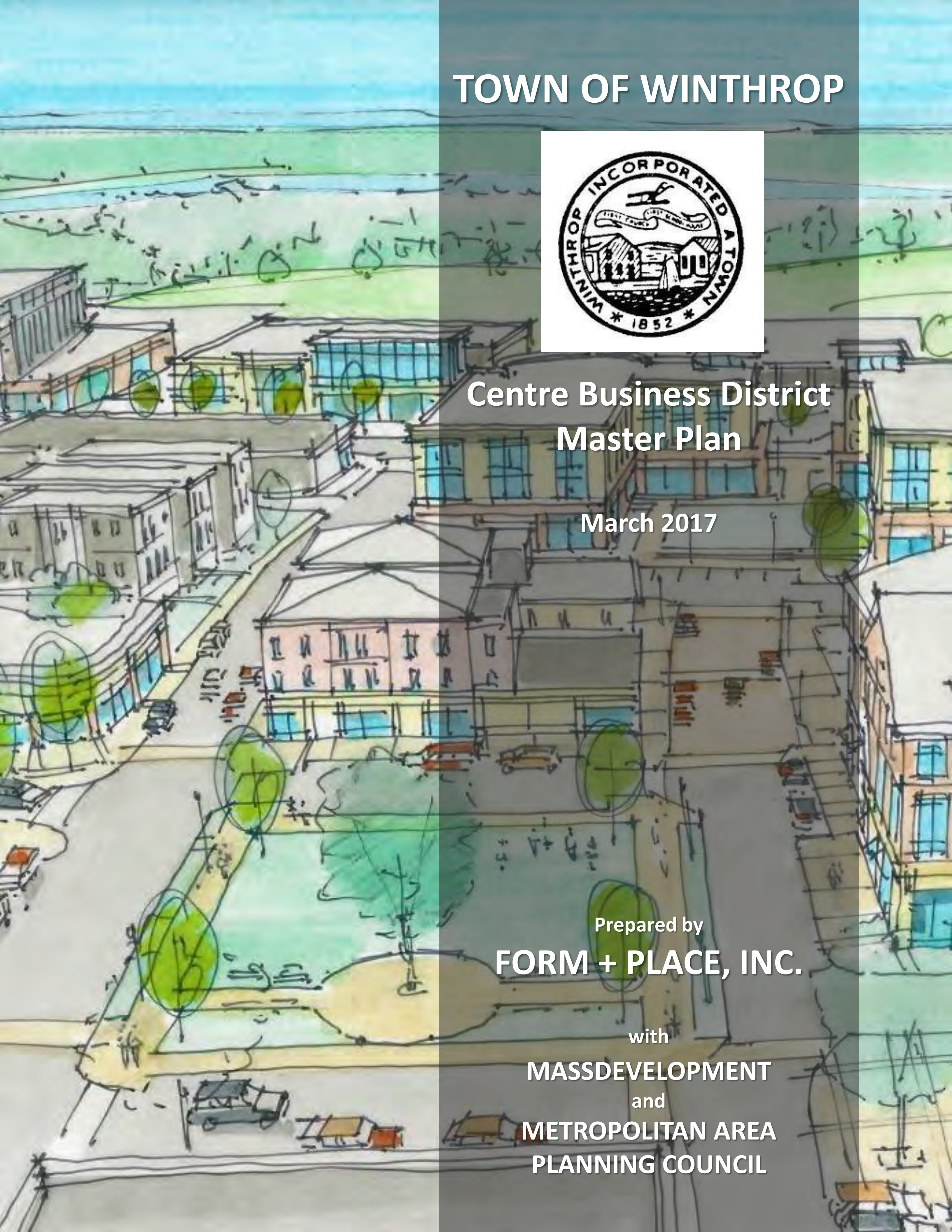


TOWN OF WINTHROP

Centre Business District Master Plan

March 2017

Prepared by

FORM + PLACE, INC.

with

MASSDEVELOPMENT

and

METROPOLITAN AREA PLANNING COUNCIL

ACKNOWLEDGEMENTS

This project was accomplished with assistance from the Winthrop, Massachusetts Town Council, the Economic Development Citizens' Advisory Committee and the Town Manager's Office, as well as residents, business owners and other stakeholders.

TOWN OF WINTHROP

Town Council

President	Robert L. Driscoll
Vice President	James Letterie
Member	Paul F. Varone
Member	Phillip R. Boncore, ESQ.
Member	Richard Boyajian
Member	Nicholas A. DelVento
Member	Heather A. Engman
Member	Russell C. Sanford
Member	Linda J. Calla

Town Council Economic Development Sub-Committee

Chair	Russell C. Sanford
Member	James Letterie
Member	Heather A. Engman

Economic Development Citizens' Advisory Committee

Co-Chair	Robert A. Carroll, AIA, LEED AP BD+C
Co-Chair	Jane Chmielinski
Secretary	Michael Lucerto
Member	Lisa Alberghini
Member	Margaret Carr
Member	Brenda Christopher
Member	Joseph Clark
Member	Peter Gill
Member	Diane Macken
Member	Judith Pradell

Town Manager's Office

Town Manager	James M. McKenna
Asst. & Grants Manager	Joseph Domelowicz, Jr.

MASTER PLAN TEAM

Form + Place, Inc.

Principal	John Rufo, AIA
Principal	Michael A. Wang, AIA, LEED AP BD+C

MassDevelopment

Vice President, Real Estate Services	Amanda Maher

Metropolitan Area Planning Council [MAPC]

Senior Regional Planner	Josh Fiala, AICP, AIA, LEED AP
MAPC Principal Planner	Cynthia Wall

TABLE OF CONTENTS

Acknowledgements 1

Table of Contents 3

Executive Summary 4

1.0 Introduction 10

- Historical Winthrop Context
- Current Winthrop Context
- Centre Business District [CBD] Planning Area
- Community Visioning Process

2.0 Analysis 22

- Existing Conditions: Centre Business District
- Existing Conditions: Middle School Site
- Feasibility Study: Middle School Site

3.0 Master Plan Recommendations 54

- Master Plan Recommendations
- Case Studies: Illustrating the Master Plan Recommendations
- Shaping the Vision: Zoning and Design Standards
- Summary of Master Plan Recommendations

4.0 Implementation Strategy 81

- Process and Oversight
- Implementation Action Items

Appendix 89

- A: MAPC - Visioning Process / Parking and Connectivity Analysis
- B: Form + Place - 2015 CBD Feasibility Study
- C: Winthrop Middle School - Opinion of Value Reports
- D: Winthrop Middle School - Code Analysis Report
- E: DHCD - Organizing for Economic Development Models and Options
- F: UMASS Boston Collin’s Center - Economic Trends Report
- G: Funding Strategies

EXECUTIVE SUMMARY

INTRODUCTION

The primary purpose of the Centre Business District Master Plan is to create a comprehensive economic development strategy that will strengthen business and commercial activity in Winthrop's downtown core. For the purposes of this study, the Center Business District [CBD] extends from Pauline Street to the north, Winthrop Street to the east, towards Pleasant Street a block or two from French Square to the south and west. The former Winthrop Middle School site, located on the north side of Pauline Street, is also included as part of the study area.

The framework proposed here directly addresses the findings of the UMass Collins Center's 2014 Economic Trends Report [see Appendix F], which show Winthrop has experienced decades of population decline and job loss, atypical of similar seaside communities located near a major metropolitan area such as Boston. The report noted that:

- Winthrop has lost over 1,100 local jobs since 1990 and fewer than 1,800 local jobs remain. The town has only 0.2 jobs per resident in the labor force, which limits the daytime activity necessary to support a diverse commercial base.

- Winthrop is experiencing substantial "retail leakage," and Winthrop's residents do approximately 68 percent of their retail spending out of town.

- The town is home to an aging population: during the 50-year period leading up to 2011, the median age jumped from 33 years old to 43.7 years old.

- It is the only seaside community studied in the report to experience population decline between 1990 and 2010.

These findings, coupled with land use trends in Winthrop's CBD underline the many challenges the town faces in stimulating economic development. The lack of large-scale development opportunities in particular has stifled commercial growth. Nearly three-quarters of commercial properties in the CBD are less than a quarter-acre in size, and many of these parcels consist of only one- and two-story buildings or parking lots.

But Winthrop has a unique opportunity to redevelop an approximately 2.5-acre site that is home to the former Winthrop Middle School. The site consists of three parcels located directly along Pauline Street, a major thoroughfare that forms the northern boundary of the CBD. This property represents one of the most significant economic development opportunities for the CBD and the town as a whole, and is a key focus area of the CBD Master Plan [see Section 3.0].

The goal of this Master Plan is to present the Town with a series of recommendations, options, and strategies aimed at creating a vibrant, walkable centre business district grounded by sustainable local businesses.

Figure 1. Aerial view of Winthrop's CBD from the west

MASTER PLAN PROCESS

The CBD Master Plan is the result of a collaborative effort between stakeholders in the Winthrop community, MassDevelopment, the Metropolitan Area Planning Council [MAPC], and Form + Place, Inc.

It follows the Town's 2014 adoption of new CBD zoning regulations that provide an excellent framework for redevelopment by encouraging the repositioning of properties to promote larger-scale, mixed-use development that remains compatible with the community's character. While the new zoning allows for a streamlined approval process that provides more clarity for land owners and developers, the changes have yet to spur significant new development over the past two years, underscoring the need for a comprehensive economic development strategy.

The year-long planning process began in spring 2016 with a series of meetings initiated by the Winthrop Town Manager's office. The Town Council appointed the Economic Development Citizens' Advisory Committee [EDCAC], which is comprised of residents, business owners, former Town board members, and real estate professionals, to provide oversight during the planning process. The EDCAC met regularly to collect information from local stakeholders and provide feedback to the consultant team during the planning process.

The consultant teams' due diligence included a review of recent studies and reports that provided a foundational understanding of Winthrop's current and historical economic development trends. The consultants also analyzed existing conditions in the CBD. A parking study performed by the MAPC provided information about the CBD's current parking capacity [see Appendix A].

The consultant team then generated a series of design interventions for key sites throughout the CBD to explore the interaction between reconceived public space and new development, and to test the capacity for mixed-use development in the district. These studies focus on three specific sites, all of which would require land assembly but illustrate a development approach that could apply to any number of sites in the CBD.

The team also performed an in-depth feasibility study to assess the redevelopment potential of the former Middle School site. The Middle School Feasibility Study is informed by preliminary financial modeling and an architectural and code analysis. It tests four scenarios, ranging from the reuse of all existing school buildings to the complete demolition and ground-up development of a new mixed-use project. The study elucidates variables that will influence the site's redevelopment potential, but the four scenarios are intended to be illustrative only. Moving forward, the Town may also consider adding the Larsen Ice Skating Rink and Winthrop Housing Authority's Viking Gardens to the redevelopment area, but those parcels were beyond the scope of this study.

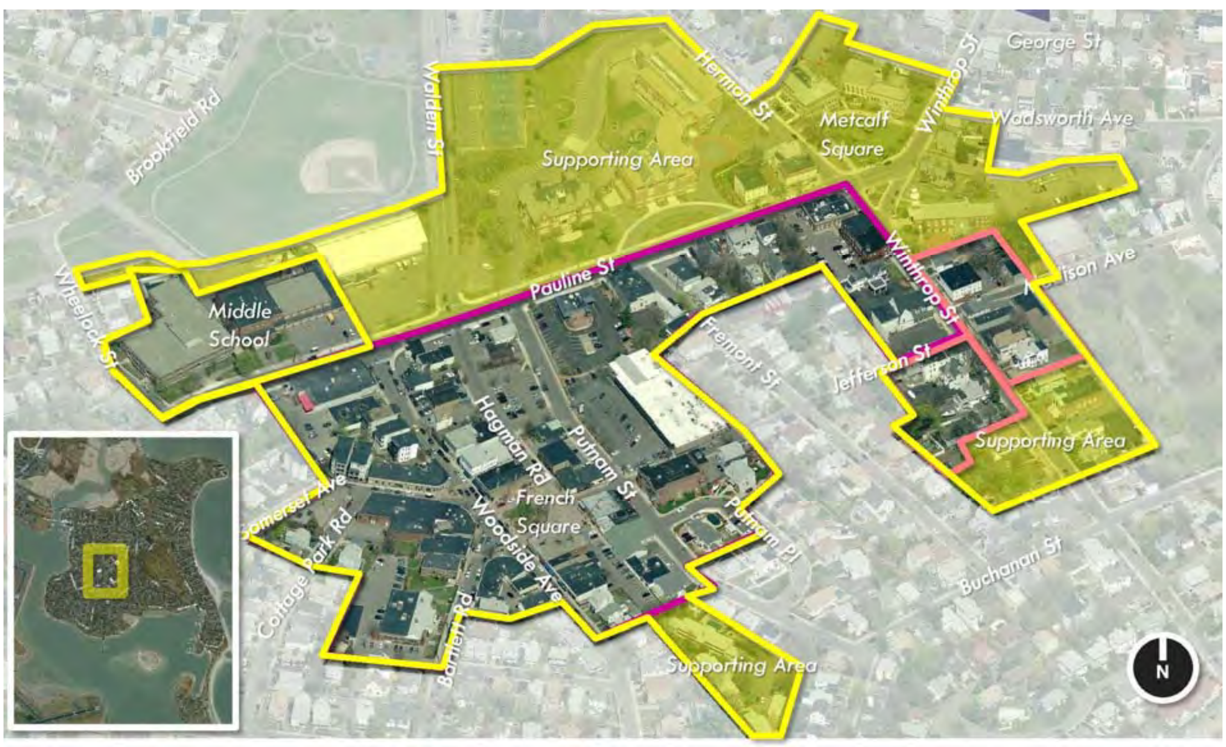


Figure 2. Winthrop Centre Study Area

KEY FINDINGS

The consultant team's due diligence resulted in the following key findings:

- The layout of the CBD presents redevelopment challenges—the district consists of many small parcels with unusual geometries that are organized along narrow streets with varying block widths, some of which are less than 100 feet.

