existing housing stock, which currently supply affordable units to local residents;
- Development of new units to continue to meet if not exceed state housing goals; and,

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- Utilizing new Cooperative Arrangements.

The options that the City can take to help realize the benefits from increasing the supply of affordable housing are discussed below.

Preservation and Improvement

As the growth of the community continues, existing affordable units can be lost in the change. Preservation of units is needed to ensure that the presently affordable units remain, so that those residents at risk continue to have an equal opportunity for housing within the City. The tracking of affordable units and the notification when they are at risk of change or being lost because of program limitations, is one way to keep up to date on housing conditions. In addition, preservation efforts typically require money, and the funding initiatives are important.

Maximize Available Funding From all Sources.

Funding is needed to make housing available to the citizens of Beverly; the City can assist by exploring sources of funding and making the funds available as a consistent, standing responsibility. The housing coalition, partnerships and associated groups should explore the benefits of reintroducing the Community Preservation Act as a method of raising money locally and adding Commonwealth matching funds (see the Land Use section). If the examination shows benefits to the City, the housing coalition and partnerships could work toward passage of the Act. Additional financial sources are available from local, regional, state and national organizations and agencies. Keys in this potential funding are the federal grant programs such as the CDBG program. Additional program funds available from the federal level include the HOME program.

For most years since 1982, the City has obtained assistance from the federal programs for Community Development Block Grants (CDBG program). The focus of the programs has been to improve housing conditions for income eligible residents in Beverly. In recent years, grant amounts equal approximately \$600,000 per year. The majority of the grant money is spent on housing rehabilitation, however, a significant portion is allocated for public infrastructure and social service programs in support of low and moderate-income residents. Infrastructure improvements include park rehabilitation and drainage projects. The social programs include educational and food service programs. These are important funds required to maintain programs in support of housing for low and moderate-income residents of Beverly.

Recommendations for Additional Funding

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| <ul style="list-style-type: none">• Reconsider the Community Preservation Act.• Establish a liaison and procedure for acceptance of funds from the local non-profit organizations that contribute to local housing demands.• Encourage greater corporate investment using the Community Investment Act.• Set aside funds generated from sales of public properties for the purposes of affordable housing.• Provide information to people in need of housing assistance through use of the CDBG funds.• Utilize the CDBG funding program to expand housing opportunities by assisting homeowners and landlords to remove lead paint. Lead paint not only poisons children, but the presence of lead paint in many houses limits the supply of rentals for families with young children. The City can identify sources, provide funding, and seek grants for lead paint removal. |
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Assist Senior Citizens

Many senior citizens prefer to remain in their family homes and familiar neighborhoods after retirement and during their senior years. Yet, for many of them, the cost of remaining is greater than they can afford. A variety of assistance programs could make it possible for most to remain their homes, including any of the previous housing options specifically designed for seniors.

Recommendations for Seniors

- Utilize any of the programs and regulations listed above, tailored for senior housing. This includes different design elements, different funding sources and different means of delivery.
- Create a new seniors housing 'office' to provide opportunities to communicate directly with elderly. This may be needed for less mobile seniors, but can also provide a way of connecting with other elder services.

Production of New Housing Units

There are several programs for possible creation of affordable housing discussed below. However, a goal should be established for the number of units that the City wishes to create as a means to gauge the success of these actions.

Affordable Housing Construction Goals

The City is currently meeting its 10 percent affordable housing goal as established by the State Chapter 40B. However, this is a single view of the situation based on 1990 Census data. To remain at this standard, new affordable units must be constructed. To maintain the 10 percent housing standard, the City could match the housing construction starts indicated by the number of building permits issued per year. This could be achieved by creating five units per year, or 10 percent of the average 50 building permits that are issued per year. To improve local housing conditions, a higher goal will be necessary. There are approximately 500 housing unit sales per year. To assist the median income homeowner a larger number of units should be affordable.

Recommendations for Affordable Housing Construction

- Set a goal of five units of affordable housing to be constructed each year.
- Set a goal of 50 to 100 units to sell at prices affordable to median income buyers per year.
- Create a means to conduct a bi-annual review to ensure the City maintains the state goal of 10% affordable housing (without dropping too low or rising too high).

Construction of new units can be performed by government agencies or the private sector. Typically, the private sector can act more quickly in the construction of the units. However, the variability in the markets can make the private sector less reliable to meet the needs in a slow year. Another aspect to consider is whether to allow private developers to use local options for including affordable housing units or to require the inclusion. The former method has been shown to be very limited and actually non-productive, the latter method, called inclusionary zoning, is considered the most effective route. Any of the following zoning options can be used for either method.

Revise Zoning for Multifamily Dwellings.

Multi-family dwellings can increase the supply of housing with minimal use of land area. Because the units are also smaller, even unsubsidized multifamily homes can provide a lower cost option that more middle-income families can afford.

The City can establish standards and conditions appropriate for multifamily units in all areas of the City. Conformance with neighborhood character, existing public infrastructure and amenities, and adequate land area can be used to set the requirements for the permitting process. Site and building design should be compatible with the surroundings and ensured through site design and review through the permitting process. In addition, from a tax base perspective, housing units in the Downtown are under-performing in comparison to City averages, suggesting opportunities for improvement may also exist as a means to enhance the tax base.

There are several areas where this action could be used to develop multifamily units, including the reuse of existing industrial and commercial buildings, in new conservation-type development areas, and in the subdivision of large existing homes. One method to expand the housing supply with the least amount of neighborhood impact is to increase the utilization of the existing homes and infrastructure in built areas. The Zoning Ordinance should set conditions to allow that expansion which can be accomplished in a variety of ways.

Recommendations for Multifamily

- Reuse of commercial and industrial buildings is most important within the Downtown areas. This will provide incentives to preserve historic structures that add unique character to the City. However, to maintain the vitality desired in the Downtown area, the inclusion of other uses into mixed-use projects is preferred, (see discussion below).
- Conservation Subdivisions are more fully discussed within the Open Space and Residential section of this master plan. For the reasons stated above, inclusion of multi-family units within these projects would provide several housing and environmental benefits.
- The subdivision of large homes into smaller units provides additional and more affordable housing units without significantly changing the character of the buildings or the neighborhood. It also helps preserve open space and historic structures.
- Revise zoning ordinance and regulations to allow easier conversions to multi-family dwellings and mixed uses by permitting accessory or in-law apartments, allowing two-family and accessory units as a matter of right, supporting infill or mixed housing in neighborhood centers where this approach would be consistent with existing building density.
- Allow the addition of floors to buildings so that existing site infrastructure can be used. Allow where consistent with the design of the other neighborhood buildings.

Revise Zoning for More Housing Options.

New housing options could be allowed through code modifications, tax incentives, subsidy programs and regulatory simplification. Mixed use should be allowed where specified conditions are met and where new construction might include or mix with existing commercial or certain appropriate uses. Elderly housing may be a viable alternative for redevelopment given the lesser demand on costly municipal services, such as

schools. All of the city housing agencies should cooperate to effect the suggested policy changes, to secure funding, and to provide information.

Some of the choices fall into an area where student housing for local schools is competitive with housing for local workers. As with the housing crisis in general, the expansion of supply can reduce the competition and costs of that housing. However, the participation of the schools and the control of these units through regulation are considered necessary to make these options successful in meeting the master plan goals.



New programs can be created or expanded with Community Development Block Grant funds. However, to truly accomplish the full program benefits, these or City funds should also be used to provide new staff within the City Hall. In this way, code enforcement, information distribution, program development, and oversight can be handled without adding new demands on existing staff.

Recommendations for New Housing Options

- Allow and encourage Single Room Occupancy housing.
- Relax restrictions on non-family-related occupants.
- Utilize properties of the local institutions to create housing that can support their clients as well as local workers.
- Require housing to be considered in the master plans of the local institutions.

As Beverly continues to grow and change, the City should act to ensure that the 10 percent standard under Chapter 40B is met or exceeded.

Focus on Downtown Housing

As previously noted, reinvestment in the Downtown residential areas is warranted. However, to protect the residents who may be at risk, and to maintain the housing stock that remains affordable there, several actions could be taken. Owner occupancy, reinvestment credits and other government or housing coalition support may be used to accomplish this goal.

Recommendations for Downtown Housing

- Promote owner occupancy with reinvestment credits and tax benefits.
- Provide public funds to reinvestment where there is a commitment to affordability and owner occupancy.
- Maintain the existing housing types with zoning guidelines and restrictions.
- Encourage mixed-use development in the adjacent commercial zones, with requirements for affordable percentages in the number of units.

Establish Standards for Chapter 40B Projects

There are now funds available for construction of affordable housing that do not fall under state review. Consequently, they are not subject to the typical process whereby the state agencies, usually Executive Office of Communities and Development, will review the site and project before allowing the project to submit for a local comprehensive permit. In addition, while the state legislature continues to discuss changes in the law, the City's number of housing units and number of affordable units will continue to change, potentially impacting the 10 percent requirement of Chapter 40B. As a result, the City may find itself required to perform additional analysis of affordable housing projects. Guidelines for these projects can be established in the local ordinance and board regulations to supplement the state programs. The City may also find these guidelines useful even for 'friendly' projects.

Recommendations for 40B Guidelines

- Based on the Chapter 40B guidelines of the Housing Appeals Committee, create a set of submission requirements that establish the basis for negotiations with developers and local housing projects.

Outside Housing Initiatives

The use of other concerned citizens and organizations to assist in the preservation and development of affordable housing is necessary because the problem is so large, while the City resources are finite. Luckily, there are a number of options to support local housing programs. However, to be the most effective, these initiatives should be embraced by the City's political infrastructure as well.

It takes a city of resources to meet the variety of housing needs that have been identified during the planning process. A housing coalition coordinated and assisted by the City could pool resources to supply financial expertise, funding, and material resources to address the varied needs and demands of providing for additional housing in the city. A strong coalition includes representatives from real estate firms, financial institutions, the building industry, housing advocacy organizations, and city decision-makers. A coalition that reports to the mayor and city council establishes a firmer connection between identified housing needs and action.

Recommendations for the Housing Coalition

- Utilize existing organizations to create a City-sponsored housing coalition.
- Create a new coalition under the auspices of the City, with appropriate support designated by the City officials.

Cooperate with state, regional, and national efforts

The utilization of financial and technical assistance is one of the most efficient ways to support housing policies that increase the supply of affordable housing. The City has many local, regional, state, and national resources to provide this assistance. The National Housing Trust, Neighborhood Reinvestment, and Community Development Trust are examples of non-profit organizations. The Massachusetts Housing Partnership Fund is a semi-autonomous state agency that assists in the construction of affordable housing.

With these resources, the City can establish programs and partnerships, and technical assistance to help increase the supply of housing.

Recommendation for Cooperative Projects

- Establish a list of potential sites and projects for development of affordable housing and utilize the resources of the non-profits to assist in planning and construction of the units.

5. Open Space and Residential Development

Introduction: *The Connection*

The connection between the City's open space and residential development is clear and strong.

- Most of the land area in the City is zoned for residential development.
- Most of Beverly's vacant, privately owned land is located in areas zoned residential. Of the 2,176 acres held by private institutions, only 950 acres is considered developed.
- The fastest growing land development sector is residential projects.
- As the residential land is developed, the new residents will seek nearby open space areas.
- The majority of open space within the community is zoned for residential development. This includes both the protected open space, and those properties that remain open for development.
- As the land is developed, the open space areas that may be used by the existing and new residents is lost to that development that demands it the most.

State law provides limited opportunities to obtain new open space within new residential subdivisions. While the State provides grants and there are other funds available for open space planning and acquisition, the largest burden to create viable, attractive open spaces rests with the community. Consequently, this plan looks at both issues as a set of closely connected planning issues with significant impact on the quality of life, property values, and the demands for stewardship of the City's natural resources.

Open Space: Trends and Concepts

Inventory of Beverly's Open Spaces

The information below is a summary of the different types of open spaces in the City. Defining parcels as protected/preservation or unprotected/conservation means that the parcels must remain in a natural state (protected or preservation) or may be used for other purposes (unprotected or conservation). The 'other purposes' do not include commercial or residential development, but do allow development for public facilities, such as active recreation (sports fields), water supply systems, and public schools. Each property's use is defined by deed restriction and the source of acquisition funds.

Public Land - Protected/Preservation Parcels

- The Beverly Conservation Commission owns and manages several parcels across the City totaling over 335 acres. These parcels were acquired by gift, City purchase, tax taking, and by funding from the Land and Water Conservation Fund.
- The largest area of conservation commission lands is south of Route 128 near Boulder, Wood, and Branch Lanes and along Pole Swamp Lane.
- Other major parcels include an area at Wood Lane and Essex Street and along the border with Wenham between Wenham Lake and Route 97.

Public Land - Unprotected/Conservation Parcels

- Salem-Beverly Water Supply Board: The Salem-Beverly Water Supply Board owns and manages several parcels around Wenham Lake and south of Longham Reservoir, (about 120 acres). These parcels are important in preserving long-term water quality.
- Beverly School Department: The School Department manages eight elementary schools, two middle schools and one high school. All of these facilities have recreation or playground facilities on site.
- Beverly Airport Commission: The municipally -owned airport is located in the northwest corner of the City and contains significant amounts of open space (about 440 acres).
- Beverly Housing Authority: The housing authority manages several housing developments throughout the City.
- City of Beverly: The City owns major parcels of open space including parks, playgrounds, cemeteries, and the Beverly Golf and Tennis Club on McKay Street.

Semi-Public Properties - Protected/Preservation

- Trustees of Reservations: The Trustees of Reservations own and manage the Longhill Reservation off Essex Street in Centerville. This property includes a main house and gardens (about 54 acres).
- Essex County Greenbelt: The Essex County Greenbelt owns and manages several parcels within the City (about 133 acres).
- Massachusetts Audubon Society: The Massachusetts Audubon Society operates the Endicott Regional Center on Grapevine Road in Wenham with property extending into Beverly (about 4 acres).

Private Parcels - Protected/Preservation

- Two privately owned parcels with a total of 398 acres are protected by conservation easements.

Open Space Plan Initiatives: *Proposals*

The Beverly Open Space and Recreation Plan Committee has been in the process of updating the City's five-year Open Space and Recreation Plan. The goals and proposals of the Open Space and Recreation Plan (OSRP) are incorporated into this master plan. The OSRP includes goals for open space, an inventory of open space areas and important proposals for acquisitions and linkages. A summary of those plan components is presented here.

Open Space and Recreation Plan Goals

With the OSRP, the Committee has made a series of recommendations to achieve the following goals:

- Protection of lands – Acquiring land or the rights of access through outright purchase or by easements on the private lands.
- Subdivision Open Space Regulations – Creating new regulations that provide more open space in subdivisions and more neighborhood recreation areas.

-
- Enhancement and Protection of Landscapes – Protecting views, buffer zones and streetscapes as scenic areas.
 - Protection of Natural Features – Establishing regulations that provide higher levels of protection for natural features, such as habitat and slopes.
 - Implementation – Integrating these open space and recreation goals into the planning and zoning approval process.

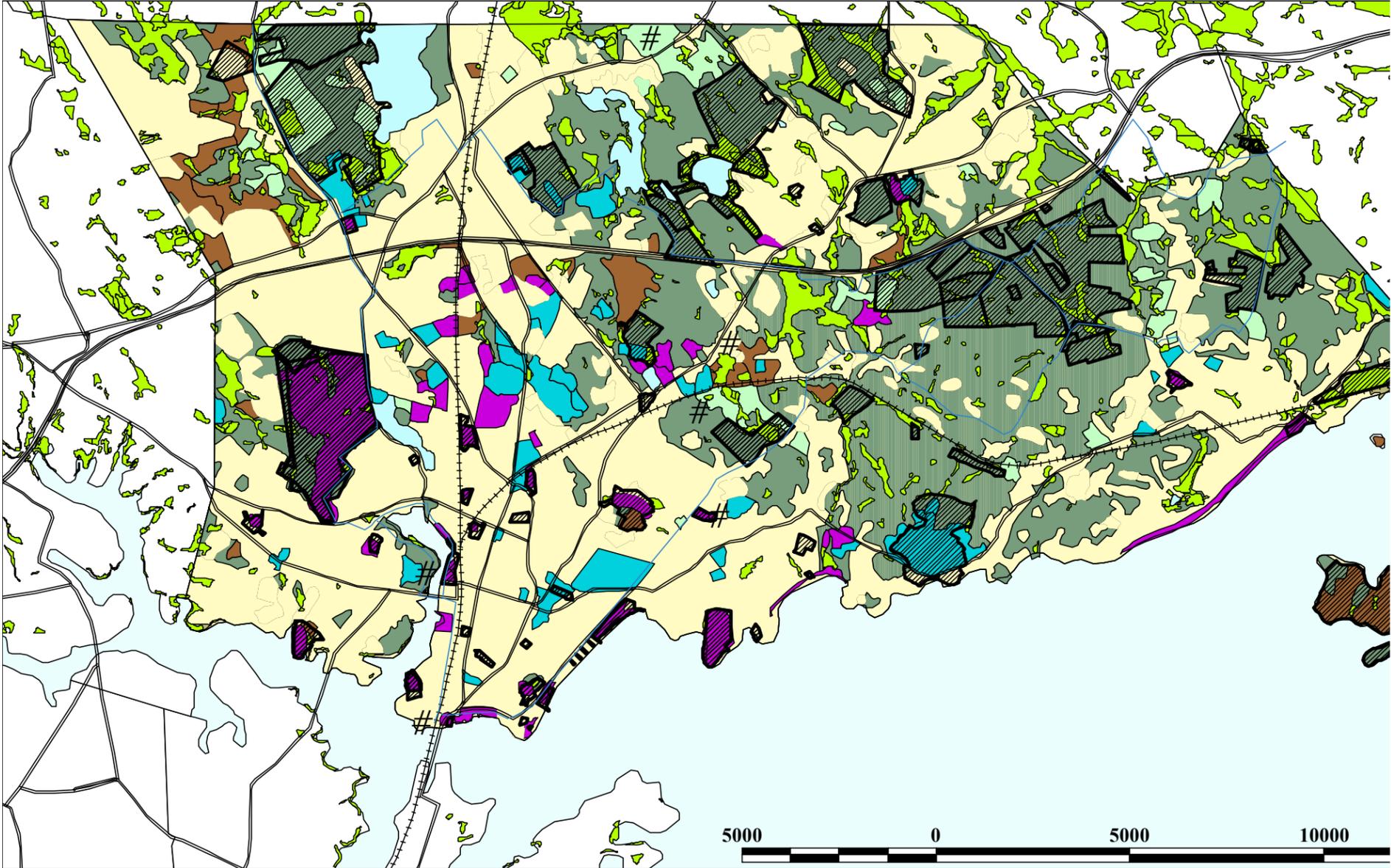
Open Space Proposals

An important concept proposed by the OSR Committee is the idea that the City cannot afford to purchase all the remaining open spaces. Moreover, the maintenance and management of the existing and future open space lands creates a long-term financial and operational issue. Yet, to truly enjoy the City's resources, all residents should be given an opportunity to reach all parts of the City spaces. This leads to a new paradigm for open space expansion.

- Obtain lands by easements instead of outright acquisition where possible, particularly where the landowners realize the financial benefits and where the use of public funds is restricted or not fully warranted.
- Create a linked system of trails and walkways that connects the open spaces, increases the value of all the existing and potential future pieces of the City's open spaces, and provides access to all City neighborhoods.

The Open Space and Recreation Committee has developed a plan for Citywide pedestrian and bicycle access through a system of linked trails. The overall plan as suggested by the Committee is shown on the map on the next page.

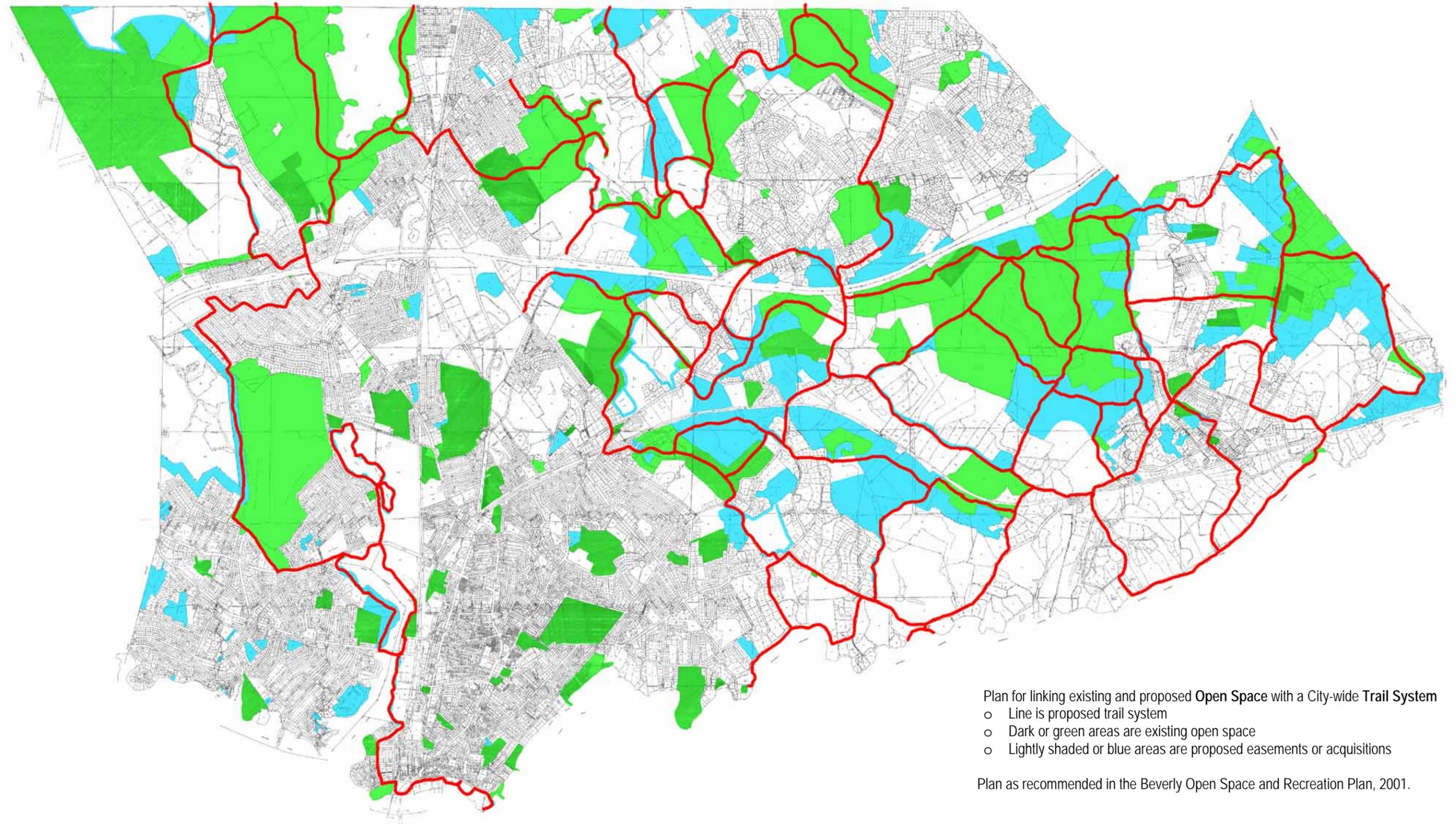
City of Beverly Undeveloped Open Land



NOTES:
 Most of this information was obtained from aerial photographs and indicate information available from those photos.

A build-out study was completed by the Metropolitan Area Planning Commission and is discussed in the section on Residential Trends following.

- # - Denotes properties considered for acquisition.
- | | | | |
|--|---|---|---|
| Agriculture and Horticulture | Open Land | Recreation | Protected Open Space |
| Wetlands | Forest | Urban Open Land | |



- Plan for linking existing and proposed **Open Space** with a **City-wide Trail System**
- Line is proposed trail system
 - Dark or green areas are existing open space
 - Lightly shaded or blue areas are proposed easements or acquisitions

Plan as recommended in the Beverly Open Space and Recreation Plan, 2001.

Residential Development: *Trends and Concepts*

As previously noted, the creation of new residential development must mesh with the creation of open spaces if the City is to maintain and improve on the quality of the City's environment. One aspect to consider is how much and how fast the development of the remaining lands will occur.

Projections for Growth and Potential Buildout

Within the next twenty years, the Metropolitan Area Planning Commission projects that the City of Beverly will essentially reach its maximum potential under existing zoning. The buildout means 2,650 new lots would be created.

Total Number of Households

		U.S. Census			MAPC		Buildout
1970	1980	% Change	1990	% Change	2020 (Buildout)	% Change	Estimate
11,565	13,578	17%	14,796	9%	16,665	13%	17,587

Source: MAPC

The growth rate is projected to be less than 1 percent per year. However, by the year 2020, the total number of households will add about 19 percent to the housing stock and grow to 95 percent of the total estimated future buildout. This will result in a projected increase of 6,335 individuals including 856 children, which represents a 17 percent increase in population over the 1990 population of 38,195. The number of children represents a 13 percent increase over the current enrollment of 4,682 enrolled in public schools.

Residential Development Trends

Buildout provides a unique snapshot of one future condition. Another aspect to consider is the current type and trends of residential development in the City.

Recent Development

Between 1980 and 1999, approximately 932 acres had been developed to create 2,370 new residential units in Beverly. There was no major reduction in housing through demolition during the 1990s. Based on the U.S. Census, Beverly had 16,463 housing units at the start of 2000.

Between 1990 and 1999, an estimated 811 new housing units were constructed on nearly 500 acres. This means that nearly 1,560 units were developed during the 1980's, which is roughly twice the number of units that were built in the more recent 1990's.

Single-family home construction totaled 488 units and utilized more than 440 acres. Another 275 units at three major apartment projects were constructed on 27 acres as elderly/assisted care units. The remaining 22 units were primarily condominium or smaller projects. In spite of the difference in the number of units, nearly 500 acres were developed in the 1990s versus 440 acres during the 1980s. This suggests a density of 3.6 units per acre during the 1980's and only 1.6 units per acre in the 1990s.

The average lot size was 0.28 of an acre per unit in the 1980s, while in the 1990s the average lot size more than doubled to 0.61 of an acre per unit. Also, the average unit size nearly doubled from 1,810 SF in the 1980s to 3,460 in the 1990s. The difference is primarily attributed to the number of condominium units that

were developed in the 1980s (678), in comparison to the 1990s (10). In addition, more single-family homes were built in the 1980s (590), than during the 1990s (488).

The number of units developed after 1980 (2,370) represents 15.1 percent of Beverly's total housing units, while the acreage consumed to support these units accounted for nearly 23.6 percent of the residential supply. This results in more land used per house or unit, causing a greater drain on public resources and yielding lower tax rates.