- The CBD lacks consistency in commercial storefront appearance, including signage, materials, and façade transparency along key frontages.

- In many locations, sidewalks are narrow and lack continuity because of expansive curb cuts for vehicular uses. These factors negatively impact the pedestrian environment and walkability of the CBD.

- Only two parcels in the CBD are greater than 0.5 acre in size. Larger-scale commercial development will require parcel assembly, making the 2.5-acre Middle School site a significant economic development opportunity.

- Despite the CBD zoning adopted in 2014 that would allow for four-story buildings and 90 percent lot coverage, the majority of parcels within the CBD remain occupied by one- and two-story buildings.

- The MAPC parking study suggests there is a greater supply than demand of parking in the CBD. Despite the public perception that parking is unavailable, particularly in high-visibility areas like French Square, field observations found that only 48 percent of on-street parking spaces and 35 percent of parking spaces in municipal lots were occupied.

- The Middle School Feasibility Study concluded the site has capacity for up to 150,000 square feet of mixed-use development, including approximately 100 residential units. Smaller-scale redevelopment scenarios could also result in 100,000 square feet of development with 45 to 60 new units.

- Reuse and redevelopment scenarios for the Middle School site reveal significant costs and/or benefits for the Town. For instance, the Town's reuse of existing buildings as-is would be a financial liability given the costs that are needed to bring the buildings up to code. Conversely, ground-up redevelopment of the three parcels by a private sector developer could collectively result in a one-time payment to the Town of up to $4 million and another $365,500 in tax payments on an annual basis. Section 2.0 presents the range of costs and benefits resulting from the four schemes presented in the feasibility study.

- When implementing this plan, the Town will need to carefully balance the community's need for public and recreational space with the need for new commercial tax revenue and housing density. Further studies may be required.

RECOMMENDATIONS AND IMPLEMENTATION

Master plans should be considered living, evolving documents implemented over a period of years or even decades. This Master Plan should be reviewed and updated periodically to ensure that the vision and goals outlined here are still relevant and being appropriately executed.

Given the underlying challenges identified in the 2014 Economic Trends Report and the extensive input provided by Town of Winthrop officials, committees, and the public, the Master Plan establishes five goals:

1. **Enhance the public realm**
   Revitalize streetscapes and rethink the nature of usable public open space. Redefine gateways to the CBD. Promote the connectivity of Winthrop's assets.

2. **Increase residential density**
   Facilitate the development of a variety of residential typologies to increase opportunities for a larger, more diverse demographic to live in the CBD.

3. **Strengthen businesses**
   Eliminate existing vacancies and promote a mix of uses in the CBD that are both appropriate in scale and character for Winthrop, and are both community-based and destination driven.

4. **Promote thoughtful development**
   Make Winthrop a development-friendly community by refining zoning and design guidelines to promote infill development. Strengthen the visual character of the CBD by enhancing the district's block structure, improving ground-floor transparency, reconfiguring parking locations, and preserving architectural character.

5. **Develop funding strategies**
   Identify priority projects and catalyze redevelopment opportunities and public improvements. Help select tools and methodologies for their implementation. Apply for necessary funding to fill budget gaps.

Section 3.0 of this report [Master Plan Recommendations] provides additional details and case studies on each goal to help guide the Town in its implementation of this plan.

Based upon these recommendations, the consultants developed a series of short-, medium- and long-term action items intended to provide a roadmap for this plan. The Town should track progress toward these action items on a regular basis. As this is a long-term plan, these action items may be amended periodically in response to changing market conditions and other unforeseen circumstances.

CONCLUSION

This Master Plan presents the case for a multi-faceted approach that emphasizes public realm improvements and supports mixed-use development with a substantial multi-family housing component. Reversing the trends identified in the UMass Collins Center's 2014 Economic Trends Report begins by providing more opportunities for residential density at a level that will drive commercial activity and support sustainable economic growth in the CBD.

Unlocking the potential of the former Middle School site should be one of the Town's top priorities. This will require reaching consensus on a redevelopment strategy, implementing appropriate zoning to achieve those goals, and initiating additional studies, such as an infrastructure analysis and traffic study, to move the community's redevelopment vision closer to reality. With these efforts, there must be an immediate focus on prioritizing public realm improvements that address urban design deficiencies. Implementing a Complete Streets policy and revitalizing public spaces, such as French Square, are logical first steps. With a solid framework in place and key variables identified, it will then be essential to educate the general public, provide technical and financial assistance to existing small businesses, and inform the larger development community of potential redevelopment opportunities.

1.0

INTRODUCTION

1.0 INTRODUCTION

HISTORICAL WINTHROP CONTEXT

The following synopsis of the history of Winthrop is a distilled version of the account found in the Winthrop Five Year Strategic Plan of Development (2015-2019):

> The peninsula that is home to Winthrop today has a long and storied history, dating back to 1624 when it was first claimed by Englishman Samuel Maverick. Not until the early 19th century did Winthrop begin to diversify beyond its bases in agriculture and the fishing industry. The construction of the first bridge over the Belle Isle Marsh in 1839 continued a trend towards autonomy, which culminated with the Town of Winthrop being incorporated in 1852. Notably, in 1842, Winthrop's first hotel, the Taft Inn, was built at the far end of Point Shirley. Accessed via ferry, the hotel offered rooms for 200 guests and dining for 1,000 patrons.

Figure 3. Winthrop Beach Station, ca. 1920

> With the introduction of the railroad in the late 1800s, Winthrop began to grow as a suburban residential community and as a resort community. Not only did Winthrop's residential population increase three-fold during this relatively brief period, but the town became a significant vacation destination, home to a reported 55 hotels.

Figure 4. Taft Hotel, Cliff House Hotel and Cottage Park Hotel

In 1900, Winthrop Hospital opened. The facility employed as many as 200 people, and continued to serve the community until the 1990s, when it was closed. Following the depression and World War II, and with the advent of the automobile and the decline in popularity of rail travel, Winthrop's rail lines were removed. As a result, the number of vacationers declined and the majority of hotels were torn down.

The thriving Winthrop Centre of the 1900s soon faced increasing competition from regional shopping malls and, together with a decline in residential population, businesses began to feel a direct and adverse impact.

When taken in conjunction with Winthrop's more recent history, as summarized in the 2014 Economic Trends Report prepared by the UMass Boston Collins Center [see Appendix F], it is not hard to understand the challenges that face the CBD today. A review of Winthrop's history reveals a community that thrived as a destination for people looking to enjoy its beautiful natural resources. Not surprisingly, a robust multi-modal transit system, which included ferry, rail and automobile traffic, was an essential piece of that equation. In the late 1800s, Winthrop was a vibrant community that was focused around a thriving center and multiple identifiable neighborhood commercial districts. Each of these variables holds potential clues for the future economic revitalization of Winthrop.

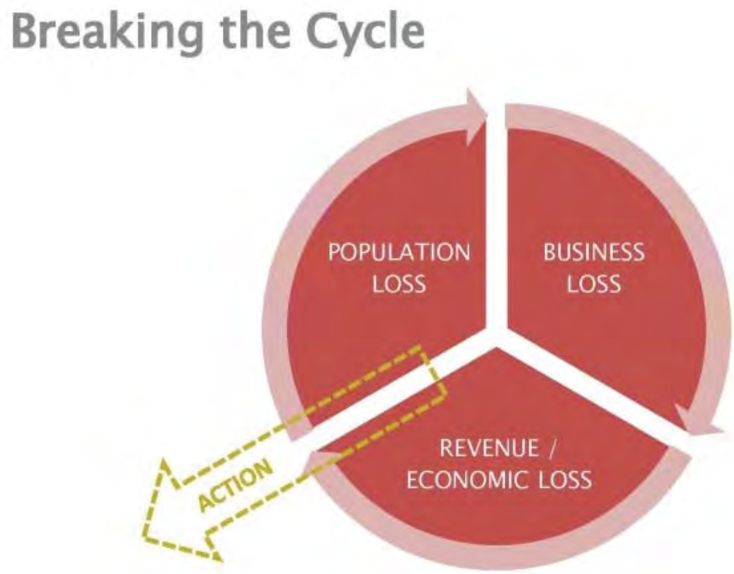
CURRENT WINTHROP CONTEXT

Two recent reports provide a helpful framework for understanding the current Winthrop economic context: the 2014 Economic Trends Report and the Five Year Strategic Plan for Economic Development [2015-2019], both prepared by the Edward J Collins Jr. Center for Public Management at the University of Massachusetts Boston. These reports provide a concise summary of current population and employment trends, and identify goals and implementation strategies intended to facilitate future economic development.

This Master Plan strives to build on these findings and, as such, a brief summary of the reports' salient points follows.

2014 Economic Trends Report

One of the most significant findings of the 2014 Economic Trends Report is that Winthrop's residential population and labor force have experienced significant decline over the past twenty years. The Town has lost 1,100 local jobs, representing a decline of 40%. Today, Winthrop has only 1,800 local jobs, or only 0.18 jobs per resident. During the workweek, Winthrop's daytime population shrinks as residents leave town for jobs elsewhere. As a result, local businesses suffer from the lack of daytime foot traffic. The report finds that in many sectors Winthrop sales are lower than demand and, in fact, that 68% of Winthrop's residential community's retail spending is done out of town.



Over the past 35 years, Winthrop has lost more than 2,800 residents [-14%]. The Economic Trends Report notes that Winthrop is the only seaside community studied to experience population loss during this period. What's more, Winthrop has an aging demographic. The median age has jumped from 33.0 years of age in 1960 to 43.7 in 2010, with 31% of residents aged 55 or older. The combination of population decline and an aging demographic has challenged local businesses, as local spending power has decreased by over $31.2 million.

Land use trends exasperate these findings. In general, commercial properties are small, with over three-quarters of non-residential parcels being 10,600 square feet or less. Many properties are underutilized and either contain low-rise buildings, are vacant, or are occupied by surface parking lots. As a result, commercial property generates limited revenue for the Town of Winthrop.

Five Year Strategic Plan for Economic Development [2015-2019]

The five-year strategic plan outlines a vision for Winthrop that strives to reverse many of the troubling patterns found in the Economic Trends Report. The Plan imagines a Winthrop that has a vibrant business economy grounded by a walkable, attractive commercial district and unique natural resources that are accessible to the public by a variety of transportation modes.

The strategies identified include attracting visitors by promoting environmental resources, improving accessibility and enhancing commercial districts - CBD and neighborhood centers – as well as waterfront locales. In conjunction with these efforts, providing a range of housing alternatives and an array of jobs are noted as necessary.

The CBD Master Plan reiterates many of these same themes, though with a focus on the CBD only.