Single-family Housing

Beverly's housing stock has a higher percentage of single-family residences and condominiums than multi-unit properties. Single family and condominium properties represent 85.6 percent of the parcels in the assessor's database, and utilize roughly 90 percent of the developed residential land area in Beverly. From a tax base perspective, single-family properties are not contributing the same or higher percentage of their share of total assessment as their share of land area. In comparison, multi-family units and condominium properties have a higher representation of assessment than their respective share of acreage.

The following presents observations regarding homes constructed in the last decade in comparison to the citywide average:

- In total, 514 single-family units were built in Beverly between 1990 and 1999, representing 6.3 percent of the single-family stock.
- Roughly, 82 percent were built in the northern and eastern parts of the City, and 14 percent in the older, downtown and Rial Side neighborhoods.
- Post-1990 homes were built on larger lots, and in fact the lots are more than twice the citywide average.

These figures indicate that the remaining large open areas of the City are the focus of development, and the developments are less 'efficient' and are using up open space faster than ever before.

The Master Plan: Protection, Acquisition and Regulation

Recommendations

In the process of developing this master plan, the participants suggested focusing on some key areas of land use for open space and residential development. These ideas were culled from the Goals and Objectives statements and the Alternatives workshops.

- Adopt Conservation Development Regulations, along with other zoning regulations to preserve open space
- Protect the water supply and expand wetland resource protections
- Preserve and enhance the historic and natural character of the city
- Create partnerships with non-profits and for-profits to expand open space and recreation areas
- Bolster the regulatory process with staff and coordination

Natural Resource Policies: Preservation and Improvement

Land preservation requires an assortment of dedicated resources and cooperative effort, not the least of them: funds and the continued search for more funds. Staff resources, within the Planning and Community Development Department, will be required to manage policy, to work with the public, with boards and commissions, with associated non-profit organizations, and with other city staff to accomplish significant preservation. Those tasks should include the following:

- Provide information on best management practices for conservation and preservation.
- Provide information on methods of accomplishing open space preservation.
- Work with organizations and individuals to create conservation and preservation easements, using tax incentives and conditions on development rights.
- Seek additional resources and funding to allow preservation.
- Manage land acquisition and land banking.

Much of this preservation effort may be done in cooperation with non-profit organizations and advising residents about avenues to dedicating land to open space and natural state use.

Explore and adopt funding mechanisms to acquire open space.

Funding sources should be identified, as part of the open space protection and acquisition strategies. Purchase of property or the development rights to property is often the most effective way to preserve open space, but requires significant amounts of money. The Open Space and Recreation Plan Committee should review methods of accumulating funds for this purpose. The City can also provide information to landowners and potential donors on the significant tax benefits that can accrue from gifts and granting conservation restrictions and easements.

Recommendations for Acquisition Funds

- | |
|---|
| <ul style="list-style-type: none">• Add City staff to pursue State and Federal grants that will aid in open space preservation and associated recreational activities.• Establish an Open Space Preservation Organization and Fund, adjunct to the Open Space and Recreation Plan Committee, to receive non-taxable donations of funds, property or development rights, to seek and manage grants, and to accept property.• Dedicate special income streams, such as real estate transaction fees, sale of tax-titled land, or regular City appropriations, to the Open Space Preservation Organization and Fund. |
|---|

Recommendations for Use of Funds

- Purchase land adjacent to the Sally Mulligan conservation area
- Improve undeveloped land along the Bass River
- Purchase additional land near Witch Woods
- Restore the historic Hale House
- Preserve the tea house in the Lynch Park Rose Garden
- Designate historic routes

Enforce regulations that protect open space and natural resources.

Many current ordinances and regulations already protect open space in Beverly. The Conservation Commission, for example, has responsibility for oversight of wetlands and applies this oversight during the approval process. Wetlands and wetland buffers can be damaged through inappropriate on-site activities that were not submitted for approval, or conditions of approval that were not followed over time, even if initial construction did comply with the regulations.

Recommendations for Enforcement

- The City can expand its enforcement of regulations that protect open space and natural resources by allocating staff and resources.
- Better and more accurate enforcement is facilitated with better mapping of local resources.
- Better knowledge of the regulations ensures easier enforcement. Publish key regulations and inform the public about official roles to assist them.

Develop New Protective Ordinances and Regulations

Short of acquisition, open space can be somewhat protected by regulation. Where taking of land for public purposes requires compensation to the landowner, lesser demands by regulation, such as setbacks and open space percentages, are clearly within the police powers of the City. However, the use of more restrictive regulations comes with a warning. They can create an even less efficient use of the land, without providing all the benefits that the restricted land could provide towards good stewardship and even public access.

Flexible and well-designed regulations are needed for adequate protection of open space. Regulations should include incentives and requirements for clustering units and improvements away from the valuable open areas. In certain locations, provision of publicly accessible open space may be negotiated as a condition of approval. The regulations are

Part of Beverly's charm and attractiveness are the unusual landforms and natural places. Formations of sea-worn rock line the edges of coves. The peak of a hill may be seen from several miles. Where preservation can occur through acquisition, these and other natural features can have permanent public protection. However, often acquisition is not possible; in these cases, locations should be identified and have restrictions placed on alteration, while preserving ownership rights that allow effective use of the land.

Wetlands and salt marshes are particularly precious natural and open space assets within Beverly. Because of their extraordinary value, the Open Space Plan should determine whether current federal, state, or local restrictions are proving adequate to protect open space values linked to these special environments. If the study determines that degradation is still occurring because of inadequate regulations, additional protection measures should be adopted.

Recommendations for Development Regulation

- | |
|--|
| <ul style="list-style-type: none">• Adopt Conservation Development Regulations with new open space, unit type and development process standards.• Develop rules and regulations to effectuate Beverly's Wetlands Protection Ordinance, adopted December 2001.• Map unique features and include them in consideration for all development.• Map City wetland areas and provide protections under the City ordinances.• Develop architectural design standards to encourage a variety of unit types that fit with the local character. |
|--|

Promote Programs That Improve and Protect the Quality of the City's Water.

Preserving high quality and adequate water supplies is a fundamental need of the community. The City can improve local water quality by establishing impervious surface restrictions and guidelines to increase recharge - help water enter the ground and minimize runoff. The City should also promote the use of building and landscaping techniques, such as using native species to reduce water consumption.

The State of Massachusetts requires watershed management plans to protect water supplies. They typically include:

1. Watershed management goals as listed by the state and determined by the community needs.
2. A watershed land use and inventory that identifies conditions and risks.
3. Conduct a contaminant assessment that determines the hazard of adverse conditions, and
4. Source protection strategies that include full control at the water source and regulatory control of land use in the watershed.
5. Local means to implement the requirements.

Recommendation for Improvement of Water Quality

- The City should review the criteria established for protection and management of the municipal water supplies, and determine if additional protective actions may be necessary.

Residential Development Policies: Quality Projects / Quality Open Space

The development of the remaining open land as residential subdivisions has significant implications for the City and can add enormous benefits - if the development can utilize the concepts and ideas that work from the perspective of the land and the neighborhoods. The following choices link the development trends with the natural resources in ways that are positive for both the projects and the City's resources. However, many of these ideas must come with the acceptance that the new development projects may not look exactly like the neighborhoods that surround them.

Improve Utilization of Local, Regional, and State Open Space Strategies.

Several open space and development strategies and initiatives have been developed by local, regional, and state organizations to protect open space, minimize development impacts, allow development of residential areas, protect and improve natural resources, and establish greenways and riparian corridors. The City can benefit by adopting or utilizing these strategies as part of its overall open space and residential plans. For example, the Harvard University Graduate School of Design recently completed a report that investigated ways to encourage new growth patterns on the North Shore. This report also proposes to establish a conservation and development commission to protect the region's open space as well as manage housing development. The state also offers many open space strategies and programs including the Bikeways and Trails Program, Conservation Restrictions, and the Greenways and Trails Demonstration Grants Program.

Recommendations for Regional Strategies

- Provide staff resources and schedule to allow participation with regional, state and academic conferences.
- Set priorities for regional program participation based on goals and objectives of the Master Plan, particularly for alternative transportation and development design initiatives.

Promote the Use of Conservation Subdivision Design (CSD) Process

Residential development in Beverly should strive for a high quality - high quality environment, high quality design, and high quality of life. Open space and preservation of neighborhood character adds immeasurably to this purpose. The City and other open space and housing-interest groups should encourage the concept of Open Space Residential or Conservation Subdivision Design, where sites proposed for development are assessed to identify natural and special features, which are then preserved by clustering the houses, either single or multi-family, in specific locations on the site, more closely than conventional zoning would allow. As an incentive to the developer to set aside a percentage of the land as permanent open space, most CSD bylaws allow for additional units to be constructed than would be allowed under traditional zoning. This approach will benefit residents by preserving the most valuable open space and natural resources near their homes.

Recommendation for CSD

- Consider adoption of CSD design standards within the zoning and subdivision standards.

Continue to Provide Traditional Design Options

No one method or technique of development fits in all situations. Consequently, an allowance for traditional subdivision design, without the clustering of units, may be the most appropriate design in certain instances.

Implement The Recommendation In The Open Space And Recreation Plan.

The Beverly Open Space and Recreation Plan Committee is updating the Open Space and Recreation Plan (OSRP). Plan elements include protection of lands, subdivision open space regulations, enhancement and protection of landscapes, protection of Natural features, and implementation measures. The City should implement its recommendations according to the Plan's schedule.

Recommendation For Implementation Of The OSRP

- The program proposals of the OSRP require funding and implementation. Create an implementation committee with the specific charge of being required to implement the plan and being responsible for reporting on success.

Provide A Trail System That Links Open Space Areas.

There are many open space areas located throughout Beverly. Many of them, however, are not connected and lack access for pedestrians and bicyclists. The Open Space and Recreation Committee proposal to link City areas with a trail system for pedestrians, runners, bicyclists, and other non-motorized vehicles can become the basis for completing a city-wide plan.

This trail system would link parks, recreation areas, and other attractions in Beverly, and would cover diverse areas ranging from the harborfront to the airport. Such a system would pass through a diverse set of neighborhoods and provide another source of recreation for the residents of and visitors to Beverly. Portions of this system would require either land acquisition or easements and will consequently require City financial and personnel resources.

Recommendation For Trail Systems

- Using either the OSRP implementation committee, or another specific trail committee, initiate the process of program development, design standards for trails, discussions with landowners, and finalization of plans.

Establish a Preservation Trust Fund.

City efforts to preserve City heritage and character will require coordination to secure funding from all available sources. A trust fund, either a dedicated City fund or a private non-profit, should be established in order to reserve designated money for the purposes of property acquisition and preservation. As noted in other sections of this Plan, the Community Preservation Act (CPA) could provide new local and state revenue to preserve significant places and buildings, and should be carefully examined by the Historic Commission. If they conclude that benefits are substantial, they should work for the adoption of the CPA.

Recommendation For Funding

- Use the CPA program or create a separate Preservation Trust Fund to protect the remaining historic resources.

Integrate Historic And Archeological Significance Into City Permits And Regulations.

Historic and archeological significance should be required in the description of existing conditions on all applications for permits for building, subdivision, or special permits. This will advise City staff, permitting boards and commissions and the applicants and their agents that these features have value. The Zoning Ordinance should encourage new construction or renovation to be compatible with neighborhood historic character.

The Building Inspector's office, which processes building and renovation permit applications, should have full knowledge of conservation and preservation issues. Some renovation permit applications may require code interpretation or sensitive code compliance in order to maintain historic and/or architectural integrity.

Recommendation For Permit Integration

- Adopt regulations that specify waiting periods for disturbance or demolition, identification and notification of historic resources on all properties presented for permit review, site plan review, or building permit.

Increase Access Through Partnerships

Many non-profit and for-profit organizations acquire, own, and/or manage open space and recreational areas. They have developed links with other agencies, identified source of funding, and have extensive experience with partnerships that support development and preservation of open space resources. The Massachusetts's Land Trust and the Essex County Greenbelt Association are just a few examples of these organizations.

The City should expand its coordination efforts and establish partnerships with these groups to help support acquisition, development, and preservation of open space areas. In turn, this will increase access to open space for the residents of Beverly as well as improve their quality of life. Existing agreements should also be strengthened to ensure that open space remains accessible.

Recommendation For Partnerships And Collaboration

- The Mayor should appoint city staff and a committee to begin discussions with non-profit organizations on their potential participation with the City programs. (This can also apply to housing programs.)

Ensure Adequate Staff And Department Coordination.

Existing regulation and proposed recommendation need to have adequate staff and resources to ensure they are adequately managed and coordinated. The city should commit the resources required to meet these needs. In particular, the Planning and Community Development Department should add staff. They could support enforcement of current ordinances and regulations, coordinate with other departments, and help implement the recommendations of this Plan.

Recommendation For Staffing

- Identify the grant application, ordinance creation, and program development goals of this master plan and determine the staffing needs to complete the plan. Create the additional positions or support options for expanding personnel.

6. Economic Development

Introduction: Improving Value to the Community

The City can realize many of the projects and ideas presented in the other sections of the Master Plan through Economic Development. Some means to achieving such goals are:

- Allowing development that increases property values
- Obtaining new tax revenues from development and redevelopment
- Facilitating new income and rents for local residents and businesses
- Leveraging private funds for public redevelopment and improvement projects

Economic Development is important because it can provide benefits for all businesses and residents, and improve the local tax base. However, unlike the range of choices made for other elements of the Master Plan, Economic Development comes with both public policy decisions and market realities. What the current market may direct as the 'highest and best use' from a real estate market perspective may not coincide with the perspective of residents on the highest and best quality of life. Understanding these differences will allow better-informed decisions.

The need for economic development should be clearly understood. Within the appendices is a summary report on the tax and budget implications of different types of development. The results show how important the continued improvement of commercial properties within Beverly is and what is needed to support a revenue stream that can maintain and stabilize the tax base without undue burden on the residents, and where possible, even improve the City services.

The Master Plan recommends a strategy that is focused on the real estate market but adds the perspective of public benefits for the community. The overall intent is to maintain and improve the value of every portion

of Beverly; protect property owners and residents and the value they place on their real estate, and improve the value of undeveloped or underdeveloped land so that the City can maintain a steady tax base and fund the programs and services that those owners and residents desire.

Review of Economic Conditions: *Trends and Concepts*

Certain key findings provide an overview of the real estate conditions in Beverly and indicate why a more aggressive approach to economic development may be desired. These are based on study of the actual numbers accrued from assessments and taxes. Consequently, they lead us to decisions focused on the real estate market and tax assessment realities.

Land use is balanced towards residential. Beverly has 8,276 acres of assessed land, broken down to 58% residential, 6% commercial, 7% industrial, 3% forest and agriculture, and 26% tax exempt. Industrial development, in comparison with residential and commercial, does not contribute an equal or better percentage compared to its share of acreage.

Long-term assessment trends do not show full 'recovery' from the last economic downturn. Beverly's current assessed property values (equalized) reflect an increase of 137% from 1980 values, when adjusted for inflation. This suggests an average annual growth in "real value" of roughly 7% per year over the last 20 years. In reality, all this growth occurred between 1985 and 1990 (180%), and proposed figures for 2000 are still below 1990 values when adjusted for inflation.

Short-term assessment trends rely on residential properties. Although full-value assessment, when adjusted for inflation, remains below the levels of the late 1980s, Beverly's actual assessment in 2000 has increased by more than \$1 billion since 1987. However, the City currently has a greater dependence on residential properties for tax revenue (85%) than it did in 1987 (76%). A major reason is that nearly 90% of the tax parcels in Beverly are classified as residential, while only 4% are classified as commercial or industrial.

Real estate tax rates put Beverly at a competitive disadvantage. In 2000, Beverly had one of the highest rates in the region for both residential (\$14.49) and non-residential (\$23.36) properties. This finding places the City at a competitive disadvantage when trying to attract future prospects, unless the City uses Tax Increment Financing, which reduces the tax burden when creating new local jobs. This in turn, postpones the maximum tax benefits that the City can receive from the projects and reduces the listed tax differential.

Industrial buildings are yielding low values. Industrial buildings have an average assessment of \$30 per square foot, which is lower than the other uses. In addition, the taxes generated from industrial buildings are lower on a per acre basis, \$6,900 per acre. This suggests that refining industrial uses, eliminating uses in certain areas, and requiring minimum building standards are needed to enhance the tax base.

Commercial building values need to be enhanced in the Downtown area. The values per square foot for office (\$40), retail (\$30), industrial (\$27) buildings in the Downtown are lower in comparison to replacement costs, as well as lower in relation to similar building-types in other tracts of Beverly. This is surprising, since this census tract includes Beverly's downtown and waterfront, and yields the highest tax revenue per acre than any other census tract in the City. The relatively low building per square foot values are likely a result of an older building stock, which in some cases may suffer from functional and economic obsolescence. In addition, this area lacks a defined gateway, and the existing industrial uses along the Bass River and railroad may be a potential blighting influence, thereby negatively affecting property values. Correcting conflicts through zoning changes that encourage redevelopment and new, high-value growth in

key areas, are ways to enhance the tax base in this tract over the long term, so long as the historical context is not lost.

Recent commercial and industrial development increased Beverly's commercial and industrial tax base by 36%. Nearly 1.5 million SF of commercial and industrial development occurred over the last twenty years, and consumed more than 211 acres. This development totaled more than \$100 million in real estate assessed values, reflecting more than 36% of the City's commercial and industrial base. Encouraging future commercial and industrial development should have a positive influence on enhancing the City's tax base, provided that standards are in place to ensure that the residential tax base would not be negatively impacted.

A finite amount of undeveloped land remains. While Beverly has about 2,380 acres (29% of City) of undeveloped land only 3% of the City or 264 acres are undeveloped commercial or industrial land.

The Master Plan: Using the Opportunities

In the process of developing this master plan, the participants suggested focusing on some key areas of land use for economic development. These ideas were culled from the Goals and Objectives statements and the Alternatives workshops.

- Use the waterfront as a way to generate activity and revenues.
- Develop tourism as a new opportunity using the city's historical aspects and waterfront as destinations.
- Reuse the older industrial commercial areas before designating new areas.
- New development must come under well-defined design guidelines to preserve character and protect adjacent residential neighborhoods.
- While creating new development, maintain the "New England" like qualities of the city.

These directives represent the desires of the residents to reap the highest public benefits from development and redevelopment of the commercial and industrial areas of the community. Consequently, they lead us to decisions focused on the realities of public need and quality of life.

Choices for Economic Development: New Development, Redevelopment, Tourism

Major opportunity areas have been brought forward as options for economic improvement in Beverly. The opportunities lie in **new development** within the remaining industrial lands which all lie within the central and northern portions of the City, Downtown Beverly with its mix of residential, industrial and commercial areas, and in a new venture - development of tourism based on the waterfront and strong maritime history of the City.

Industrial lands

- Airport Industrial Parks
- Route 128 Industrial Land
- Wenham Border Industrial Land



Downtown Beverly

- Downtown Commercial
- Downtown Waterfront
- Downtown Residential

Tourism

The following discussions and recommendations address each of these areas.

Industrial Zone Lands: The New Development Sites

Three major undeveloped or significantly under-developed commercial and industrial areas remain in Beverly where additional commercial and clean industrial uses may be developed. The planning process was used to determine if the existing zoning designations are appropriate for the areas and if there are ways to maximize their economic potential from the City of Beverly's tax perspective.

Airport Industrial Parks

Roughly 270 acres of industrial, IR zoned land is in undeveloped or under-developed in parcels located in North Beverly around the City Airport. There is also more than 345 acres of tax-exempt land in this part of Beverly including roughly 275 acres in the IR district, most of which is part of the Airport. As a portion of the Airport, this land is unavailable for development except as may be related to the operations and support services at the Airport.

A portion of this land recently became available with a new access road, Sam Fonzo Drive, and new buildings are currently under construction within this subdivision. The development potential of the remaining land in this area as well as the zoning designation in this district should be re-evaluated. Refining if not eliminating certain 'industrial' uses should be considered as well as establishing building standards, minimum build-out requirements and buffer zones.



The types of uses that could be envisioned for the Airport Industrial Park could be the types of uses developing at the Cummings Center, Office and Research and Development. These land uses should provide a higher level of taxes per acre than the warehouse uses that may develop on the large lots and make the Airport Industrial Park more productive for the City. When considering changes for the IG zoning district, as recommended here, the application of the same district to the Airport Industrial Park should also be considered. Additional standards needed for the Airport Park are those dealing with new construction design standards, buffers for adjacent residential neighborhoods and limiting the impact of the new uses on the operation of the Airport, proper.

Recommendations for Airport Industrial

For the Airport Industrial Park zoning districts:

- Improve the investment in those properties by restricting them to high value land uses and eliminate or make accessory the low value industrial/distribution uses such as warehousing.
- Promote Office/Research and Development Park uses - change name of district.
- Establish minimum building standards.
- Provide flexibility in site plan standards.
- Eliminate conflicting uses, particularly residential uses.
- The investors should be provided flexibility on the design and construction of these costly developments. However, environmental standards must be included to protect the public and any airport encroachment should be prohibited to protect air safety.

Central Beverly/Route 128 Industrial Land

Roughly 120 acres of undeveloped or under-developed land are located in the IR district of Central Beverly. This area is surrounded by another 460 acres of undeveloped or under-developed residential and tax-exempt land. Future commercial and industrial development in this area is probably contingent on the proposed new Route 128 interchange and access road, which likely will not occur for another ten years. However, this could be a very important area for expansion of commercial land uses.



The development potential, marketability and zoning should be considered as well as potential access to the City-owned land around Norwood Pond, and the potential reuse of the former landfill. A transitional zone for multi-family residential should also be considered, as a buffer to the current industrial zoning. As mentioned earlier, redefining IR uses should be considered for this area as well.

However, there is one key issue that must be decided by the City before promoting full development of this area. The real potential of the industrial land in the north central region is contingent on the construction of the new Route 128 exit ramp. With this primary access, the land becomes much more viable for a wide variety of uses. Regional consideration has been given to a medium sized conference facility for the North Shore and this location, with the new access, would be a primary location. The relationship between the public investment in the new access and the potential development of the land must be clearly articulated. The zoning and agreements for development must be in place for the access construction to commence. In this way, the public investment will result in economic development and land uses that the City finds of greatest benefit.

Recommendations for Route 128 Industrial

For the Route 128/Central Beverly zoning districts:

- Refine the allowed commercial uses to promote the preferred uses. Provide for Retail, Hospitality, and Service uses;
- Plan for mixed uses and change IR zoning to conform with long-term vision by eliminating industrial and warehouse uses;
- Create buffers for residential areas with zones of multifamily/apartments;
- Put recreational fields on top of city landfill.

Wenham Border Industrial Land

A third area, consisting of 26 acres in a single parcel, is located adjacent to, and is only accessible from the Town of Wenham. State case law prohibits access to industrial land through residential properties. Without other



access the current zoning (IR) for this parcel may not be appropriate and should be evaluated. However, several opportunities are still available with or without the zone change. Different types of residential development could provide for local housing needs and not significantly impact area neighborhoods. In addition, the Town of Wenham may consider industrial development on the other side of the municipal border, which in turn would provide access to the Beverly land and allow commercial development on the land.

Several considerations must be included in any rezoning discussion. At this time, residential lands provide higher tax dollars per acre, but these uses also result in additional demands on the local schools unless they are particular types of housing units. Any development of the land will also create a demand on the city roads. However, if access is provided into Wenham, the property could be accessed directly from Route 128.

Recommendations for Wenham border IR land

Rezoning options:

- Multifamily or Senior Living/Continuing Care facilities;
- Consider use for municipal purposes; such as open space, school, or water system;
- Rezone for age-restricted housing and include open space requirements.

Maintaining industrial use options:

- Begin discussions with Wenham on the potential for a jointly developed technology park.

Industrial Zone Lands: *Redevelopment Sites*

The major areas to consider for redevelopment are in the Downtown and on Beverly's waterfront. They appear to be under performing portions of the Downtown but could link with the Cummings Center, the Commuter Rail Station, the neighborhoods and the commercial areas to create a vital and active Downtown for Beverly. Their potential redevelopment over the long term could eliminate conflicting land uses, establish a "gateway" for the City, and provide strong economic benefits for the City as a whole and to the Downtown businesses.

The first two areas are connected parts of the City's commercial waterfront. These area have been included in the City's Municipal Harbor Plan, a plan which is referenced for attachment to this Master Plan.

Beverly Harbor Waterfront

The most realistic private use of the waterfront land (public or private lands) is multi-family, luxury residential. However, to encourage even this use, some density bonuses will probably be necessary. Density bonuses would allow a developer to construct more units than allowed under existing zoning in exchange for the construction of a residential, rather than more lucrative commercial or industrial development. Hospitality uses, which include uses such as hotels and extended stay units, are also possible and could even be part of the 'gateway' into the City. The typical buildings would likely be three to five stories in height and impact views of adjacent properties. The issue of the conditions necessary for successful residential development also applies to the other Downtown areas.

The City's main waterfront district does not have to be the current center of revitalization. Its redevelopment can instead be designed as a supporting role to the Downtown, to identify the City with a gateway, and to continue to maintain and support the existing commercial fisheries and boating operations. However, in the event that the status of waterfront land use, particularly fisheries and boating, changes considerably, the opportunity for more intensive development such as commercial and hospitality uses should be taken. However, until those uses are gone, the zoning should reflect the types of uses presently on the waterfront. There are two sites of particular importance that are highlighted here.

Ventron Site - The former Ventron site and city-owned parcels (see related Gateway discussion) are located on the waterfront. These under-developed properties contain 5 acres and are situated at a major entrance to the City. Current zoning, which is different for each parcel (Industrial, IG and Water Dependent, WD), may not be appropriate to enhance the development potential and to maximize tax revenue. Uses for consideration include office, residential multi-family or condominium, hospitality, restaurant, recreation, or some combination thereof. City sponsored development on city-owned waterfront parcels will set the tone for subsequent development in the area, therefore, projects must be adequately planned in advance to ensure their quality and usefulness.

Gateway to Beverly - The potential "gateway" redevelopment area is the Ferry Landing site, adjacent City properties, and surrounding area. The City parcels contain roughly 10.7 acres situated at the foot of the Beverly-Salem Bridge and the entrance to the City center along Cabot and Rantoul Streets. There is a mix of uses in and adjacent to this area with an assortment of buildings and styles. This area has several zoning designations for residential and



commercial uses (RMD, RHD, CC, WD and CN), which may be the reason for its variety of uses and styles. Zoning charges should be considered in order to facilitate long-term redevelopment. Future redevelopment in this area would establish a new “gateway” presence for the City and could link with the potential development of the Ventron/City parcels on the waterfront. This in turn would spillover into Beverly’s downtown.