CENTRE BUSINESS DISTRICT [CBD] PLANNING AREA

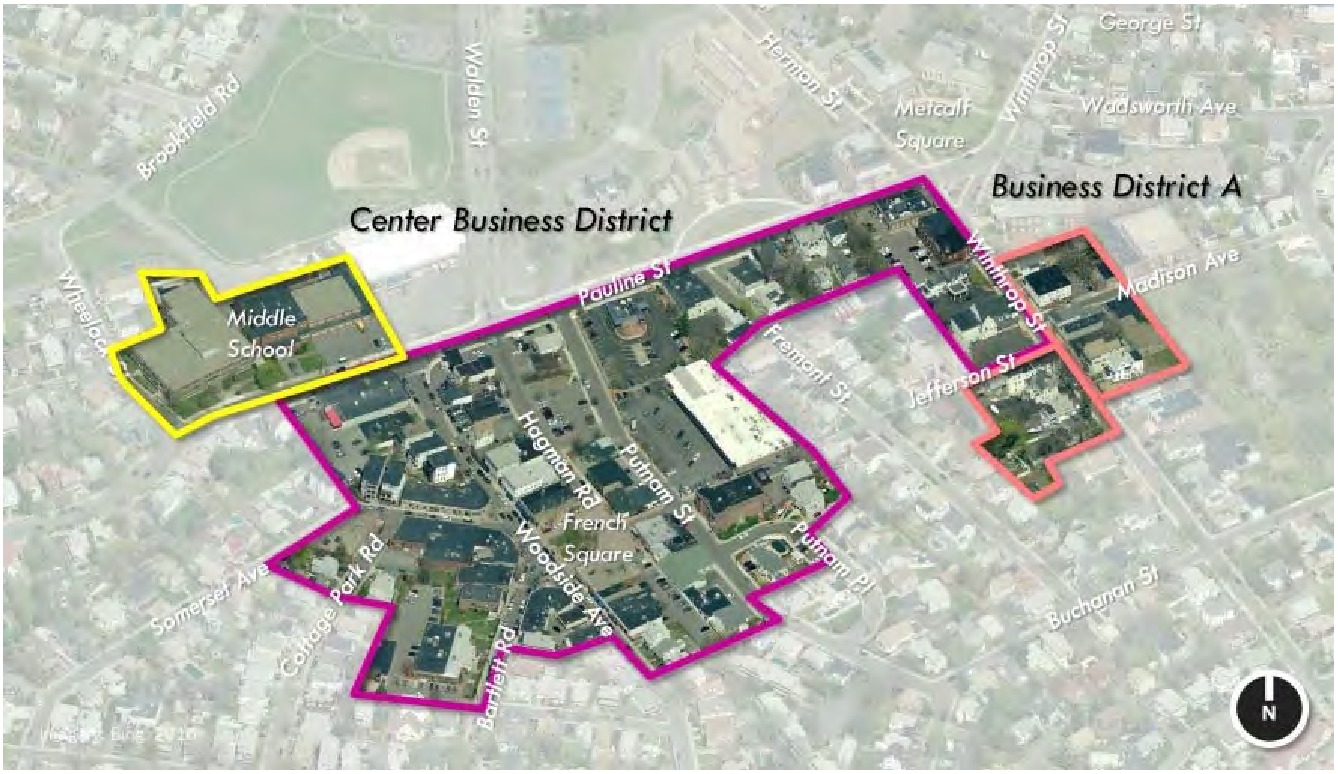


Figure 5. Winthrop Business Districts and former Middle School site

The boundaries of this study include the area covered under the Centre Business District zoning, which extends from Pauline Street to the north, Winthrop Street to the east, towards Pleasant Street a block or two from French Square to the south and west. Located to the east of the CBD is Business District A, which includes parcels located east to west from Winthrop Street to Bowdoin Street, just north of Madison Avenue and south to Buchanan Street. Finally, the former Winthrop Middle School site, located on the north side of Pauline Street, was included as part of the study area.

The CBD and the immediate surrounding area have numerous assets that contribute to activity in the center. Nonetheless, the CBD's full potential has yet to be realized as a result of fundamental urban design flaws. As noted below, these design flaws challenge the revitalization of the core into an aesthetically pleasing, walkable environment conducive to living, working and playing [entertainment, shopping, dining, etc.].

Assets

Figure 6. Map locating key assets proximate to the Winthrop Business Districts

Figure 7. French Square

French Square

The usability of French Square's quaint park is challenged by its small size and limited accessibility. While the area immediately adjacent to French Square is home to numerous shops and restaurants, they do not take full advantage of the opportunity to engage this key focal point in the CBD. There is tremendous potential to transform French Square into a well-articulated, pedestrian-friendly environment that accommodates a variety of active and passive recreational uses.

Figure 8. Ingleside Park

Ingleside Park

Ingleside Park, located adjacent to the CBD, offers over 10 acres of green space and a range of recreational facilities. This beautiful public amenity is cut off from the CBD by the Winthrop Middle School buildings and the Larsen Skating Rink along Pauline Street. This barrier eliminates any visual connection between two of the town's greatest assets, an urban design flaw that could be remedied through redevelopment of the Winthrop Middle School site.

Figure 9. E.B. Newton Cultural Center

E.B. Newton Cultural Center

With oversight from the Winthrop Cultural Council, the E.B. Newton Cultural Center and the Clock Tower Gallery promote access to the arts, humanities and interpretive sciences, with the goal of making Winthrop a cultural destination. The building sits prominently on the north side of Pauline Street at a gateway location that overlooks the CBD. Set back from the street and wrapped by green space, the building presents a distinct architectural style and massing characteristic of civic buildings.

Figure 10. Metcalf Square

Metcalf Square

Metcalf Square is the civic core of Winthrop. It is home to Town Hall, the police station and public library, and has an attractive green space at its center. Located diagonally to the northeast of the CBD, Metcalf Square could easily be a focal point for further development that expands on Winthrop Street's attractive commercial blocks.

Figure 11. Larsen Rink

Larsen Rink

The Larsen Skating Rink at the Mike Eruzione Center, home to Winthrop Youth Hockey and a wide range of recreational activities is a key amenity for the Winthrop community that sits near the corner of Walden Street and Pauline Street at the northern edge of the CBD. From an urban design perspective, the building is prominently located at a major gateway to the commercial core and its long blank facades, which are set back from the street to accommodate a surface parking lot in front, are not pedestrian-scaled. The building also creates a visual and physical barrier between the CBD and Ingleside Park.

Figure 12. Former Winthrop Middle School site

Former Winthrop Middle School Site

Given its central location between the CBD and Ingleside Park, the size of the parcels and the fact that they are municipally-owned, the former Middle School site holds tremendous potential to accommodate a catalyzing economic development project. The site borders a residential district and future development should be sensitive to the scale of this neighborhood.

In addition to the assets listed above which are close to the center, Winthrop has many other amenities that, if made more accessible and marketed holistically, could contribute to the overall rebranding of the Town and help stimulate economic development efforts. Winthrop's natural environment, which includes walkable marshes, a golf course and beautiful beaches, has been one of the driving economic forces throughout its history; these amenities are equally as important today. Also noteworthy are the identifiable neighborhood commercial nodes and new high school, which should be considered part of a strong framework to support more diverse residential development.

Challenges

As outlined in the 2014 Economic Trends Report, population and job losses have had reduced the customer base that local businesses need to thrive. The following list of challenges is intended to illustrate the range of vulnerabilities that should be addressed by the community over time.

Housing The Five Year Strategic Plan for Economic Development acknowledges that there is a lack of diverse housing alternatives proximate to the CBD – an essential component for attracting the broader demographic necessary to sustain meaningful economic growth. Notably, there is a lack of mid-rise, amenity-driven multi-family housing with adequate access to transit. If located in mixed-use contexts such as the CBD, this product would increase opportunities to attract groups like the "millennials" [those born between 1990 and 2000], whose spending power would be enormously helpful to local businesses. Community groups also expressed a need for housing targeted to "empty-nesters," or those whose children no longer live at home. Adequate housing alternatives are needed to accommodate an over-55 population that wants to downsize from single-family homes but who want to stay in Winthrop; it also helps Winthrop retain another demographic with significant disposable income to live in and support the local economy.

Urban Design

The CBD is characterized by a lack of quality pedestrian streetscapes due, in part, to a number of underutilized parcels in key locations in the core. This creates discontinuous sidewalks and an inconsistency in architectural detail, transparency and signage in retail storefront design – all essential ingredients for active streetscapes. In addition, there is little usable public open space [Note: these concerns, commonly addressed through zoning and design guidelines, will be elaborated on in Section 2.0 (Analysis) of the report where existing conditions in the CBD are discussed].

Transportation

The Collins Center report finds that Winthrop residents use public transportation to get to work at a much higher percentage than the State average. Nonetheless, current bus service to the Orient Heights Blue Line station on the MBTA has a limited schedule and travels along a route inconvenient to the CBD. This will likely be perceived as a deterrent to future mixed-use development that contains denser multi-family uses. The recent addition of ferry service from Point Shirley to Rowes Wharf in Boston is a positive step towards multi-modal connectivity for Winthrop. However, the ferry's limited schedule, remoteness of the ferry terminal and lack of bus connectivity to the CBD present challenges. The accommodation of additional transportation modes, such as the integration of bike lanes and bike- and car-share programs, would enhance connectivity to the CBD.

Infrastructure

The Town is currently doing an analysis of its existing and future needs for water, sewer, storm drainage and road upgrades. Most of these systems are antiquated and in need of repair, especially the storm water drainage infrastructure. While there is still some sewer capacity left, there are concerns that with the level of development allowable under the new CBD zoning, repairs to the existing system will not be adequate. The ongoing analysis should provide guidelines for upgrades necessary to accommodate mixed-use development at a level of density recommended in the Master Plan.

Climate Change

A large percentage of the Town of Winthrop is located in a flood zone, including portions of the CBD and Middle School site. As a community surrounded by water, Winthrop must be particularly vigilant in adhering to resiliency standards that address threats posed by sea-level rise.

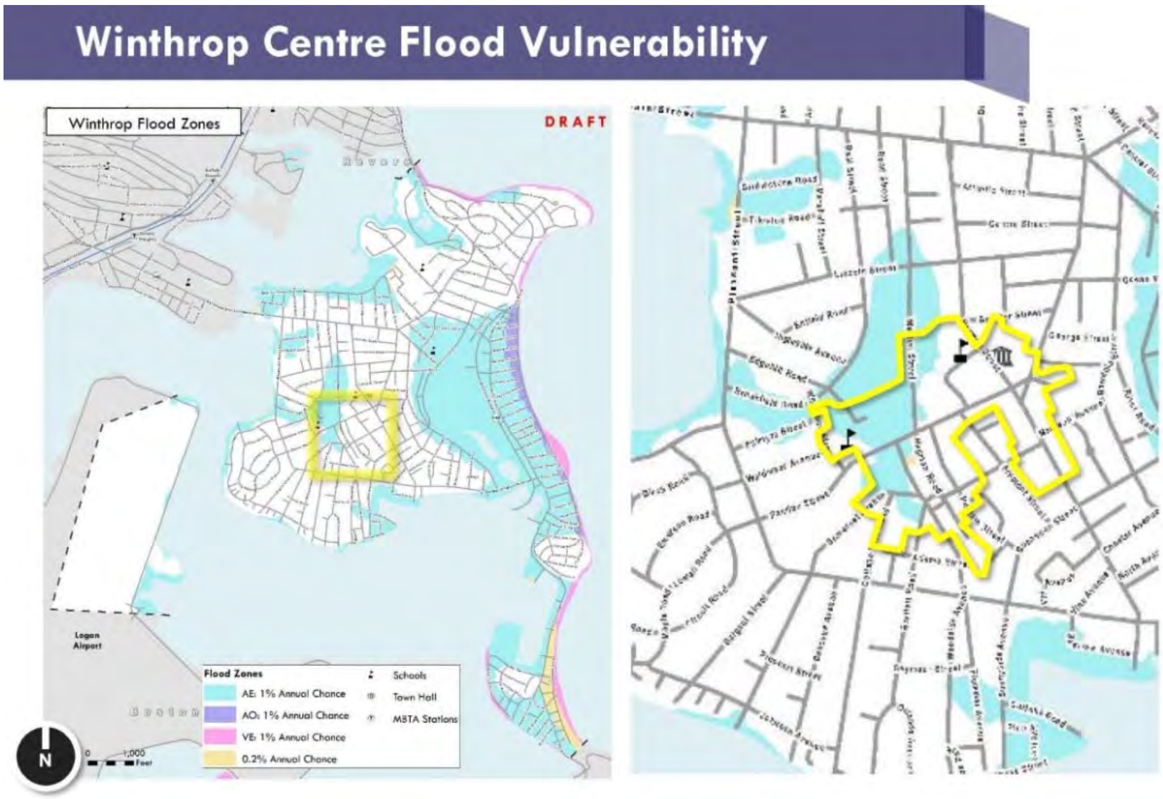
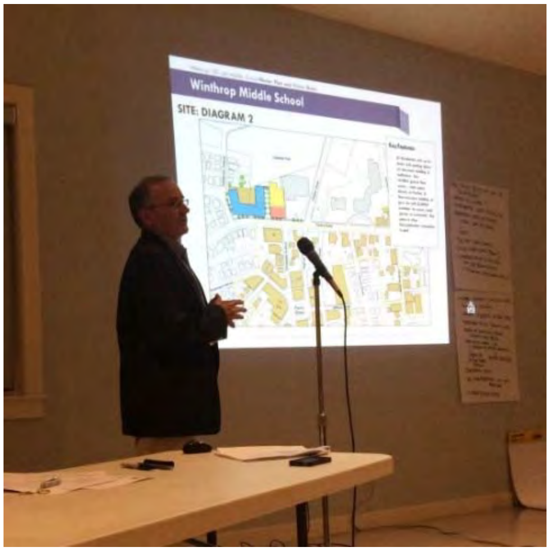


Figure 13. Winthrop Flood Zones

Marketing/Branding Despite the assets and amenities Winthrop has to offer, the town has struggled in recent years to project an identity that draws visitors and businesses to its core. As a complement to the efforts by the Winthrop Chamber of Commerce, the town would benefit from a comprehensive outreach strategy to attract people, visitors and qualified developers to the community.

COMMUNITY VISIONING PROCESS

This Master Plan document is the result of a community-based process that solicited input and feedback from Winthrop residents, businesses and stakeholders through several community meetings. A series of three community meetings were designed and held to work with the residents and business owners to develop a consensus vision for Winthrop's Centre Business District. One of the key questions asked to obtain input for the vision was: "Fast forward 20 years, what would you like to see?" Community meetings were held on May 26, June 28 and November 10, 2016. Each meeting had a different focus and set of community engagement activities. Each meeting built on the responses from earlier community and/or Economic Development Citizens' Advisory Committee [EDCAC] input.