Recommendations for Harbor Waterfront Use

Rezoning for new uses on the waterfront:

- Multifamily Residential at 20-25 units per acre;
- Focus on Hospitality;
- Require first floor uses and activities that promote public activity;
- Provide density bonuses for preferred uses;
- Require highly usable public access;
- Require viewshed access;
- Use a Marine zoning district to protect the existing boatyards and commercial fishing operations, but prepare to change that zoning in the future should those uses no longer be viable.

After rezoning, the Designated Port Area classification of the Inner Harbor should be removed to permit redevelopment of certain areas.

Note: The reader is referred to the Transportation and Infrastructure section for additional programs.

Bass River/Rantoul Street Redevelopment

Another waterfront area with importance to the Downtown of Beverly is along the Bass River. The possible “Bass River” redevelopment area encompasses roughly 60 acres on the west side of Downtown. This area includes nearly all the properties in the IG district between the Bass River and Rantoul and Park Streets, and extends to Elliot Street. Potential redevelopment in this area could capitalize on the waterfront setting, prior redevelopment initiatives during the 1980’s along Rantoul Street, and the Cummings Center investment. Considerations would include phasing out existing industrial and distribution uses in exchange for higher value commercial and residential uses that would occur over the long term.

An option to spur the redevelopment of Rantoul Street and the Bass River waterfront would be residential units. With the attractions and amenities of the Cummings Center, the Downtown commercial area, and the Commuter Rail Station, there could be 500 to 1,000 new residential units constructed within this area. The results could be positive and negative. This many units could do more to support Downtown businesses than attempting to develop the area for tourism. However, it could also start to displace the existing auto-oriented and lower value commercial businesses, increase the potential for ‘gentrification’ of the existing residential areas. Still, this activity could greatly improve the Downtown commercial businesses. Note that all of these changes would be positive from a tax base perspective.



The present and future success of the Downtown area is related to a mix of housing and commercial uses. The housing should be priced for the existing and potential demographics of residents, to maintain stability and increase potential incomes, which will support Downtown businesses. The commercial uses should be primarily services and retail. Density bonuses should be granted for the right projects and design standards should be used to preserve the historic and unique design qualities of the City. The further development of the area with young professionals to support the redevelopment efforts here and at Cummings would be a benefit, and the units should be designed with this in mind.

Recommendations for Bass River

Rezoning actions:

- Mixed Commercial and Residential (Multifamily): allow low to mid-rise residential with portion low-income; services/retail ground level;
- Eliminate industrial uses from zone;
- Build and improve parking lots and garages;
- Create strong facade and sign standards for control of designs;
- Consider overlay districts with density bonuses for preferred uses;
- Relocate desired uses to other sites in the City;
- To ensure that the development is of highest quality, design standards should be created for maintaining the historic context, encouraging pedestrian and public access to the waterfront, and protection of the existing neighborhoods.

Complete public works projects for parking, roadways, and streetscapes.

Downtown Commercial

Rantoul Street and Cabot Street will continue to provide unique and different functions. Rantoul is oriented to transportation - a route for destinations to locations such as the Downtown businesses and the Commuter Rail Station, and a bypass to and from the other business and residential areas in and outside of Beverly. Cabot Street is functioning as the typical 'main street' with pedestrian-oriented, small businesses. Public improvements and zoning will continue to support these distinctions and allow new development supportive of those functions.



Recommendations for Downtown Commercial

- Relate to and connect Cabot Street and Rantoul Street properties directly to the Harbor with physical connections and mixed land use options.
- Focus pedestrian and street improvements on Cabot Street.
- Focus on vehicular and transit access improvements on Rantoul Street.

- Use development programs that encourage continued reinvestment for the CC districts.
- Use rezoning as incentive for reinvestment in IG districts.
- Expand off street parking in the downtown and waterfront to allow reinvestment into the commercial uses.

Note: These and other recommendations are discussed in the Land Use section of this Master Plan. The reader is referred back to those sections.

Rantoul and Cabot Neighborhood

The impact on the Downtown residential blocks, principally between Cabot and Rantoul, must be considered from the perspective of economic development or tax base, and from the perspective of quality of life for the residents - the two issues become one for the residents. Another important consideration in the Downtown development and redevelopment proposals is the possible impacts on the adjacent residential neighborhoods. This is most important when considering the Downtown residential neighborhoods that are surrounded by commercial and industrial development, including some of the commercial and industrial areas that warrant reinvestment plans.



The existing Downtown residential areas will not be wholly consumed as an Economic Development opportunity. Although improvements to the housing stock must be encouraged and directly supported in some cases, and will in turn provide increased property values and tax benefits to the City, the overall plan will be to maintain the stability of the neighborhood.

Recommendations for Downtown Residential

Rezoning actions:

- Allow lower density residential;
- Allow unit consolidation and reduction;
- Encourage on-site parking where possible;
- Add affordable unit requirements for new development.

City actions:

- Provide additional green space/pocket parks;
- Add new street restrictions and terminations;
- Encourage more ownership, and owner-occupation.

Note: Other recommendations for the Downtown areas are discussed in the Land Use section of this Master Plan. The reader is referred back to that section.

For both these residential areas and the Downtown commercial and waterfront areas, a combination of public and private investment will be necessary to maintain the general framework of land use in these areas but improve their contribution to the City tax roles. These are discussed in the Transportation and Infrastructure section.

New Opportunity Area for Economic Development: *Tourism*

Tourism is suggested as a new area of local economic opportunity to consider. Successful tourism requires a coordinated approach. A properly developed tourism plan would identify specific sites for tourists, enhance them according to their value and use, and advertise them in the appropriate markets. The following list identifies some key concepts for development of a plan to ensure that tourism would become a sustainable part of the community:

- A focus on the authentic aspects of local heritage and culture,
- A recognition that tourism has limits to support local initiatives,
- Ensuring that tourist support facilities are architecturally and environmentally compatible with their surroundings,
- Providing education and interpretation of sites for the visitors,
- Providing education to the community on how to handle tourists,
- Promotion of the aesthetics and ecology of the area,
- Understanding travel behavior of tourists, and
- Creating strategies to deal with the impacts on the community.

The unique heritage and natural beauty of Beverly's sites could be used to attract tourists, but the tourists' experiences must extend into the City to develop the full benefit and financial impacts. Well-developed tourist attractions generally provide direct and indirect economic benefits to a community. Direct benefits accrue from the sites. This occurs from visitors to the site who may pay entrance and parking fees and by visitors that support retail shops, hotels, restaurants, and other similar businesses. Indirect and induced benefits accrue from the secondary spending habits of the tourists and the local businesses obtaining tourist dollars. The social benefits are accrued from the education of visitors and a higher level of appreciation for the location. This in turn ensures a continued interest in seeing the location preserved.

Before attracting a greater number of people to an area, the related impacts and costs must be considered. Data from tourist sites show that the number of visitors for even moderately successful sites can increase 100-times during the peak vacation month of August. Tourism puts demands on the local residents to:

- Accept new levels of traffic,
- Encourage seasonal residents,
- Extend hospitality to visitors, and
- Allocate a portion of the municipal budget to support tourism programs.

The community's costs are typically associated with the need for increased municipal services for maintenance around the attractions. Some damage may also occur to private properties. There may be social impacts related to the psychological strain created by the visitors. Other possible impacts related to pollution, noise, and litter may occur if there are not sufficient support services to accommodate the tourists. Trash, restroom, food, and other service facilities must be adequate to enhance the visitors experience as well as maintain the quality of life for the community.

Recommendations for Tourism

- Initiate the study and planning for development of tourism as a way to achieve new revenue sources using the existing and enhanced attributes of the community. Utilize the current contract with Salem Whale Watch at the City Pier as a test case and obtain information that may help decide on other opportunities.

Beverly Municipal Airport

In support of all of the economic development strategies promoted in this master plan, one aspect of the City must also be recognized. This is the municipal airport, which provides a unique resource for alternative transportation. The airport is primarily funded by the federal government, which covers about 90% of all capital and operating costs. The Massachusetts Aeronautical Commission provides an additional 6% to 7%, and the City is left only with the last few points. However, the City also provides the management commission that oversees the airport operation. In this way the City is provided a great opportunity without the financial burden. As a consequence, the Beverly Airport should continue to be supported and promoted by the City.



IMPLEMENTATION OF THE MASTER PLAN

Implementation of this Master Plan will require a number of participants, and the commitment of substantial resources. The following Implementation Tables provides a summary of the proposed actions, the responsible parties involved in those actions, a suggested time frame in which to accomplish the action, and special guidance for the expenditure of funds and resources. The Table lists City departments, boards and commissions that will be taking a leadership role in implementing the plan. It is expected that a number of other boards, committees, commissions, and volunteers will be needed to participate and assist in this process.

In addition to taking these actions, the City should establish a method for review and reconsideration of the ideas and concepts promoted in this master plan, at regular intervals, while the implementation is in process. Below are three areas suggested for the schedule of review.

1. Master Plan Re-Assessments and Updates

The Master Plan should be a flexible and responsive tool, which can and will be modified in response to the changing needs of the community over time. The City should perform an annual review of the implementation program to determine the areas of success and to make recommendations for modification or redirection to better meet the goals of the City.

2. Annual Departmental Assessments

To assist the City and each of its agencies in their responsibilities, and to increase interdepartmental coordination, assessments of the planning and project efforts proposed under this Master Plan should be conducted on a regular basis. In order to maximize the efficiency of the assessments, the database of actions incorporated into the Implementation Table should be modified in the form of a report from each department. The information should include a listing of successful actions, an identification of any obstacles to implementation and ideas on means to overcome those obstacles. In addition, future projects should be listed so that they could be incorporated into the capital planning program.

To ensure specific actions will occur and a project is completed, include a process of regular reporting and notices of the project advancement. Each of these projects or actions should be presented with a program that includes the methods of public participation and notice, with a schedule for completion and a standard for determining success. With this type of commitment, the required concentration of time to complete the project will be ensured.

3. Master Plan Updates

The Master Plan proposes concepts that may be implemented twenty or more years out from the time of the document. Consequently, updates should be made to the Master Plan to ensure it remains a responsive document. The three areas recommended for periodic updating are the Goals and Objectives, Alternatives Analysis, and the Strategies.

Information on the City can be maintained through the City's development of a geographic information system (GIS). A means to flag significant changes in the database trends would allow the City to respond to issues. For example, the change in land use through redevelopment and new construction projects could be

keyed into changes in traffic generation and allow the City to reset priorities if necessary for infrastructure improvements.

The Planning Board should also review and modify the Goals and Objectives to ensure that the Master Plan provides the proper guidance to the community. The process should involve public interaction and input. The Planning Board should also annually evaluate both the regulatory and non-regulatory objectives that were established and determine the need to reconsider certain actions based on the conditions and results of the past year.

**APPENDIX A
IMPLEMENTATION TABLES**

LAND USE IMPLEMENTATION TABLE

ACTIONS	ACTORS	SCHEDULE										STEPS	CAPITAL PROGRAM REQUIREMENTS	
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011			
ZONING														
Comprehensive Rezoning	Planning Office, Planning Board, City Council												Form rezoning committee - 3 months; Set agenda for major revisions; Consider map after initial analysis of districts; Report to Planning Board every 3/4 months; start hearings by end of first 6 months and every 6 months after. Complete within 2 years.	
Zoning Map Revisions														
Use Variance for Estate Conversions														
SUBDIVISION														
Revise access and infrastructure standards	Planning Office, Planning Board, City Council												Update standards for roads and utilities with assistance of Public Works and outside engineering consultant Use state law allowing use of developer funds for professional project reviews Use separate zoning and subdivision revision process to initiate and complete.	
Outside engineering/environmental reviews														
Conservation Standards														
EXISTING HOUSING														
Maintain existing stock	Planning Office, Planning Board, City Council, Local Housing Trust												Programs for energy upgrades and façade improvements to private buildings combined with streetscape program. Use CDBG and HOME funds within yearly grant application. Include infill standards that maintain quality of new housing, within comprehensive rezoning effort	Federal and state program funds. Possible local façade grant program.
In-fill conformance standards														
NEW HOUSING														
Conservation Standards	Planning Office, Planning Board, City Council												Use separate zoning and subdivision revision process to initiate and complete. Include standards within comprehensive rezoning effort Include standards within comprehensive rezoning effort. Coordinate with Downtown planning. Include district within comprehensive rezoning effort Include standards within comprehensive rezoning effort	
Allowing attached units														
Allow residential in industrial buildings														
Non-profit zoning district														
Allow historic building use conversions														
INDUSTRIAL IG ZONES														
New waterfront district	Planning Office, Planning Board, City Council, Harbor Committee, all land use boards												Organize waterfront redistricting committee made up of existing board and committee members, or hold joint meetings of boards. Move separately from comprehensive rezoning to complete within one year. Identify existing land uses, survey potential use options, ask for participation from Cummings, prepare lists of possible uses and bring to public hearing. Obtain concurrence from all land use boards to make decisions conform to the Master Plan recommendations. Add regulatory standards where needed; e.g., Board of Appeals, special permits and variances.	
Include CC with IG rezoning														
Modify IG uses at Cummings														
Maintain existing industrial														
INDUSTRIAL IR ZONES														
Add new development standards	Planning Office, Planning Board, City Council, all land use boards												Include new standards for watershed and groundwater protection to public drinking water standards. Include Best Management Practices for storm drainage according to state DEP standards, and construction impact controls. Include Construction Management Agreements in permits. Obtain concurrence from all land use boards to make decisions conform to the Master Plan recommendations. Add regulatory standards where needed; e.g., Board of Appeals, special permits and variances.	
Maintain existing industrial														

LAND USE IMPLEMENTATION TABLE														
ACTIONS	ACTORS	SCHEDULE										STEPS	CAPITAL PROGRAM REQUIREMENTS	
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011			
BOULDER LANE														
Consider connection to Wenham industrial	Mayor, Planning Office, Planning Board, City Council												Begin discussions with Wenham Selectmen and Planning Board regarding proposed industrial park. Determine if development will occur within Beverly, with consequent tax benefits, by initiating site planning study.	
Consider land for municipal purposes														Based on negative results from above, or to determine options, consider public facilities (described in Infrastructure section) or lease for private use under specified design guidelines.
HISTORIC DOWNTOWN														
Expand districts and designations	Planning Office, Planning Board, Historic Commission, all land use boards												Initiate with listing of sites in Downtown outside of existing historic district. Supplement with new designation of sites under Mass Historic Commission guidelines.	
Expand and coordinate historic reviews													Consider demolition delay and façade preservation as part of comprehensive rezoning effort.	
Publish expanded list of historic sites														Prepare list of historic sites and districts as a part of a tourist/visitor attractions package.
PROFESSIONAL STAFF														
Create the positions or support options for city personnel.	City Council, Planning, Public Works, other departments as necessary												Identify the program development goals of this master plan and determine the staffing needs to complete the plan. Provide continued training and support to the professional staff.	Part time professional staff salary \$20,000 to \$30,000 per year plus benefits. Budget \$5,000 per year for training programs.
COMMERCIAL DOWNTOWN														
Connect Rantoul and Cabot to harbor	Planning Office, Planning Board, City Council, Public Works, Downtown Business Assoc., Chamber of Commerce												Identify three or more streets running between River Street and Cabot Street for connections. Prepare streetscape improvement plans and include in five-year capital programming.	\$750,000
Pedestrian and street improvements													Develop streetscape plan for Cabot Street. Seek Public Works Economic Development grant for construction. Include in first phase of capital program.	\$1 million
Transit and access improvements													Design Rantoul Street for public transit and vehicular travel combined. Include design plans in 5 year capital program.	\$1 million
Reinvestment programs													Support state grant funds for small business reinvestment in Downtown.	Federal and state program funds. Possible local grant program.
Rezoning of IG													Include standards within comprehensive rezoning effort	
Expand parking													Identify potential sites and develop a 5-year capital program. Include shared parking program with redevelopment plans.	\$1 million
RESIDENTIAL DOWNTOWN														
Match zoning to existing development	Planning Office, Planning Board, City Council, Neighborhood Assoc.												Include standards within comprehensive rezoning effort	
Add buffers between commercial and homes													Include standards within comprehensive rezoning effort	
Expand residential into CG district													Include standards within comprehensive rezoning effort	
Preserve historic architecture													Include standards within comprehensive rezoning effort	
Create pocket parks												Identify potential sites and develop a 5-year capital program. Include open space requirements for redevelopment plans.	\$250,000	

LAND USE IMPLEMENTATION TABLE														
ACTIONS	ACTORS	SCHEDULE										STEPS	CAPITAL PROGRAM REQUIREMENTS	
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011			
HARBORFRONT														
Create new waterfront district	Planning Office, Planning Board, City Council, Harbor Commission, Open Space Committee, Public Works												Organize waterfront redistricting committee made up of existing board and committee members, or hold joint meetings of boards. Move separately from comprehensive rezoning to complete within one year.	
Create redevelopment plan													In conjunction with rezoning, develop new use plan and remove Designated Port Area overlay.	
Add new design guidelines													Develop design guidelines for residential development, public amenities and commercial uses.	
Create waterfront walkway													Initiate effort through the Open Space and Recreation Committee. Complete detailed plan of development for walkway including public and private participation. Negotiate with land owners and prepare 5-year capital plan.	\$500,000
Connect zoning with water use													Include standards within waterfront rezoning effort	
Public-private partnerships													Upon completion of plans for reuse of waterfront, begin negotiations with existing landowners. Also consider Requests for Proposals from developers upon City property.	
Link to downtown with signage and walkways													Begin streetscape and connecting walkway plans with signage and simple improvements to sidewalks. Encourage more active use to coincide with other redevelopment efforts.	\$100,000
VILLAGE CENTERS														
Streetscape programs: Signage improvements, Sidewalk standards.	Planning Office, Planning Board, City Council, Neighborhood Assoc., Business groups, Chamber of Commerce												Create standardized streetscape program guidelines for public ways. Include signage, gateway signage, pedestrian, bicycle and road standards for application in all village centers. Consider Include district within comprehensive rezoning effort	\$1 million
Neighborhood center zoning revisions													Initiate neighborhood contacts through Planning Office to determine options for distribution of information.	
Neighborhood organizations													Support state grant funds for small business reinvestment in villages	Federal and state program funds. Possible local grant program.
Grant funding													Include standards within comprehensive rezoning effort	
Design guidelines														
NEIGHBORHOOD ASSOCIATIONS														
Organize neighborhoods	Planning Office												Initiate neighborhood contacts through Planning Office to determine options for distribution of information. Organize further meetings as necessary.	
WATER SUPPLY														
Add new standards for protection	Planning Office, Planning Board, City Council, Public Works												Include standards within comprehensive rezoning effort	
Confirm watershed boundaries													Hire hydrogeologic/engineering consultant.	\$20,000
Search for new local sources													Requires hiring of hydrogeologic and engineering consultant for analysis and review of available options.	Total development costs approximately \$1 per gallon. Estimate \$1 million.

TRANSPORTATION AND INFRASTRUCTURE IMPLEMENTATION TABLE

ACTIONS	ACTORS	SCHEDULE										STEPS	CAPITAL PROGRAM REQUIREMENTS	
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011			
ROADWAYS														
Improved road design standards	Engineering, Public Works, Planning Office - with State Highway Department												Engineering, Public Works and Planning to review current standards and upgrade as necessary to meet master plan goals.	
Safety improvements													Planning Board to include in Subdivision regulations, Public Works to include in contract designs.	Approximately \$25 million currently proposed for various road improvements. Add \$50 million for new road/utility projects over next ten years.
Southern regional connections													Engineering, Public Works and Planning create plan for revised circulation at the Beverly-Salem bridge and across the Ventron site and municipal waterfront properties. Plans are incorporated into land use redevelopment and rezoning plans for area and later constructed with assistance of private development.	\$5 million
Creation of gateways													Planning, Engineering, and Public Works create plan for locations and investment. Option for outside design consulting recommended. Chamber of Commerce and State Highway are invited in to comment. Local businesses are offered opportunity to sponsor sites.	\$50,000
PUBLIC TRANSIT														
Additional parking for Downtown	Public Works, Planning Office, Mayor - with MBTA, Regional Transit, Cape Ann Transit Operations,												Continue existing parking lot improvement projects. Set parking requirements for shared facilities within new zoning of downtown and waterfront areas. Negotiate with developers as projects are proposed. Negotiate with MBTA for free non-peak use of parking garage at T Station.	
Enhance transit service													Focus on bus service improvements. Expand Shopper's Shuttle by using private funds, city funds and/or federal Transit Enhancement funds to include a broader region and business centers on routes. Based on results, request MBTA service enhancements and expansion to support service.	\$100,000
Support alternatives to the private automobile.													Include Master Plan goals for alternate transportation within all city land use and infrastructure programs. Require decisions to find conformance with goals.	
Provide information on transportation options.													Planning Office with assistance of transit operators should prepare a brochure for mailing, handouts, and other distribution outlets.	\$1,500
Work on regional transportation planning initiatives													Through the Mayor's office, work with adjacent communities to discuss common goals for transit. Through the Planning Office, continue coordination with the MAPC on transit improvement projects within State programs.	
BICYCLES														
Adopt a Bicycle Master Plan	Public Works, Engineering, Planning Office, Planning Board - with North Shore Bikeways Coalition												Engineering, Public Works and Planning to review master plan proposal. Obtain services of outside consultants as necessary.	
Complete bicycle facility improvements													Engineering, Public Works and Planning to prepare plan and include in 5-year capital program. Program to include signage and minor physical improvements in first phase with reconstruction options added in later phases.	\$50,000
Establish new bicycle routes with regional connections.													Planning Office to work with MAPC, North Shore Bikeways and adjacent communities to prepare plan of regional connections based on local plan. Report on results to be used for 5-year capital improvement plan.	

TRANSPORTATION AND INFRASTRUCTURE IMPLEMENTATION TABLE													
ACTIONS	ACTORS	SCHEDULE										STEPS	CAPITAL PROGRAM REQUIREMENTS
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011		
PEDESTRIANS													
Create a pedestrian-friendly Downtown area.	Public Works, Engineering, Planning Office, Open Space Committee											Public Works, Planning, Chamber of Commerce, and downtown resident representatives will create a pedestrian-oriented streetscape plan for Rantoul and Cabot Street that includes connections to the Bass River and harborfront. Include in 5-year capital program.	\$3 million
Complete the citywide trail system												The Open Space Implementation Committee will create a phasing plan for the trail system that can be instituted over a 10-year capital program. Acquisition costs will be included in Open Space Plan.	\$1 million
BUILDINGS													
Include reuse options in capital planning	Public Works, School, Fire, Police, Library offices											Each department responsible for public buildings will prepare a long-range plan for use of their buildings after completion of the expected design life. All future capital decisions will include programs for demolition, optional reuse and preservation.	
Plan reuse of vacant Downtown buildings												Each department with the assistance of the other agencies responsible for public buildings in the Downtown will prepare a plan for use, demolition, optional reuse and preservation of their buildings. These plans will be reviewed by the public and included in the Downtown improvement plans.	\$20,000 for architectural and planning study
Establish a Municipal Building Investment plan												Complete planning above for all municipal buildings within the City.	\$20,000 for architectural and planning study
UTILITIES													
Improve the city's stormwater drainage system	Public Works, Engineering, Planning Office, Planning Board											Continue projects currently underway. Include improvements for ped/bike access and coastal/environmental improvement in 5-year capital program.	\$9 million currently appropriated. \$10 million proposed for further upgrades for environmental and ped/bike access.
Improve water-use efficiency and conservation.												Obtain State DEP funds for public education and brochure. Provide consultations and low cost water savers for local residents.	Assume \$1,000 per year
Obtain new local sources of public water												Requires hiring of hydrogeologic and engineering consultant for analysis and review of available options.	Total development costs approximately \$1 per gallon. Estimate \$1 million.
Use infrastructure improvements to support economic development												Add permit regulations to consider design of project specific utilities on broader infrastructure goals. Support capital projects that allow new commercial development opportunities on land zoned for it. Partner with communications utilities to supply cable optics and wireless communications improvements.	Approximately \$25 million currently proposed for various road improvements. Add \$50 million for new road/utility projects over next ten years.

HOUSING IMPLEMENTATION TABLE													
ACTIONS	ACTORS	SCHEDULE										STEPS	CAPITAL PROGRAM REQUIREMENTS
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011		
FUNDING													
Adopt the Community Preservation Act.	Residents, Mayor, City Council, Planning Office											Process underway	
Establish a procedure for acceptance of funds from and to the local non-profit organizations.												City Council to prepare ordinance allowing participation.	
Use the Community Investment Act.												Mayor/City Council to request reports from local banks and summarize for public review. Results to be used to determine compliance with program objectives.	
Set aside funds from sales of public properties.							★					Where sales of tax delinquent properties are made with affordable or low cost housing units, comparable funds should be budgeted for affordable housing production.	
Use federal CDBG and HOME funding.												Continue the application and acceptance of federal funds.	
SENIOR'S HOUSING													
Tailor programs for senior housing.	Council on Aging, Planning Office, Housing Authority, City Council											Prepare a study through the Council on Aging regarding the needs of seniors for services and support. Based on results, set aside a percentage of housing programs for the related percentage of seniors	
Create a new seniors housing 'office' to provide opportunities to communicate directly with elderly.												Council on Aging, Housing Authority and Planning Office to discuss a special housing office for seniors and to make a recommendation to City Council.	
AFFORDABLE HOUSING													
Set a goal of five units of affordable housing to be constructed each year.	Planning Office, Planning Board, Board of Appeals, Housing Authority						★					Land use and housing agencies to agree to goal(s) for affordable housing units. Reconsider after state issues new affordable housing guidelines base on 2000 census.	\$600,000 per year; Use of Mass. Housing Partnership, CDBG, HOME, Community Preservation Act, local trust fund, non-profit organization assistance for bulk of funding.
Set a goal of 50 to 100 units to sell at prices affordable to median income buyers per year.							★					Land use and housing agencies to agree to goal(s) for affordable housing units. Reconsider after state issues new affordable housing guidelines base on 2000 census.	\$50,000 per year subsidy to assist; Use of Mass. Housing Partnership, CDBG, HOME, Community Preservation Act, local trust fund, non-profit organization assistance for bulk of funding.
MULTIFAMILY UNITS													
Reuse commercial and industrial buildings and include mixed-use projects.	Planning Office, Planning Board, Board of Appeals											Include standards within comprehensive rezoning effort	
Include multi-family units within Conservation Subdivisions												Include standards within CSD rezoning and subdivision amendments	
Allow subdivision of large homes into smaller units to preserve open space and historic structures.												Include standards within comprehensive rezoning effort	
Revise zoning to allow easier conversions to multi-family dwellings and mixed uses												Include standards within comprehensive rezoning effort	
						★	* NOTE: The most aggressive housing options are recommended for review and reconsideration after five years of implementation						