The goal of the first community meeting was to create a draft vision for the CBD and former Middle School site. The open house included a brief presentation and Q&A. An estimated 35-45 people attended the first community meeting. At the second meeting, consultants presented additional information on the CBD and the Middle School, and a facilitated discussion and comment period on the concepts presented at the meeting for the CBD and the Middle School. Approximately 40-50 people attended the second community meeting. The third meeting was to present the results of the analyses and the resulting draft plan and recommendations for the CBD and Middle School. Approximately 30-40 people attended this final community meeting on November 10.

Figure 14. Community Meeting presentation and facilitated discussion

The importance of Winthrop's CBD to the economic health of the Town and community seems to be widely shared and understood as reflected through this visioning process. The community also seems to share ambitions for the CBD that are reflected in the Master Plan and that include enhanced walkability, additional residential uses, and a more active and vibrant concentration of storefronts.

Figure 15. Word Cloud reflecting stakeholders' vision for CBD

See Appendix A for more detail regarding the community process and stakeholders' feedback.

2.0

ANALYSIS

2.0 ANALYSIS

EXISTING CONDITIONS: CENTRE BUSINESS DISTRICT

Figure 16. Aerial of Winthrop's Centre Business District from the north

Overview

The Centre Business District [CBD] consists of small parcels organized along streets that are relatively narrow – many with one way traffic and less than ideal sidewalk conditions. In general, the block structure presents some challenges to future development, due to unusual geometries and block widths that, in some instances, are less than 100 feet. While there are some very attractive sections of streetscapes that present a desirable scale and character appropriate for the Town of Winthrop, these streets often lack continuity due to an over-emphasis on accommodating the automobile.

Land use

Figure 17. Land Use: Winthrop CBD and Supporting Area

Winthrop's CBD is home to a diverse collection of land uses, ranging from municipal and institutional anchors to commercial establishments, including restaurants and small shops. There are approximately 80 residential units in the CBD and over 700 units within 1,000 feet of the CBD.

As noted, there are numerous uses that are automobile-centric which, by their very nature, prevent a cohesive pedestrian environment. These include commercial properties with active drive-throughs, such as banks and restaurants, which require additional curb cuts that break the continuity of sidewalks. There are also auto repair shops, some in visually prominent locations in the CBD, that house several cars on-site. These properties tend to feature large stretches of continuous curb cuts where sidewalks are non-existent.

Figure 18. Auto-body shop with Pauline Street frontage

Parcel size

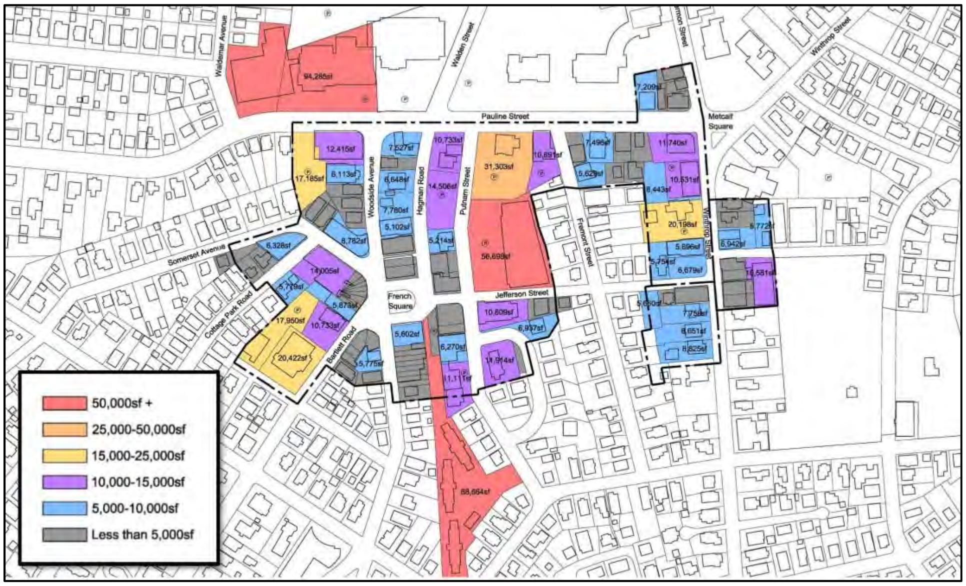


Figure 19. Parcel Size: Winthrop CBD and Supporting Area

Most of the parcels in the CBD are small in size and property ownership is fragmented. There are only two parcels in the CBD that are greater than 0.5-acre in size. This underlying structure suggests that large-scale redevelopment projects will require parcel consolidation. This is why the 2.5-acre [+/-], former Winthrop Middle School site, located just north of the CBD, presents such a significant economic development opportunity.

Figure 20. Aerial: Hagman Rd. to Woodside Ave. block

The block depicted in Figure 20, located between Pauline Street and French Square contains eight separate parcels, none of which is greater than 8,000 sq. ft. in size.

Building height

Figure 21. Building Height: Winthrop CBD and Supporting Area

A large percentage of buildings in the CBD – especially in the French Square area – are only one story. On over 60 percent of the parcels in the center, the floor area ratio [FAR] is less than 1.0, meaning that the site area is greater than the total building square footage. New dimensional criteria, included in the recently adopted CBD zoning, allow for four-story buildings and 90 percent lot coverage, or an FAR of 3.6. From an urban design perspective, the ratio of building height to the width of the streets on which they front is critically important to creating appropriately-scaled buildings and a well-defined, aesthetically pleasing public realm.

Figure 22. A one-story building fronting on French Square

Parcel utilization

Figure 23. Underutilized parcels line the south side of Pauline Street

There are several underutilized parcels in the CBD, meaning that the assessed value of the building is less than its land value. Many of these properties front on Pauline Street, an important gateway location as people enter the CBD. Another grouping of underutilized properties has frontage on French Square. These represent two of the most important areas to carefully shape through zoning and design guidelines when encouraging future development in the district.

Figure 24. The corner of Fremont and Pauline Streets on the northern edge of the CBD

Block structure

Figure 25. No buildings front on Putnam Street between Pauline & Jefferson Streets

Figure 26. Parking in front of buildings on Putnam Street

Many blocks in the CBD are narrow in dimension and, thus, do not have room for parking in the rear. There are others, however, where buildings are set back from the street to accommodate parking in the front. While many retailers prefer to have parking directly in front of their storefronts, this configuration is more suburban in nature and as a result, the buildings contribute little to the pedestrian streetscape.

Active storefronts

Figure 27. The most active storefronts (in red) are in the French Square area

There are a number of active storefronts in the CBD, mostly in the French Square area and along Winthrop Street, but incomplete block structure and undesirable land uses make it such that there is little articulation and continuity to building facades, resulting in poor definition of pedestrian streetscapes.

Figure 28. A highly visible Pauline Street façade without an active storefront

Public open space

Figure 29. Connecting open spaces

Vibrant town centers have a diverse collection of public open spaces that allow for active and passive recreation. Public open space often consists of a mix of hard-scape and soft-scape surfaces that can accommodate a range of activities from public gatherings to outdoor marketplaces to concerts and other events. While French Square is the only public open space contained within Winthrop's CBD boundaries, there are many natural amenities immediately adjacent to the core that would greatly enhance the experience if they were more accessible and purposefully integrated.

Anchors: Civic, Cultural, Recreational

Figure 30. Institutions lining the north side of Pauline Street

Figure 30 above shows the significance of Pauline Street, not only as a threshold to the CBD but as a connector of important institutional anchors in the Town. Metcalf Square, to the east, is Winthrop's main civic node, housing the library, police station and Town Hall. To the west, the Larsen Skating Rink and outdoor athletic facilities in and around Ingleside Park comprise a major recreational amenity for the Town. And directly in between these two anchors, the E.B. Newton Cultural Center stands majestically as a symbol of Winthrop's history and culture. Most of these institutions, together with current and former school buildings, line the north side of Pauline Street, set back from the street and fronting on open space. The south side of Pauline Street, currently a collection of unceremonious, largely one-story, buildings of various uses, fails to provide an adequate counterpoint.

Figure 31. The rather non-descript south side of Pauline Street

Gateways / Arrival

Figure 32. Winthrop gateways – approaching the CBD

Whether approaching the CBD from East Boston's Orient Heights neighborhood or the Revere Beach area, all major connecting roads from the north – Pleasant Street, Walden Street, Hermon Street and Winthrop Street – bring visitors to the Pauline Street corridor. The transition in scale from the north side to the south side of Pauline Street presents an opportunity for an aesthetically-pleasing first impression, signaling to the outsider that they are entering a quaint mixed-use district with shopping and dining where the pedestrian has priority.

Figure 33. Existing buildings and uses encountered at the northern edge of the CBD.

Zoning

In 2014, Winthrop adopted new CBD zoning designed to promote mixed-use development, manage parking requirements and adjust dimensional criteria to allow for greater height and density. The criteria for height, for example, was expanded from 2.5 stories and 35 feet to 4 stories and 48 feet throughout the district, except in locations directly abutting residential districts. The CBD zoning also incorporated expedited permitting, simplifying the Site Plan and Design Review processes.

These new regulations provide a great deal more flexibility, while incorporating specific design guidelines intended to help Winthrop Centre maintain its unique character. A 2015 study by Form + Place, Inc. [see Appendix B] tested the development capacity of the blocks just north of French Square, assuming the consolidation of parcels and the goals to provide a mix of uses and an enhanced public realm. Case studies found in Section 3.0 [Master Plan Recommendations] build on these findings.

Figure 34. 2015 CBD mixed use study

PARKING AND CONNECTIVITY ANALYSIS

As part of the Master Plan process, MAPC completed a parking and connectivity study for the CBD. The purpose of this study was to determine how existing CBD parking spaces are being utilized and how future utilization could be improved in terms of efficiency and convenience. Study area observations were completed in June, July and November of 2016.

The parking analysis showed there is sufficient on-street and off-street parking within the CBD. Although on-street areas within the heart of the district around French Square experience a high level of parking demand, there are generally parking spaces available within a short walk of many desired destinations and many nearby surface parking lots remain substantially underutilized. The highest demand for parking shifts from areas near Metcalf Square and Town Hall during the day to areas near French Square in the evening.

Field observations revealed:

- Average occupancy for on-street parking spaces was 48%
- Average occupancy for municipal parking lots was 34%
- Overall occupancy for public parking spaces was 46%
- Average occupancy for private parking lots was 49%
- CBD occupancy levels are well below the target parking occupancy level of 85%

MAPC outlined several recommendations that can improve parking availability and utilization in the CBD. Small changes to existing parking policies, as well as physical improvements to parking and the pedestrian environment, will help foster economic growth while not overwhelming the core with additional surface parking lots. These changes will also help the existing businesses and the residents, employees and patrons who frequent this area. MAPC's Recommendations include:

- Improve pedestrian environment and safety by physically expanding curb areas for purposes of increasing pedestrian visibility and pedestrian amenity;
- Increase consistency of on-street parking regulation through a simplification of the variation in time restriction and uniform application of new signage reflecting those regulations;
- Discourage long term/employee parking in high demand on-street locations;
- Strategically remove on-street parking to provide more locations for active pedestrian use;
- Enhance signage and wayfinding to Winthrop Centre and municipal off-street parking lots;
- Enhance gateways into French Square through the short, mid and long-term improvement of properties; and
- Strengthen pedestrian connections from CBD to the beach.

For more detailed discussion and illustration of this analysis, please refer to Appendix A.

EXISTING CONDITIONS: WINTHROP MIDDLE SCHOOL SITE

Introduction

The former Winthrop Middle School site is situated in a prominent location along Pauline Street on the northern edge of the CBD. The three existing structures – a three-story classroom building, an auditorium and a gymnasium – are linked together by enclosed vestibules and internal stairs. The buildings are set back from Pauline Street by between 50 and 85 feet and their first floors change in elevation by over ten feet from east to west, following the slope of the street. There is also a significant grade change from front to back, with the north side of the classroom building presenting a full basement level accessible at grade.

Figure 35. The Middle School buildings step to follow the grade along Pauline Street

The Middle School site is unique, not only for its proximity to the CBD but, because at approximately 2.5-acres in size it is one of the largest existing developable parcels in the downtown core. The site has an important set of relationships to a very diverse collection of abutters. To the north, the site fronts on Ingleside Park but, with surface parking, loading areas and mechanical space, makes little contribution to the quality of what is one of the most attractive pieces of public realm in Winthrop. To the west, the Middle School Site addresses Waldemar Avenue and a residential area, where there is a very different scale characterized by single and two-family homes. To the south, the three buildings line Pauline Street, presenting front doors to the CBD. And at the west end, the gymnasium building directly abuts the Larsen Skating Rink, creating a recreational node.

Figure 36. A 600-foot long wall of buildings

The three existing school buildings and the skating rink are all physically connected, creating a continuous wall along Pauline Street that stretches from Walden Street to Waldemar Avenue – a distance of over 600 feet. This effectively severs Ingleside Park from the French Square area.