HOUSING IMPLEMENTATION TABLE														
ACTIONS	ACTORS	SCHEDULE										STEPS	CAPITAL PROGRAM REQUIREMENTS	
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011			
NEW HOUSING OPTIONS														
Allow and encourage Single Room Occupancy housing.	Planning Office, Planning Board, City Council						★						Include standards within comprehensive rezoning effort	
Relax restrictions on non-family-related occupants.													Planning Office to prepare analysis of impact on housing use and to report to City Council on need for amendments to ordinances (health, building, zoning).	
Utilize properties of the local non-profits to create housing.													Establish a Committee that will; 1. Establish the benefits of non-profits within the city and, 2. Review PILOT program and other options for further participation to further the goals of this Master Plan.	
Require housing to be considered in the master plans of the local non-profit facilities.													Establish a Committee that will; 1. Establish the benefits of non-profits within the city and, 2. Review PILOT program and other options for further participation to further the goals of this Master Plan.	
Utilize the provisions of the state law to establish new housing projects that are community-supported projects.								★					Prepare local guidelines for 40B projects, and adopt in Rules of the Board of Appeals.	
DOWNTOWN HOUSING														
Promote owner occupancy with reinvestment credits and tax benefits.	Planning Office, Planning Board, City Council						★						City Council to request study from Planning Office on feasibility and application of new ordinance.	
Provide public funds for affordability and owner occupancy.							★						Use approval of the Community Preservation Act for creation of funding source. Use CDBG and HOME funds for assistance.	
Maintain existing affordable housing with zoning guidelines and restrictions.													Require preservation of affordable units in redevelopment plans. Standards to require preservation of unit count, and/or preservation of structures.	
Encourage mixed-use development in the commercial zones.													Consider requirements for affordable percentages in the number of units in the rezoning proposed for IG and CG districts.	
40B GUIDELINES														
Establish Chapter 40B guidelines	Planning Office, Board of Appeals, Housing Authority												Use Housing Appeals Committee guidelines as basis for local standards. Include in Rules and Regulations of the Board of Appeals.	
HOUSING COALITION														
Create a new coalition under the auspices of the City.	Mayor, City Council, Planning Office, Housing Authority, Local/regional housing trusts												Invite local housing interests to a summit meeting to discuss common goals. Create new coalition to proceed with goals of the Master Plan.	
COOPERATIVE PROJECTS														
Initiate cooperative projects with non-profits.	Mayor, City Council, Planning Office, Housing Authority, Local/regional housing trusts						★						Establish a list of potential sites and projects for development of affordable housing and utilize the resources of the non-profits to assist in planning and construction of the units.	Use funds from affordable housing goals.

★ * NOTE: The most aggressive housing options are recommended for review and reconsideration after five years of implementation

OPEN SPACE AND RESIDENTIAL DEVELOPMENT IMPLEMENTATION TABLE

ACTIONS	ACTORS	SCHEDULE										STEPS	CAPITAL PROGRAM REQUIREMENTS	
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011			
COMMUNITY PRESERVATION ACT														
Purchase of land adjacent to the Sally Mulligan conservation area.	Community Preservation Act Implementation Committee, Open Space Plan Implementation Committee, Residents, Planning Office, Historic Commission, Local housing trust												Create Open Space Plan Implementation Committee - 3 months. Organize acquisition strategies as initiated in the Open Space Plan. Promote approval of the Community Preservation Act for funds. Seek State funds to share.	Appraisal required
Improve undeveloped land along the Bass River													Create Open Space Plan Implementation Committee and prepare strategy for construction of riverfront walkway. Coordinate with redevelopment plans for land within IG and CG districts	\$10,000 for design study and plans
Purchase additional land near Witch Woods													Create Open Space Plan Implementation Committee. Organize acquisition strategies as initiated in the Open Space Plan. Promote approval of the Community Preservation Act for funds. Seek State funds to share.	Appraisal required
Restore historic Hale House													Historic Commission to prepare design for restoration. Promote approval of the Community Preservation Act for funds	\$10,000 for design study and plans.
Preserve the tea house at Lynch Park Rose Garden													Prepare plans for restoration - 3months. Consider local business sponsorship of project, Community Preservation Act funds, or fund-raiser such as the Beverly Farms Library project.	
Designate historic routes													Historic Commission to prepare plan for historic routes. Public Works to provide assistance in erection of signs. Publication of routes in brochure for distribution.	\$5,000 per year for signage and publications.
Collaborate with Habitat for Humanity and We Care About Homes													Local housing trust and CPA Implementation Committee to prepare plan for use of funds and initiate contacts with regional housing activists.	
Rehabilitate multi-family homes													Local housing trust and CPA Implementation Committee to prepare plan for use of funds.	
Create decentralized affordable, neighborhood homes													Local housing trust and CPA Implementation Committee to prepare plan for use of funds.	
ACQUISITION FUNDS														
Adopt the Community Preservation Act	Residents, Planning Office, Open Space Plan Implementation Committee, City Council												Re-initiate process	
Add City staff to pursue State and Federal grants													Assess work load of current staff, add effort needed to complete items, and compute staff resource needs.	Part time professional staff salary \$20,000 to \$30,000 per year plus benefits.
Establish an Open Space Preservation Organization and Fund													Create powers adjunct to the Open Space Plan Implementation Committee, to receive non-taxable donations of funds, property or development rights, to seek and manage grants, and to accept property.	
Dedicate special income streams													City Council to create budget lines for CPA funds, gifts and grants to be used for open space plans.	
ENFORCEMENT														
Expand enforcement of regulations that protect open space and natural resources.	Planning Office, Open Space Committee, Conservation Commission, City Council												Allocate staff and resources specifically for enforcement. Consider additional enforcement capacity for Building office, coordinated with permit enforcement for land use boards.	Part time professional staff salary \$20,000 to \$30,000 per year plus benefits.
Obtain better maps of local resources													Prepare specifications and bid out aerial photography and digital mapping that is compatible with State GIS system.	\$60,000 to \$100,000 for aerial photography and digital maps.
Publish key regulations													Land Use boards and offices to prepare brochure and inform the public about official roles.	\$1,500

OPEN SPACE AND RESIDENTIAL DEVELOPMENT IMPLEMENTATION TABLE														
ACTIONS	ACTORS	SCHEDULE										STEPS	CAPITAL PROGRAM REQUIREMENTS	
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011			
DEVELOPMENT REGULATION														
Adopt Conservation Development Regulations	Planning Office, Planning Board, Conservation Commission, Open Space Committee, City Council												Use separate zoning and subdivision revision process to initiate and complete.	
Map unique and environmental features.													Include requirements in regulations and add specifications where needed to new maps recommended above.	
Develop architectural design standards.													Use separate zoning revision process to initiate and complete.	\$10,000 for architectural consultant.
WATER QUALITY														
Review and improve protection and management of municipal water supplies.	Planning Office, Planning Board, Conservation												Use separate zoning revision process to initiate and complete.	\$10,000 for environmental consultant.
REGIONAL STRATEGIES														
Provide staff resources and schedule to allow participation with regional, state and academic conferences.	Planning Office, Public Works, Conservation, and land use boards												Set priorities for alternative transportation, open space and development permitting and planning.	Budget \$5,000 per year
CONSERVATION SUBDIVISION														
Adopt CSD design standards within the zoning and subdivision regulations.	Planning Board												Use separate zoning and subdivision revision process to initiate and complete.	
TRADITIONAL SUBDIVISION														
Specify traditional subdivision design.	Planning Board												Identify areas of predominantly developed neighborhoods	
OPEN SPACE PLAN														
Create an implementation committee	Open Space Committee, Mayor												Mayor to appoint Implementation Committee to complete the Open Space and Recreation Plan	
TRAIL SYSTEM														
Initiate the process of program development and proceed	Open Space Implementation Committee												Committee to create design standards for trails, initiate discussions with landowners, and finalize plans for trail system.	\$1 million
HISTORIC RESOURCES														
Use the CPA program, or, create a separate Preservation Trust Fund.	Historic Commission, CPA Implementation committee												Historic Commission to oversee results of CPA and implementation, and to determine need for separate trust fund to handle gifts, grants and other funds.	
PARTNERSHIPS/COLLABORATION														
Appoint city staff and a committee to begin discussions with non-profit organizations on participation in City programs.	Mayor, City Council												Establish a Committee that will; 1. Establish the benefits of non-profits within the city and, 2. Review PILOT program and other options for further participation to further the goals of this Master Plan.	
STAFFING														
Create the additional positions or support options for expanding resources to implement plan.	City Council												Assess work load of current staff, add effort needed to complete items, and compute staff resource needs.	Part time professional staff salary \$20,000 to \$30,000 per year plus benefits.

APPENDIX B
CAPITAL IMPROVEMENT AND INVESTMENT TABLE

DOWNTOWN	VALUE	PERIOD in years	BOND PERIOD in years	PROPOSED EXPENDITURES											
				2002	2003	2004	2005	2006	2007	2008	2009	2010	2011		
Connection to harbor	\$750,000	5	15			\$ 150,000	\$ 150,000	\$ 150,000	\$ 150,000	\$ 150,000					
Pedestrian and street improvements	\$1,000,000	5	10		\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000					
Transit and access improvements	\$1,000,000	5				\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000				
Expand parking	\$1,000,000	5			\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000					
Create pocket parks	\$250,000	5	30			\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000				
Plan reuse of vacant buildings	\$20,000	1	5	\$ 20,000											
Municipal Building Investment plan	\$20,000	1	5	\$ 20,000											
HARBORFRONT															
Create waterfront walkway	\$500,000	5	10			\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000				
Signage and walkways	\$100,000	3	10	\$ 30,000	\$ 30,000	\$ 30,000									
VILLAGE CENTERS															
Streetscape programs	\$1,000,000	5	10		\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000					
PROFESSIONAL STAFF															
Support personnel.	\$20,000 to \$30,000 per year plus benefits	10	NA												
Staff training resources	\$50,000	10	NA	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	
ROADWAYS															
Safety improvements	\$50,000,000	10	5	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	
Southern regional connections	\$5,000,000	10	5		\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000					
Creation of gateways	\$50,000	3	5	\$ 15,000	\$ 15,000	\$ 15,000									
PUBLIC TRANSIT															
Enhance transit service	\$100,000	10		\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	
Transit information	\$15,000	10	NA	\$ 1,500	\$ 1,500	\$ 1,500	\$ 1,500	\$ 1,500	\$ 1,500	\$ 1,500	\$ 1,500	\$ 1,500	\$ 1,500	\$ 1,500	
BICYCLES															
Bicycle facilities	\$50,000	10	5	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000	
PEDESTRIANS															
Pedestrian improvements	\$3,000,000	5	15												
Complete the citywide trail system	\$1,000,000	10	15	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000							
UTILITIES															
Stormwater drainage system	\$10,000,000	10	5	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	
Water conservation.	\$10,000	10	10	\$ 1,000	\$ 1,000	\$ 1,000	\$ 1,000	\$ 1,000	\$ 1,000	\$ 1,000	\$ 1,000	\$ 1,000	\$ 1,000	\$ 1,000	
Confirm watershed boundaries	\$20,000	1	10*	\$ 20,000											
Obtain new local sources	\$1,000,000	5	30*		\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000					
Infrastructure for economic development	\$50,000,000	10	30 to 40*	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000	
HISTORIC RESOURCES															
Restore historic Hale House	\$10,000	3	5		\$ 10,000										
Designate historic routes	\$50,000	5	NA		\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000						
ENFORCEMENT															
Expand enforcement	\$20,000 to \$30,000 per year plus benefits.	10	NA												
Map local resources	\$100,000	4	10		\$ 25,000	\$ 25,000	\$ 25,000	\$ 25,000							
Publish key regulations	\$1,500	1	NA	\$ 1,500											
DEVELOPMENT REGULATION															
Architectural design standards.	\$10,000	1	NA	\$ 10,000											
WATER QUALITY															
Water supply protections	\$10,000	1	NA	\$ 10,000											
			* Portions or all of noted, outside bond debt limits	\$ 11,349,000	\$ 13,112,500	\$ 13,602,500	\$ 13,557,500	\$ 13,557,500	\$ 13,332,500	\$ 11,522,500	\$ 11,022,500	\$ 11,022,500	\$ 11,022,500	\$ 11,022,500	TOTALS

APPENDIX C
FISCAL IMPACT ANALYSIS

INTRODUCTION

A fiscal impact analysis was used to quantify the estimated increases in local expenditures associated with the new development, and compares these estimates with the projected increases in new tax revenues attributable to that same development. This does not consider state or federal contributions, which may understate the likely revenue.

Methodology: There are several methods to estimate the impact of new development on local services and expenditures. The Proportional Valuation method was used to estimate the anticipated increase in local expenditures likely to be associated with new development. Costs associated with new residential development are developed from the number of new residents and students. Non-residential costs are based on the ratio of new commercial development to existing commercial development.

Estimates of Proportional Allocation Value

City Budget: New development will only affect certain types of local services. The first step in determining the impact of the new development is to review Beverly's Fiscal-Year 2001 budget and estimate which expense categories are likely to be affected by new development. The Beverly's FY 2001 City budget is approximately \$80.3 million. Education is less than half of the budget. The balance of the budget is divided into several categories, General Government, Public Safety, Public Works, Community Services, Unclassified, Debt Service, Employee Benefits, and Other. Table 1 lists these categories and the budgeted amount for each line item.