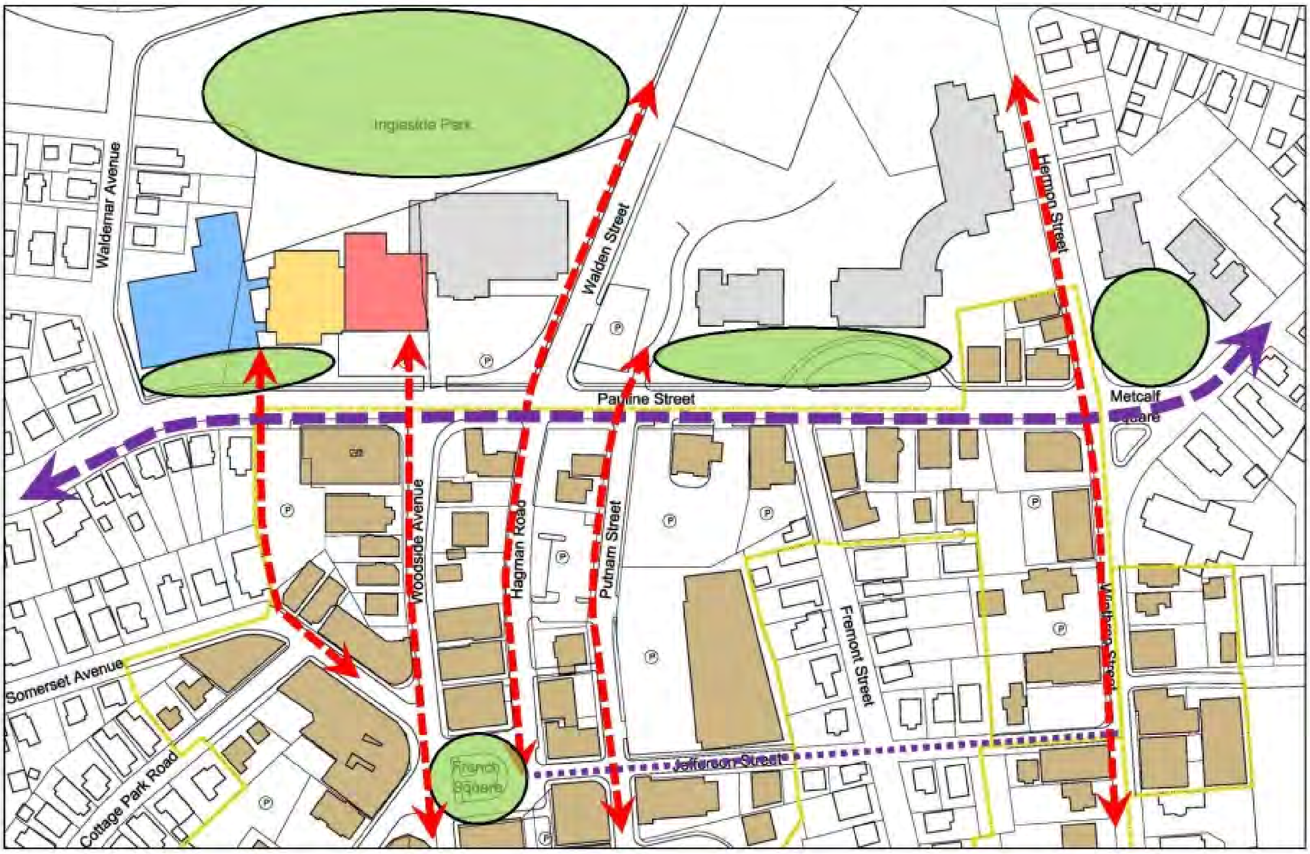


Figure 37. Pedestrian connections from the CBD

Overview of Existing Buildings

A due diligence review of the existing Middle School buildings revealed a number of challenges to their renovation and reuse.

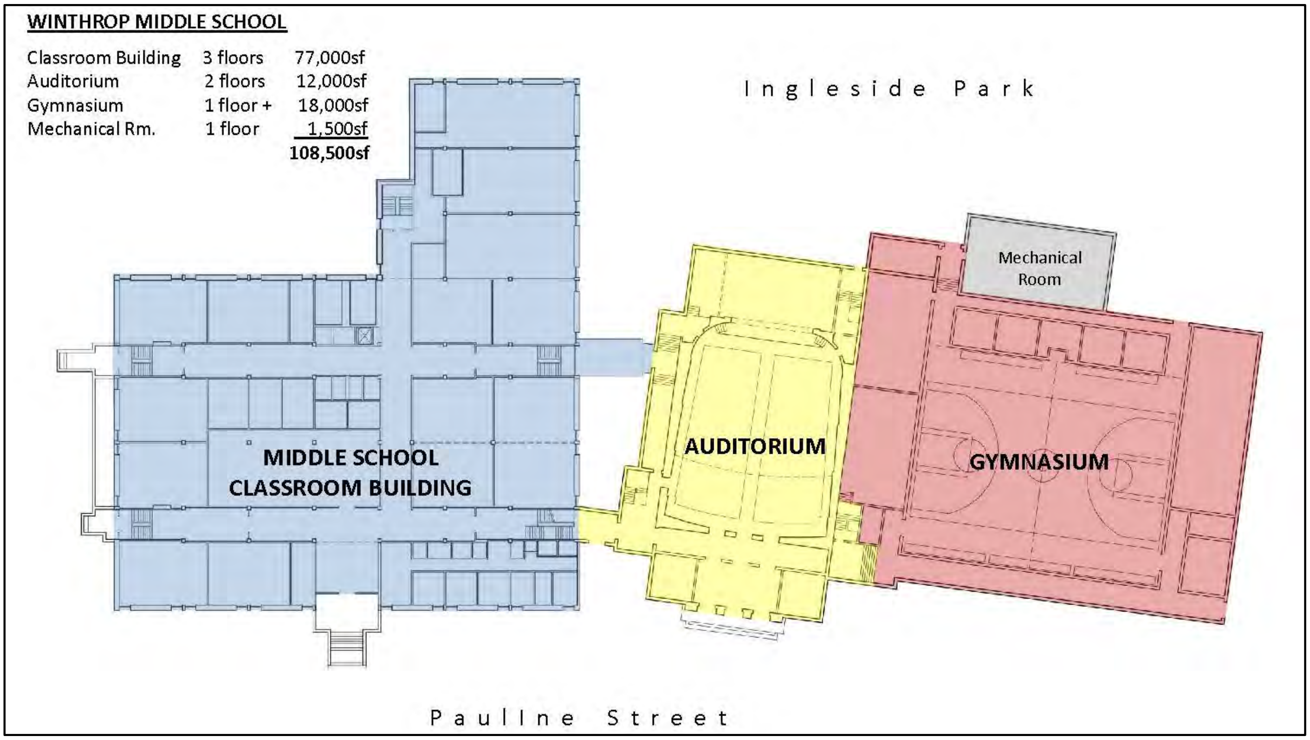


Figure 38. Existing Middle School ground floor plan and program summary

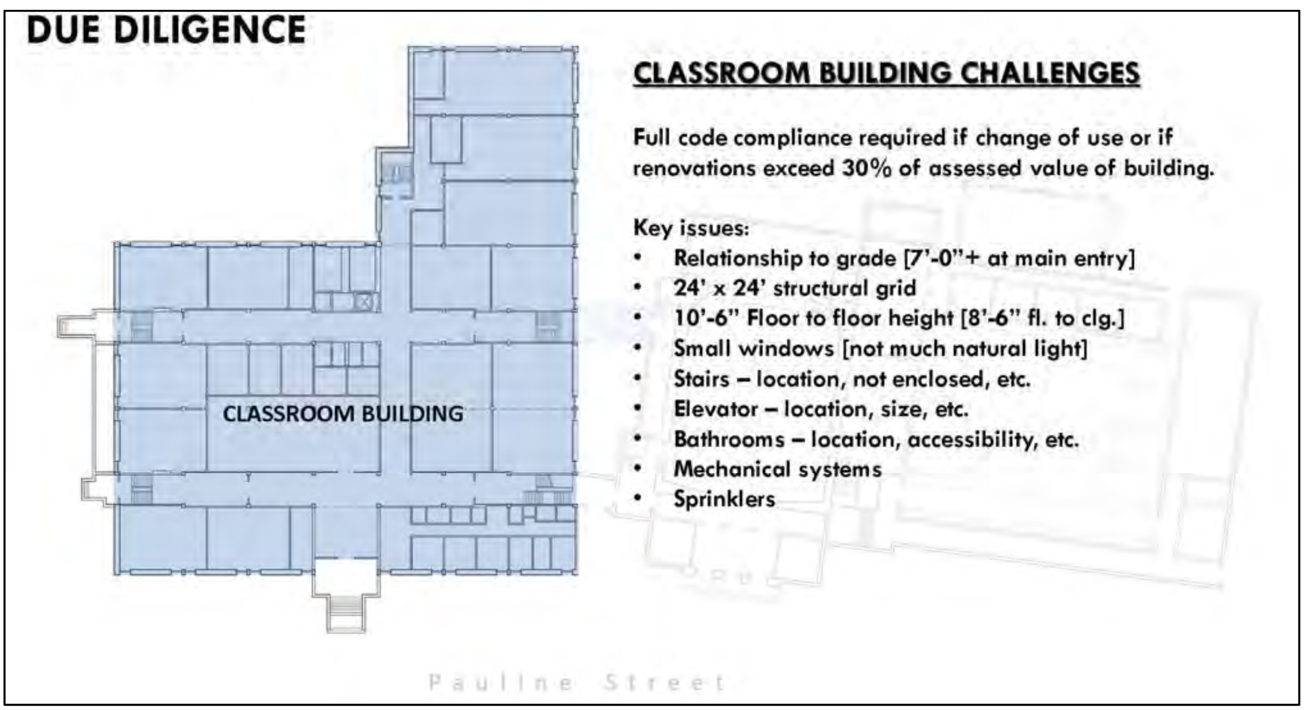


Figure 39. Challenges to reuse of Classroom Building

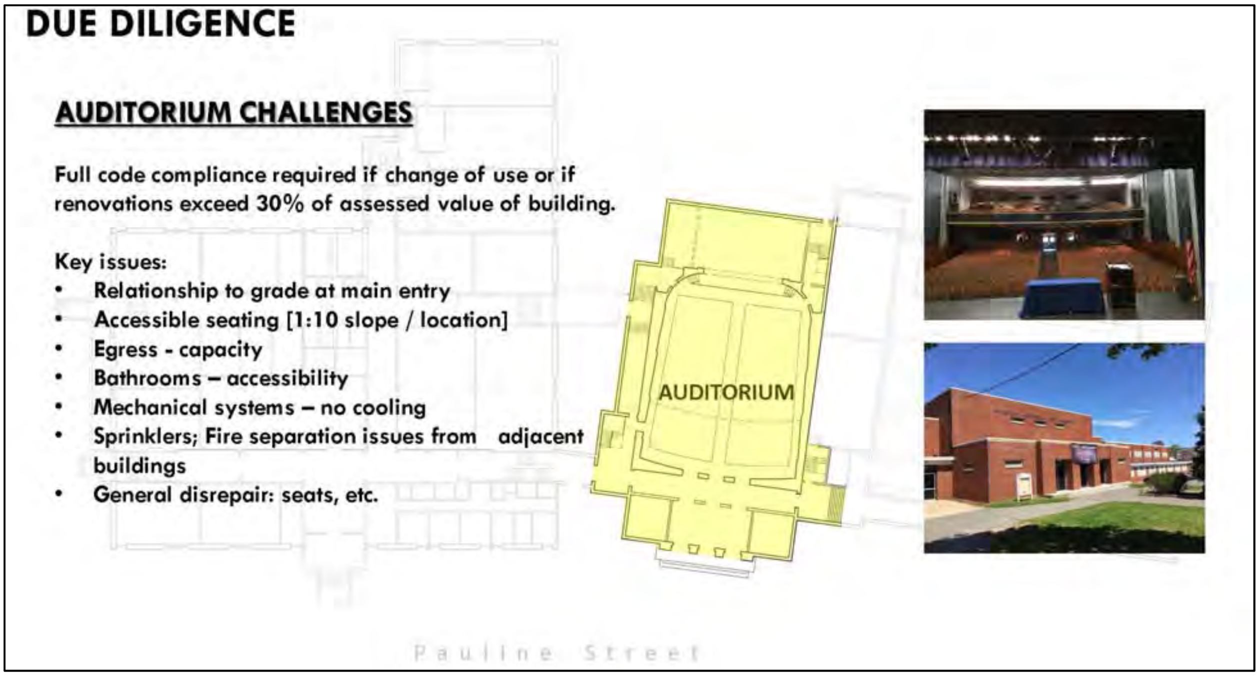


Figure 40. Challenges to reuse of Auditorium Building

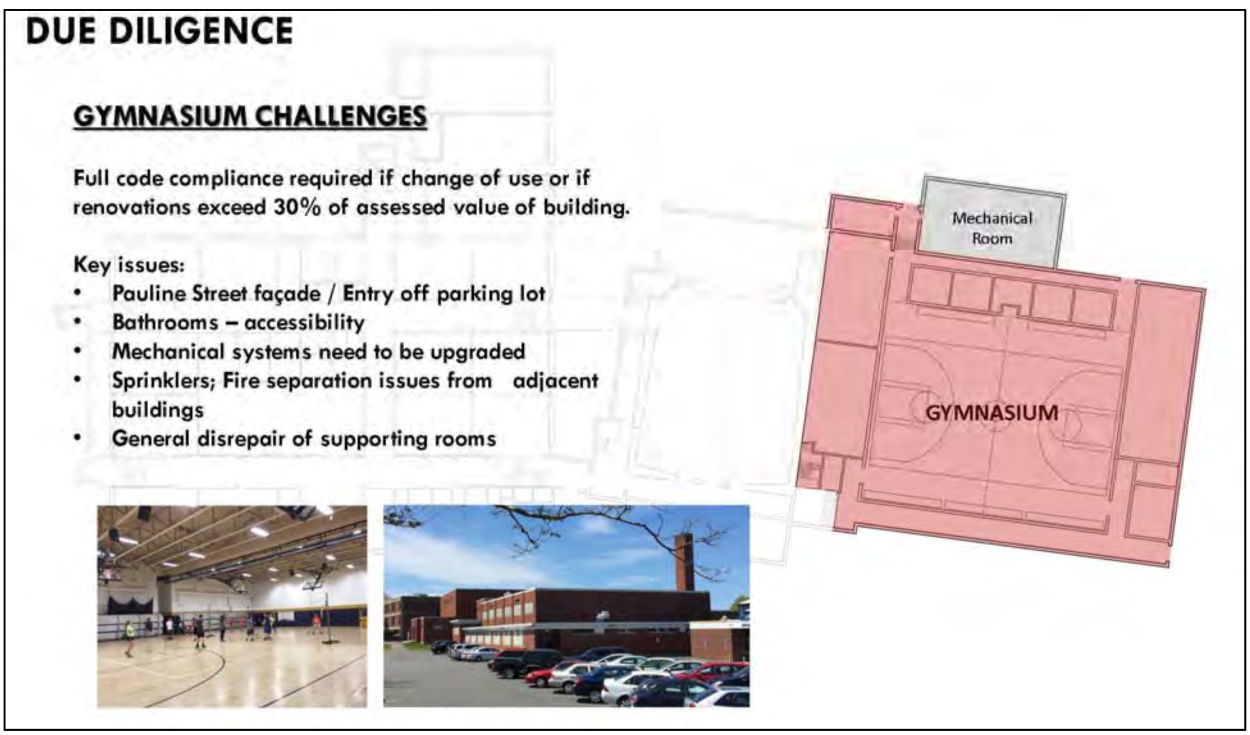


Figure 41. Challenges to reuse of Gymnasium Building

Architectural Assessment Summary

The following assessment summarizes the current condition of the existing Middle School buildings with an eye towards possible renovations and/or reuse of the former classroom building, as well as the adjacent auditorium and gymnasium buildings. The auditorium and gymnasium buildings were constructed in 1954. The Middle School classroom building was constructed in 1971. The three buildings were joined into a single, interconnected facility as part of the completion of the middle school construction.

The **auditorium and gymnasium buildings** are steel frame construction with concrete encased columns and a brick veneer with concrete block back-up exterior wall assembly. The exterior walls are generally in good condition although there is evidence of some cracking in the exterior brick veneer. The source of the cracking is not known at this time. The metal window frames and glazing are in poor condition. In the auditorium, the existing seating is in poor condition. The roof has been replaced within the last 10 years and is an EPDM roof in good condition. The HVAC systems are outdated and in need of replacement with the exception of two new (within the last 7-10 years) gas fired boilers. Existing ventilation systems and air handlers are inadequate and/or not functioning. Plumbing systems and fixtures are outdated and in poor condition. No fire suppression system exists in the buildings. Limited handicap accessibility from the exterior has been provided but multiple accessibility deficiencies exist within the buildings.

The **middle school classroom building** is a concrete frame with a brick veneer with concrete block back-up exterior wall assembly. The exterior walls are generally in good condition although there is evidence of some cracking in the exterior brick veneer. The source of the cracking is not known at this time. The metal window frames and glazing are in poor condition. The roof has been replaced within the last 5 years and is an EPDM roof in good condition. The HVAC systems are outdated and in need of replacement. Existing heating and ventilation systems are inadequate and/or not functioning. Plumbing systems and fixtures are outdated and in poor condition. No fire suppression system exists in the building. Limited handicap accessibility from the exterior has been provided but multiple accessibility deficiencies exist within the building.

Renovations and reuse of the three buildings outlined above will likely trigger the need to bring numerous systems into compliance with current codes. It is worth noting that regardless of the extent of renovations, reuse of the existing school buildings [currently classified as an E/Educational use] for an alternative use such as a community hall [A-3/Assembly classification] would mandate full code compliance [see Appendix D for a complete preliminary code assessment report]. The exterior envelope, door and window systems, and roof will need to be upgraded to meet current Massachusetts Energy Code requirements. New mechanical/ electrical/ plumbing and fire protection systems will need to be provided, including complete fire suppression and fire alarm systems. Each building will need to be made compliant with the Massachusetts Architectural Access Board [MAAB] requirements, including site access, doors and hardware, clearances, toilet facilities, auditorium seating, and a new elevator with MAAB compliant cab dimensions.

Code Assessment Summary

Form + Place, Inc. retained Building, Fire & Access, Inc. to provide fire protection, life safety, and accessibility consulting services to review the renovation and re-use of the Winthrop Middle School. This report serves as a Preliminary Chapter 34 Investigation & Evaluation Report for the building. The term preliminary is used because the ultimate code application is dependent on proposed work within a given project which is not specifically known as yet. For the purpose of this report, a range of redevelopment concepts were considered. This first section analyzes the existing Middle School buildings, assuming that the classroom building is converted to offices and the auditorium and gymnasium remain "as-is."

APPLICABLE CODES

The following primary codes are applicable to the Building:

- **Accessibility** - Massachusetts Architectural Access Board, 521 CMR and the Americans with Disabilities Act Guidelines (2010 ADAAG).

- **Building** - Massachusetts State Building Code (780 CMR) Eighth Edition. 780 CMR is an amended version of the 2009 International Building Code.
  - **Existing Building Code** - International Existing Building Code, 2009, as amended by 780 CMR (IEBC).
  - **Mechanical** - International Mechanical Code, 2009, as amended by 780 CMR (IMC).
  - **Energy Conservation** – 2012 International Energy Code as amended by 780 CMR (IECC).

- **Fire Prevention** - Massachusetts Fire Prevention Regulations, 527 CMR.
  - **Electrical** - Massachusetts Electrical Code, 527 CMR 12.00. The Massachusetts Electrical Code is an amended version of the 2014 National Electrical Code (NFPA 70).

- **Plumbing** - Massachusetts Fuel Gas and Plumbing Codes, 248 CMR

- **Elevator** – Massachusetts Elevator Regulations, 524 CMR (an amended version of the 2004 Edition of ASME A17.1, Safety Code for Elevators and Escalators).

This report focuses on the key issues relative to compliance with 780 CMR and 521 CMR.

ASSUMPTIONS

The code review and this report have been prepared based on the assumption that If any hazardous materials are to be located within the building now or in the future, the amount of such materials will be limited to the exempt amounts permitted by 780 CMR under a control area method.

MIDDLE SCHOOL CLASSROOM BUILDING

Sprinklers

Sprinklers will be required throughout under both MGL Chapter 148 Section 26G and 780 CMR.

780 CMR

The middle school building would be undergoing a change in use with alterations over 100% of the floor area. The prescriptive method would be recommended as the project would have to effectively comply with new construction criteria.

The existing construction type of IB could remain as an unlimited area B Use building is permitted for that construction classification.

All new fire protection systems are required. Elements of the existing means of egress are reusable to some extent, but upgrades would be required to each stairway and new elements may be necessary depending on the interior layout.

521 CMR

As the 30% assessed value threshold would be exceeded, the building would need to be made fully compliant with 521 CMR (and AADA). This would include all entrances needing to be accessible, elevators and public restrooms.

248 CMR

New bathroom facilities are required to comply with 248 CMR as an office building. New facilities are anticipated because of upgrades required for 521 CMR compliance.

AUDITORIUM & GYMNASIUM

Sprinklers

MGL Chapter 148 Section 26G is applicable but would only trigger sprinklers to be installed if the work exceeds 33% of the building area or the cost of the work exceeds 33% of the assessed value.

780 CMR would not trigger sprinklers unless 50% of the floor area were altered which is not anticipated.

780 CMR

The work area method would be recommended. These building will not be undergoing a change in use. Alterations are anticipated to be less than 50% of the floor(s) so the maximum classification would be Alterations Level 2.

The existing construction classifications are acceptable as is the existing egress (provided it is maintained). A voice alarm system is recommended.

521 CMR

If the 30% assessed value threshold is exceeded, the buildings would need to be made fully compliant with 521 CMR (and AADA). This would include all entrances needing to be accessible, elevators and public restrooms.

If the 30% threshold is not reached, but the $100,000 threshold is reached, then an accessible entrance is required. Also, if public restrooms, water fountains and telephones are provided, then one of each must be made accessible.

Under ADA, up to 25% of the renovation costs should be directed to the removal of barriers.

248 CMR

Existing bathroom facilities should be acceptable unless they are physically altered (like if they are upgraded to accessible). If they are altered, new facilities may be necessary.

The complete Preliminary Chapter 34 Investigation & Evaluation Report, prepared by Building, Fire & Access, Inc. provides further analysis of each Middle School site redevelopment scenario, and is included in Appendix D.

FEASIBILITY STUDY: WINTHROP MIDDLE SCHOOL SITE

Introduction

The four conceptual design alternatives presented in this section represent a range of redevelopment approaches that span from the adaptive reuse of all existing buildings to razing the entire site and building a new ground-up project. These studies serve to verify the mixed-use programmatic capacity of the site and test the applicability of the existing CBD zoning regulations, should the Town decide to expand the district to include the former Middle School parcels. In addition, each scheme is accompanied by a code review [see Appendix D] and pro forma analysis [see Appendix C] that clarify necessary upgrades and the associated costs and/or benefits of each concept.