Table One
Municipal Budget FY 2001

General Government	\$3,549,342
Public Safety	\$11,255,422
Public Works	\$6,277,329
Community Services	\$2,430,716
Debt Service	\$3,302,769
Employee benefits	\$8,171,835
Utilities	\$8,496,014
Assessments	\$1,650,540
Education	\$35,145,596
Total	\$80,279,563.00

We have assumed that certain local costs are not correlated with changes in local development. These are considered fixed costs. Debt Service, for example, is considered a fixed cost, in terms of the impact of new development on the estimated budget. Other costs such as public safety and public works are more directly influenced by new development. These are considered variable costs. Schools are considered as directly affected by changes in the number of students.

Based on our analysis of the FY 2001 budget, we estimate that that somewhat more than 47% of all municipal expenditures are variable, with at least 99% of school expenditures being variable. In total, approximately 70% of the City budget is considered variable. That means that new development will have an incremental impact on more than two thirds of the City's budget, or about \$55.8 million of the current \$80.3 million budget will be affected by the new development under this estimate.

Table 2. Allocation of Variable Costs

Municipal Budget FY2001		Percent	Variable Costs	
		of total	Per Capita*	Percent and Cost Allocation
General Government	\$ 3,549,342	4%	\$ 89.04	50% \$ 1,774,671
Public Safety	\$ 11,255,422	14%	\$ 282.36	97% \$10,917,759
Public Works	\$ 6,277,329	8%	\$ 157.48	20% \$ 1,255,466
Community Services	\$ 2,430,716	3%	\$ 60.98	53% \$ 1,288,279
Debt Service	\$ 3,302,769	4%	\$ 82.86	0% \$ -
Employee benefits	\$ 8,171,835	10%	\$ 205.00	50% \$ 4,085,918
Utilities	\$ 8,496,014	11%	\$ 213.14	20% \$ 1,699,203
Assessments	\$ 1,650,540	2%	\$ 41.41	0% \$ -
Subtotals	\$ 45,133,967			47% \$21,021,296
			Per Student*	
Education	\$ 35,145,596	44%	\$4,788.23	99% \$34,794,140
Total	\$ 80,279,563	100%		70% \$55,815,436

*Based on 2000 census

Because the impact of residential and commercial development on variable costs is calculated by two different methods, the variable costs must be allocated between the commercial and residential development before an analysis of the impact of development on these costs.

The next step in the Proportional Allocation method is the allocation of variable costs between residential and non-residential uses. Since non-residential buildings comprise approximately 10% of all local taxable real estate, 10% of our estimate of variable costs is allocated to the impact of the new commercial development. That allocation is equal to \$4.08 million; however, funds for human services, culture and recreation, (Community Services) and education will probably not be affected significantly by new commercial development. Changes to these line items will be fully due to changes associated with new residential development. We have therefore excluded those expenditures from the commercial allocation of variable costs. As shown below, the estimate is that \$3.83 million of the local budget will be affected by new commercial development.

Table 3. Estimation of Variable Costs for Non-Residential

Municipal Budget FY2001	Variable Costs						
	Percent Allocation	Pct	Non-Res. Allocation (10%)	Refinement of Non-Res. Allocation			
General Government	\$ 3,549,342	50%	\$ 1,774,671	8%	\$ 344,286	100%	\$ 344,286
Public Safety	\$ 11,255,422	97%	\$10,917,759	52%	\$2,118,045	100%	\$2,118,045
Public Works	\$ 6,277,329	20%	\$ 1,255,466	6%	\$ 243,560	100%	\$ 243,560
Community Services	\$ 2,430,716	53%	\$ 1,288,279	6%	\$ 249,926	0%	\$ -
Debt Service	\$ 3,302,769	0%	\$ -	0%	\$ -	100%	\$ -
Employee benefits	\$ 8,171,835	50%	\$ 4,085,918	19%	\$ 792,668	100%	\$ 792,668
Utilities	\$ 8,496,014	20%	\$ 1,699,203	8%	\$ 329,645	100%	\$ 329,645
Assessments	\$ 1,650,540	0%	\$ -	0%	\$ -	100%	\$ -
Totals	\$ 45,133,967	47%	\$21,021,296	100%	\$4,078,131		\$ 3,828,205

With \$3.83 million of the estimated variable costs allocated to commercial development, the balance of \$52 million charges to residential development, as illustrated below.

Table 4. Distribution of Variable Costs

	Variable Costs	Commercial Allocation	Residential Allocation	Per Capita
General Government	\$ 1,774,671	\$ 344,286	\$1,430,385	\$ 35.88
Public Safety	\$10,917,759	\$2,118,045	\$ 8,799,714	\$220.75
Public Works	\$ 1,255,466	\$ 243,560	\$ 1,011,905	\$ 25.39
Community Services	\$ 1,288,279	\$ -	\$ 1,288,279	\$ 32.32
Debt Service	\$ -	\$ -	\$ -	\$ -
Employee benefits	\$ 4,085,918	\$ 792,668	\$ 3,293,250	\$ 82.62
Utilities	\$ 1,699,203	\$ 329,645	\$ 1,369,557	\$ 34.36
Assessments	\$ -	\$ -	\$ -	\$ -
Subtotals	\$21,021,296	\$3,828,205	\$17,193,091	\$431.32
				Per student
Education	\$34,794,140	\$ -	\$34,794,140	\$4,788
Totals	\$55,815,436	\$3,828,205	\$51,987,231	

Estimate of Municipal Costs

Analysis of Local Expenditures for Residential: The impact of new residential development is traditionally evaluated in terms of the per capita costs of municipal expenditures and the per student costs of expenditures on education. In 2000, Beverly's estimated population from the U.S. Census was 39,862. Census records also indicate that the number of Beverly's school age children was 7,340 that year.

The variable portion of the City's FY 2001 budget is equal to \$431 per Beverly resident. The budget for education is equal to approximately \$4,788 dollars per student.

In the Proportional Allocation method, it is necessary to estimate the number of people and the number of public school children likely to be living in the new units in order to estimate the impact of new development on City finances.

The American Housing Survey provides data related to the expected number of residents and new students likely to be living in housing in the Northeast. While the data is not specifically tailored to

Beverly, it can be used to estimate the number of new residents and new students associated with any new development. The next table lists the increases of people for Beverly assuming the development of a 100-unit rental development and a 100-unit, single-family housing complex.

Table 5. Proposals: Two, New 100-Unit Development Projects

Unit Types		Multipliers		Increases	
Rental	Percent	Persons	Pupils	Persons	Pupils
1-bed	25	1.23	0.038	30.75	0.95
2-bed	50	1.96	0.15	98	7.5
3-bed	25	3.6	0.82	90	2.05
Totals				218.75	10.5
Single-family					
2-bed	10	2.07	0.246	20.7	2.46
3-bed	45	3.01	1.13	135.45	50.85
4-bed	45	3.9	2.068	175.5	93.06
Totals				331.65	146.37

The estimated per capita and per pupil costs are multiplied by the estimates of new residents and new pupils to determine an estimate of the increases in local expenditures associated with the new residential developments. As illustrated below, new developments of 200 units will increase local expenditures by approximately \$1 million dollars annually. The increase is equal to approximately 1.2% of the total budget (FY 2001).

Table 6. Estimates for Two, New 100-Unit Development Projects

Projects	Multiplier s*		Increases		Municipal Expenditures				Totals	
	Pct.	People	Pupils	Persons	Pupils	Per capita	General Budget	Per student		School Budget
Rental										
1-bed	25	1.23	0.038	30.75	0.95	\$ 431	\$13,253	\$4,788	\$4,549	
2-bed	50	1.96	0.15	98	7.5		\$42,238		\$35,910	
3-bed	25	3.6	0.82	90	2.05		\$38,790		\$98,154	
				218.75	10.5		\$94,281		\$138,613	\$232,894
Single-family										
2-bed	10	2.07	0.246	20.7	2.46		\$ 8,922		\$11,778	
3-bed	45	3.01	1.13	135.45	50.85		\$58,379		\$243,470	
4-bed	45	3.9	2.068	175.5	93.06		\$75,641		\$445,571	
				331.65	146.37		\$142,941		\$700,820	\$843,761

* from American Housing Survey data, 1987

Analysis of Local Expenditures for Commercial: The impact of *new* commercial development on local expenditures is traditionally viewed in context of the costs currently associated with *existing* commercial development. New commercially related costs are traditionally calculated based on the percentage increase in local commercial valuations. Using this method, we assume that municipal costs for commercial developments have a direct relationship with commercial valuation. Increases in local costs are a factor of the assessed value of new commercial development.

The methodology used takes those variable costs previously estimated as being associated with new commercial development, \$3.8 million, and multiplies these costs by the change in commercial valuation.

As an example, Beverly's non-residential real property currently has an assessed value of \$291,606,926. Assume that a new industrial development was proposed that would have an assessed value of \$15,000,000. The \$15 million would be equal to 5.1% of the existing non-residential real property in City. Using the ratio of costs and Proportional Valuation method, the new development will generate approximately \$197,000 in new annual costs each year and will need to generate a similar level of new income.

Table 7. Examples of Commercial/Industrial Development

	Case Value	All Commercial Land Value	Percent Contribution	Total Municipal Costs	Case Cost
Case I.	\$15,000,000	\$291,606,926	5.1%	\$3,828,205	\$196,919
Case II.	\$5,000,000	\$291,606,926	1.7%	\$3,828,205	\$65,640
Case III.	\$750,000	\$291,606,926	0.3%	\$3,828,205	\$9,846

Estimates of Revenue

This analysis of new revenues is limited to real estate tax revenues associated with the developments. This approach is conservative and omits new revenue provided by the State for new Beverly students or other local, non-real estate tax revenue. Thus, this approach understates new revenues and understates the positive fiscal impact associated with the development. For this estimate, the City's FY 2000 tax rate of \$14.49 per \$1,000 of residential property value and \$23.36 for commercial properties were applied to estimate the new tax revenues.

Residential Valuation: The hypothetical residential development consists of 100 rental apartment units and 100 single-family homes. We have additionally assumed that 25% of the rental units will be reserved as affordable housing units. We estimate that the new market-rate, rental apartment units will generate an assessed value of \$175,000 per unit. We estimate that the affordable units will generate an assessed value of \$125,000 per unit. The information collected from the Assessor's office shows that apartment assessments have been going down below \$85,000. However, this could be from the age of the structures. New construction would be valued on the current costs of construction. Based on Tax Assessor's averages we estimate that the single family housing units will yield an average assessed value of \$450,000 per unit.

In total, the proposed residential development is estimated to yield \$61.25 million in assessed value. Based on the tax rates, the new development will generate approximately \$819,000 in annual revenue to offset the

almost \$1 million in new local costs. Thus, Beverly would need to seek about \$170,000 in non-local funds to offset the new costs.

Table 8. Estimate of New Taxes and Revenues Residential Development

	Value/ unit	No. Units	People/ Students	Assess Value	Tax rate	New Taxes	New Costs	Difference
Rental - Market	\$125,000	75	164/7.5	\$13,125,000	14.49	\$135,843	\$174,670	-\$38,826
Rental - Affordable	\$85,000	25	52/3	\$3,125,000	14.49	\$30,791.25	\$58,223	-\$27,432
Single Family	\$450,000	100	332/146	\$45,000,000	14.49	\$652,050	\$843,761	-\$191,710
						\$818,685	\$1,076,655	-\$257,969

Note that the sensitivity to variations is significant. The 100 single-family units would have to be assessed at a value over \$58 million or the potential costs lowered by reducing the number of people and students, for the revenues and budget costs to be equal. The 2000 Census suggests the average number of students per household in Beverly is 0.74. The examples used here would result in 0.78 students per unit. If the number of children is lowered to 1.2 per four bedroom single family home, then the taxes and revenues break even for those units. If the new affordable rental units are valued at \$100,000, then the taxes and revenues for those units are even. Given that costs for residential construction are reaching \$100 per square foot, then the higher valuation is feasible.

Non-local Funds: State and federal aid for FY 2000 was equal to approximately \$18.5 million or \$464 per capita based on the latest census. Thus, the 550 new residents could add about \$255,000 in non-local aid. This would cover the costs of assumed difference in revenues. However, much of the non-local funding was for upgrading existing infrastructure and therefore could not be directly attributable to new growth.

Commercial Valuation: The value of the potential new commercial developments was estimated at three different values, and based on those values, which resulted in the estimated municipal costs and below, the tax revenues. Simple comparison between the revenues generated by these examples and the residential development balances listed above, shows that a significant amount of new commercial development is needed to balance a similar number of new residential units to maintain a balanced local budget.

Table 9. Examples of Commercial/Industrial Development

	Case Value	Case Cost	Taxes	Difference
Case I.	\$15,000,000	\$196,919	\$350,400	\$153,481
Case II.	\$5,000,000	\$65,640	\$116,800	\$51,160
Case III.	\$750,000	\$9,846	\$17,520	\$7,674

Rate and Value of Development in Beverly

Residential Development: New residential construction in Beverly has been built at the rate of about 50 new units per year, over the last decade, with an assessed value averaging about \$95 per square foot. Over 500 units were built in the last decade.

Commercial Development: Commercial development over the last decade has averaged about 150,000 square feet per year with an assessed value of about \$68 per square foot, or a total of assessed value at about \$10.2 million for the last ten years. Note this is only two-thirds of the Case I example above.

Findings

Based on the information generated here, Beverly would benefit from a land use program that includes two elements:

- A new push for an economic development program that aggressively pursues high value commercial and industrial development (in the appropriate areas),
- New residential development that is assessed and utilized with the least impact on the municipal budget; e.g., the assessed value and taxes are high enough to cover the costs associated with the number of people and school-age children expected in the units. This could result from many combinations of unit sizes and values.