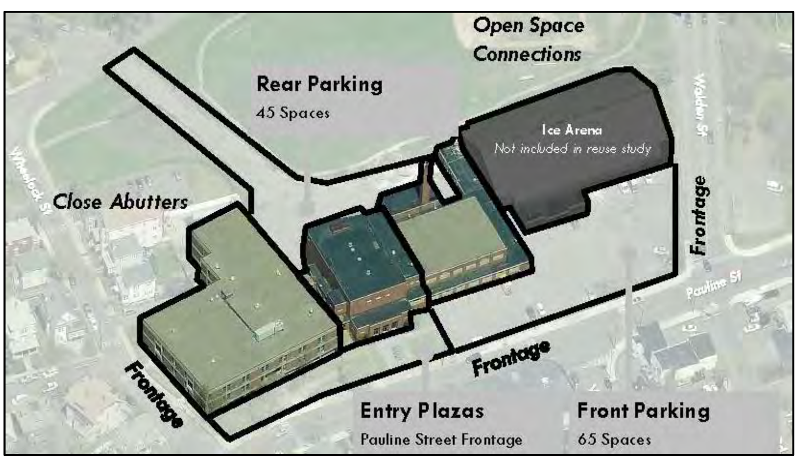


Figure 42. Existing buildings and site relationships

SCHEME 1: Reuse of the Existing Middle School Buildings

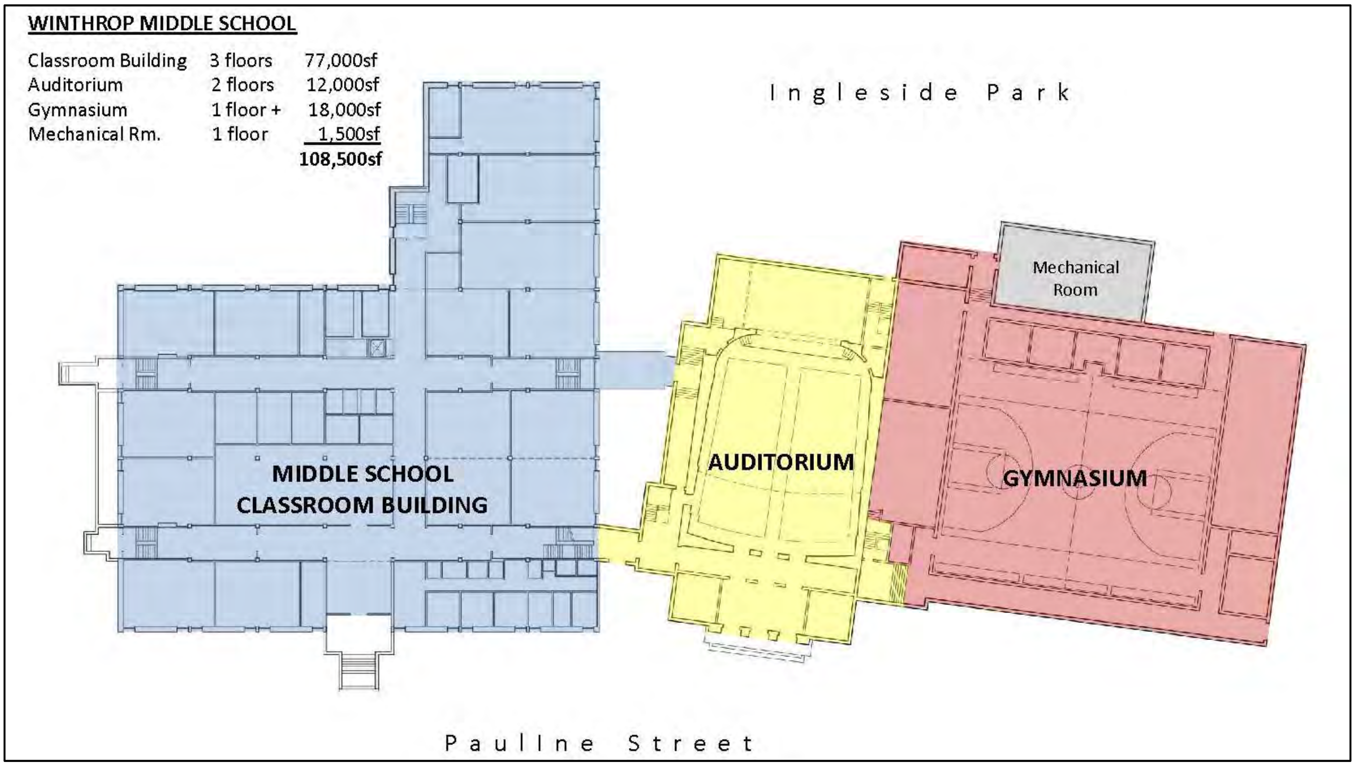


Figure 43. Scheme 1: Reuse of existing buildings

Overview of Impact on CBD Master Plan

Other than the potential for an increase in daytime office users in Winthrop's CBD, the strategy to reuse the existing Middle School buildings contributes little to the realization of the Master Plan goals and vision. Even with the necessary upgrades to the classroom building, the complex will remain a collection of outdated structures which, from an architectural and place-making perspective, will not enhance efforts to revitalize the CBD. The quality of the pedestrian experience along Pauline Street will not be improved and connectivity between the CBD and Ingleside Park will remain challenged. From a programmatic perspective, Scheme 1 would result in a missed opportunity for integrating residential units and a more diverse mix of uses.

SCHEME 2: Redevelopment of the Middle School Classroom Building Site

PROGRAM SUMMARY

Auditorium	12,000sf	[existing]
Gymnasium	20,000sf	[existing]
M-F Resid. [46du]	57,000sf	
Comm. Center	13,250sf	
Fitness	1,200sf	
Retail / Dayc. / Co.	4,750sf	
TOTAL	108,200sf	

TYPICAL UPPER LEVEL [x3]
15,800sf / 13 Units

GARAGE LEVEL
55 spaces [+11 on grade]

Figure 44. Scheme 2: Existing auditorium building and gymnasium to remain

SCHEME 2: MASSING / RENDERING

Figure 45. Scheme 2: Beginning to redefine Pauline Street

Overview of Impact on CBD Master Plan

From an urban design perspective, Scheme 2 holds some potential for contributing to the Master Plan goals and vision. While retention of the auditorium and gymnasium limits redevelopment potential on the overall site, the introduction of a new mixed-use building at the corner of Waldemar Avenue and Pauline Street adds some residential density [46 dwelling units] to the CDB area and helps with the redefinition of the Pauline Street corridor, anchoring the west end of the CBD gateway area. The addition of a new two-story community center building in front of the gymnasium serves to further enhance the Pauline Street frontage and improve the somewhat brutal existing gymnasium façade. The community center component reaches out to the CBD, presenting a new visual connection to Woodside Avenue, while also helping to create a new plaza in front of the existing auditorium. A small through-block connection offers a pedestrian link to Ingleside Park.

SCHEME 3: Redevelopment of the Middle School Classroom Building and Auditorium

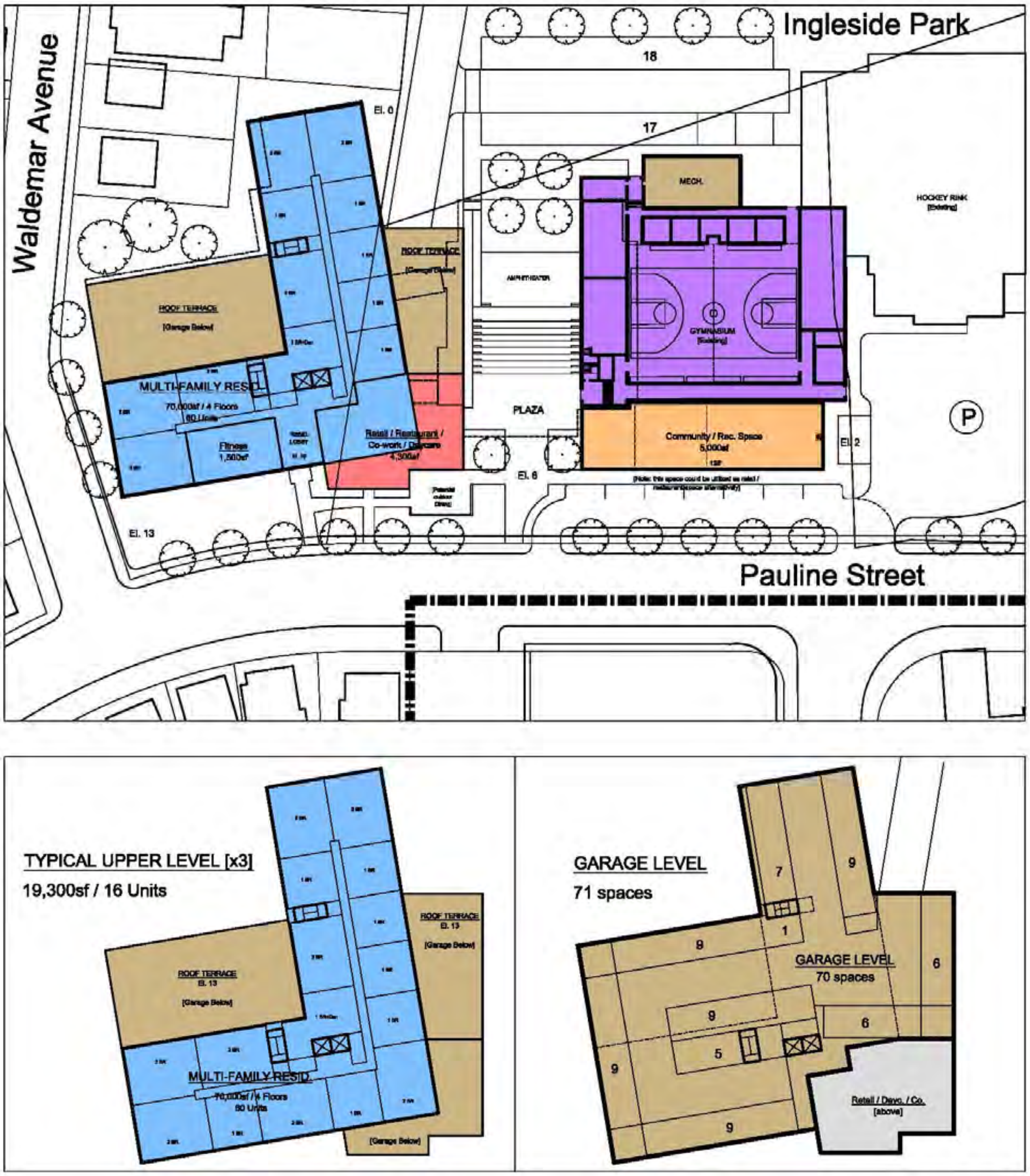


Figure 46. Scheme 3: Removal of classroom and auditorium buildings allow more flexibility

SCHEME 3: MASSING / RENDERING

Figure 47. Scheme 3: Significant contributions to the CBD Master Plan goals and vision

Overview of Impact on CBD Master Plan

Scheme 3 holds tremendous potential for helping Winthrop to achieve the Master Plan goals and vision. The increased residential density [60 dwelling units] and balanced mixed-use potential position this concept to be a catalyzing project for redevelopment of the CBD. From an urban design perspective, a revitalized Pauline Street frontage with potential outdoor dining, combined with a major new public realm amenity in the form of an outdoor amphitheater would create a new anchor in the northwest corner of the CBD. The physical and visual link between the CBD and Ingleside Park afforded by the amphitheater would greatly improve the overall connectivity of key open spaces in and around Winthrop Center.

SCHEME 4: Redevelopment of the Entire Middle School Site

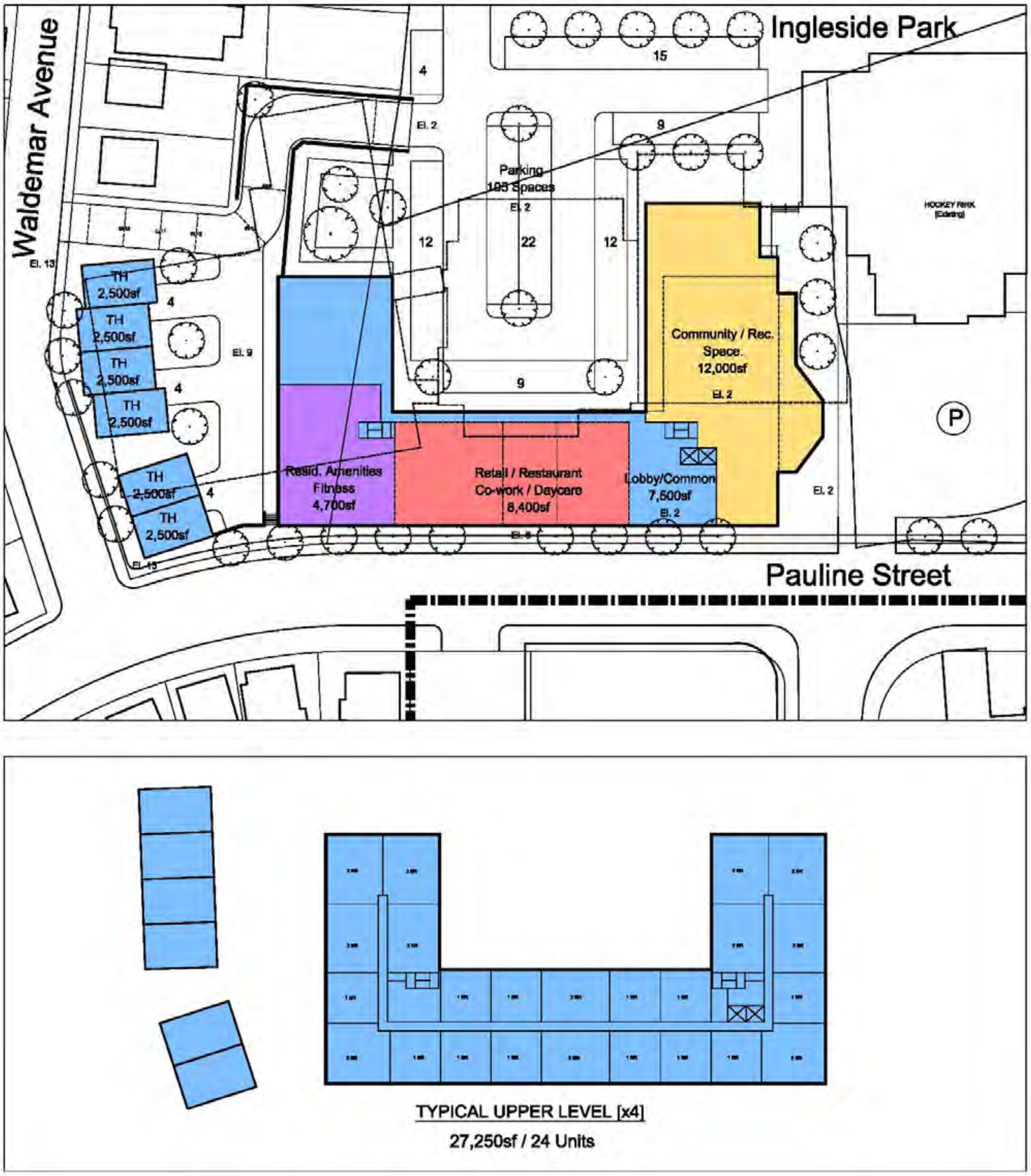


Figure 48. Scheme 4: Redevelopment of all parcels allows more residential density

SCHEME 4: MASSING / RENDERING

Figure 49. Scheme 4: Mixed-use residential with townhouses on Waldemar Street

Overview of Impact on CBD Master Plan

The redevelopment of the entire former Middle School site, as depicted in Scheme 4, shows one example of the mixed-use capacity that the Town-owned parcels can accommodate. The integration of over 100 dwelling units, of a variety of residential typologies, so close to the CBD holds tremendous potential to stimulate commercial activity in the core. The placement of a large multi-family building on the east side of the site and directly on Pauline Street will activate the area with a mix of ground floor commercial and community-based uses. At five stories in height, this project would require more flexibility than the current CBD zoning allows, but it does attempt to mediate scale by utilizing townhouses to soften the transition to the existing residential district. While this concept does not incorporate the generous outdoor amenities found in Scheme 3, a pedestrian connection to Ingleside Park is provided at the eastern edge of the site, adjacent to the Larsen Skating Rink, in a location that visually extends the Woodside Avenue corridor.

SUMMARY OF MIDDLE SCHOOL REDEVELOPMENT ALTERNATIVES

OVERVIEW	SCHEME 1	SCHEME 2	SCHEME 3	SCHEME 4	NOTES
Project Description	Town retains ownership of all properties; leased and managed by Town. No private sector redevelopment.	Redevelopment of Classroom Building only; Town retains control of and leases, manages Auditorium and Gymnasium.	Redevelopment of Classroom Building and Auditorium; Town retains control of and leases, manages Gymnasium.	Private sector redevelopment of all three properties - Classroom Building, Auditorium and Gymnasium.	The Town may want to consider a Scheme 5 that integrates redevelopment of the Larsen Skating Rink. A larger redevelopment area may result in greater economic development potential. The Rink is located outside of consultants' study area and therefore is not a scheme included here.
Residential Square Footage (SF)	0	57,000	70,000	127,000	
Office SF	77,000	0	0	0	
Auditorium SF	12,000	12,000	0	0	Existing
Gymnasium SF	20,000	20,000	20,000	0	Existing
Community Center SF	0	13,250	13,250	12,000	Community Center defined as a facility in addition to or in lieu of existing Auditorium / Gymnasium. Community Center can be used flexibly, as opposed to Auditorium or Gymnasium which have more predefined uses.
Retail SF	0	4,750	9,300	7,400	Retail may include restaurants, daycare, shops and related uses. Larger retail floorplates offer developer flexibility to attract tenants complementary to existing CBD businesses (e.g. small-scale grocer or "destination" retail) as called for in CBD Master Plan.

OVERVIEW	SCHEME 1	SCHEME 2	SCHEME 3	SCHEME 4	NOTES
Fitness SF	0	1,200	1,500	4,700	Fitness defined as a gym or physical recreation space in addition to or in lieu of existing Gymnasium
Project SF - TOTAL	**109,000**	**108,200**	**114,050**	**151,100**	
# of Residential Units - Multifamily	0	46	60	96	
# of Residential Units - Townhouses	0	0	0	6	
# of Residential Units - TOTAL	**0**	**46**	**60**	**102**	
Addition of Parking Garage (Y/N)	No	Yes	Yes	No	
Total Parking Spaces		66	71	148	
Opinion of Value - $	$0	$1,100,000 - $2,300,000	$1,900,000 - $3,500,000	$1,800,000 - $4,000,000	Opinion of Value defined as a range of what the private sector might be willing to pay the Town for the development rights to any given Scheme. This represents a one-time, upfront payment for property "as-is". Pro forma assumes developer to fund demolition.
Estimated Annual Revenue	Low: -$190,757 (Yr. 1) High: $226,475 (Yr. 8)	$196,947	$259,964	$365,650	Based on FY17 tax rates. Does not include revenue that the Town may generate through leasing Auditorium, Gymnasium or new community spaces (speculative). Revenue projections do not account for up-front repairs, ADA accessibility and other costs that the Town will incur by changing Classroom Building from educational to office use. Any net new revenue is likely to be offset by cost of repairs. See below for more info.

OVERVIEW	SCHEME 1	SCHEME 2	SCHEME 3	SCHEME 4	NOTES
Building Repairs Needed (Y/N)	Classroom Building - Yes Auditorium - Yes Gymnasium - Yes	Classroom Building - No Auditorium - Yes Gymnasium - Yes	Classroom Building - No Auditorium - No Gymnasium - Yes	Classroom Building - No Auditorium - No Gymnasium - No	Repairs required if existing buildings are to be used as described herein.
Building Repairs - $	$3,040,215	$2,003,130	$1,251,956	$0	One-time, upfront cost to Town. Costs as reported in 1995 building study and adjusted for inflation.
Sprinkler System Needed (Y/N)	Classroom Building - Yes Auditorium - No Gymnasium - No	Classroom Building - No Auditorium - No Gymnasium - No	Classroom Building - No Auditorium - No Gymnasium - No	Classroom Building - No Auditorium - No Gymnasium - No	Upgrades required if existing buildings are retained for uses described herein.
ADA Improvements Needed (Y/N)	Classroom Building - Yes Auditorium - No Gymnasium - No	Classroom Building - No Auditorium - No Gymnasium - No	Classroom Building - No Auditorium - No Gymnasium - No	Classroom Building - No Auditorium - No Gymnasium - No	Upgrades required if existing buildings are retained for uses described herein. Note: while the cost to repair Auditorium and Gymnasium may not trigger threshold for 100% accessibility, the intended use of these buildings (i.e. community use) may make accessibility a priority nonetheless.
Key Considerations	Opinion of Value based upon leasing of 21,000 SF office space only. Renovating second floor would require more costly code upgrades, and as such, is recommended to be mothballed until demand exceeds supply on first floor. Based upon existing local demand, leasing of office space will be gradual, beginning 6/17 and through 3/19. Note: Winthrop is an	It is possible that a private sector developer will not agree to fund the construction of a Community Center in exchange for the rights to develop only 46 residential units. The profit margin may be too narrow. See Additional Considerations (P. 53) for more information. Addition of Community Center presents an opportunity to create	Scheme 3 is the only site plan configuration able to accommodate both a new plaza and an outdoor amphitheater leading into Ingleside Park, two features that will contribute to placemaking efforts as described in CBD Master Plan.	Scheme 4 adds the most residential density and provides the Town with the greatest opportunity to attract interest from private sector developers. Scheme 4 is also the only scenario likely to result in a "signature" residential project (e.g. Boston East in East Boston, 1 North of Boston in Chelsea, the Batch Yard in Everett). Signature properties such as these generally provide a diverse typology of market-rate	

	untested office market. There are existing office vacancies within the CBD that property owners struggle to fill. Opening the Classroom to office users would create competition for property owners in the CBD.	public plaza in front of Auditorium.		housing and offer amenities attractive to young professionals and retirees, two demographics for which the community expressed a need for housing.	
Pedestrian Experience along Pauline Street	Poor	Poor to Average	Poor to Average	Strong	Poor to Average distinguished by whether a Community Center is built adjacent to Gymnasium. "Wrapping" the Gymnasium with Community Center brings the property closer to the streetfront and results in a better pedestrian experience.
Connectivity to Ingleside Park	Poor	Poor	Strong	Strong	Reconfiguring site plan will improve access to Ingleside Park. Scheme 3 site plan also offers opportunity to add outdoor amphitheater.
Connectivity to CBD via Woodside	Poor	Poor	Average	Strong	
Placemaking Potential	Low	Average	High	High	
Contribution to CBD Revitalization Efforts	Low	Low	Average	High	
Economic Development Potential	Low	Low	Average	High	

Additional Considerations

In addition to the cost / benefit analysis presented in the chart above, there are a number of additional considerations that should inform the Town's approach to redeveloping the Middle School properties. These considerations have been developed by consultants based upon feedback from the Town, Town Council, EDCAC, including comments made by residents during community meetings:

The Town must balance need for a range of uses. For instance, Scheme 1 is the only concept that proposes office space, which will increase daytime foot-traffic within the CBD. Meanwhile, Schemes 2-4 will contribute to the residential density needed for CBD businesses to thrive.

The Town must balance desire for housing and economic development with the community's desire for more active public community spaces.

Revenues generated by any given Scheme could be used to offset the costs of repairs and code upgrades needed at remaining buildings. Revenue could also be dedicated to new community spaces. Alternatively, new revenue could be used to fund the streetscape and other improvements contemplated throughout the Winthrop CBD Master Plan.

As density at the site increases, it will likely result in more traffic. While more traffic is expected to be beneficial to CBD revitalization efforts, some members of the community have expressed concern that Pauline Street is already congested during certain peak hours. Regardless of preferred development scenario, a traffic study may be warranted to assess impact on the local community.

Some community members expressed concern that Winthrop is already "too dense" and, therefore, no additional housing is needed. It is worth noting that Winthrop is less dense today than in the past and it is the only seaside community in Massachusetts with a declining population [See Appendix F]. The rezoning of the CBD in 2014 was intended to increase density accordingly. It is the opinion of the master plan consultant team that none of the Schemes proposed herein is "too dense."

Some community members expressed concern that new residential development will burden local schools. The four schemes presented here include a mix of smaller one and two-bedroom apartments, which tend to result in fewer school children than family-sized units or condominiums. Nonetheless, impact on local schools may be a subject meriting further study. The Town may also want to explore state programs [e.g. Ch. 40B, 40R] that help to offset the costs of new school children.

Community meetings revealed a general misconception that any redevelopment of the Middle School site will result in significant profits for a private sector developer, as confirmed by the pro forma analyses presented herein. As indicated by a lack of responses to a Town-issued Request for Information in Fall 2016, developer interest in Winthrop remains limited at this time. If the Town were to layer in additional requests from a developer [e.g. construction of an indoor swimming pool open to the community], the resulting profit margins may be too low to generate any developer interest at all.

Some community members expressed trepidation over the Town selling these parcels in the event a large site is needed in the future for Town or community use (e.g. a new school, administrative building, fire department). While Schemes 2-4 propose the sale of Town-owned properties; the Town might consider alternative options that still result in redevelopment, including a long-term ground lease or land swap.

3.0

MASTER PLAN RECOMMENDATIONS

3.0 MASTER PLAN RECOMMENDATIONS

Given the challenges noted in the 2014 Economic Trends Report and, after a year-long due diligence and community process that included input from Town officials, residents, businesses and other local stakeholders, the consultant team has developed five key recommendations:

1. **Enhance the public realm**
   Revitalize streetscapes and rethink the nature of usable public open space. Redefine gateways to the CBD. Promote the connectivity of Winthrop's assets.

2. **Increase residential density**
   Facilitate the development of a variety of residential typologies to increase opportunities for a larger, more diverse demographic to live in the CBD.

3. **Strengthen businesses**
   Eliminate existing vacancies and promote a mix of uses in the CBD that are both appropriate in scale and character for Winthrop, and are both community-based and destination driven.

4. **Promote thoughtful development**
   Make Winthrop a development-friendly community by refining zoning and design guidelines to promote infill development. Strengthen the visual character of the CBD by enhancing the district's block structure, improving ground-floor transparency, reconfiguring parking locations, and preserving architectural character.

5. **Develop funding strategies**
   Identify priority projects and catalyze redevelopment opportunities and public improvements. Help select tools and methodologies for their implementation. Apply for necessary funding to fill budget gaps.

In the pages that follow, these recommendations are expanded upon using a series of case studies. The case studies illustrate the types of actions that could be undertaken to build a healthier and more sustainable future for Winthrop's commercial center. It is worth noting that these case studies are indicative of the strategies that could be deployed elsewhere in the CBD, and should not be confined to these sites alone.

CASE STUDIES: ILLUSTRATING MASTER PLAN RECOMMENDATIONS

Enhance the public realm

Winthrop has a diverse public realm that includes parks, squares and streetscapes, as well as beautiful beaches and marshes. In the CBD, French Square is clearly the focal point of commercial activity due to the numerous shops and restaurants that currently thrive there today. As identified in the Analysis section of this report, there are many qualities to the public realm in and around French Square that could be enhanced to promote an even more vibrant pedestrian experience. These range from making the square itself more accessible and usable, to improving the continuity of the streetscape network in the CBD.

Strategies for Enhancing the Public Realm
Establish a public engagement methodology focused on the design and programming of public spaces.
Establish and fund placemaking strategies, including new murals and other public art throughout CBD.
Revise liquor licenses to allow restaurateurs to serve alcohol on sidewalk patios.
Establish business licensing programs for street vendors, food trucks and micro-retailers to operate within the CBD and public realm.
Utilize "faster, quicker, cheaper" pilot projects to demonstrate possibility of future street redesign.
Implement Complete Streets, including redesign of major streets using a pedestrian-first model; convert streets from one-way to two-way where possible and desirable; integrate bike lanes, etc.
Reclaim underutilized street parking and increase crosswalk safety by expanding sidewalks in key locations.
Require maximum open space contributions for new development projects undergoing Major Site Plan and Design Review; consider allowing developer to contribute to enhancing off-site open space elsewhere within district [or make payment in lieu of].
Establish design standards for various civic space typologies [e.g. green, neighborhood park, plaza, recreational fields, pocket park, public square, etc.].
Create a Neighborhood Street Reconstruction program to repair priority sidewalks and curb ramps in plan area.
Recalibrate pedestrian crossing times to allow safer crossing at all major intersections.
Expand usable public open space in French Square.
Develop a Park Maintenance Plan funded by the Town, through a development agreement, or in partnership with other local stakeholders.

Items shaded green = short-term strategies; yellow = medium-term strategies; blue = long-term strategies

Case Study #1: French Square

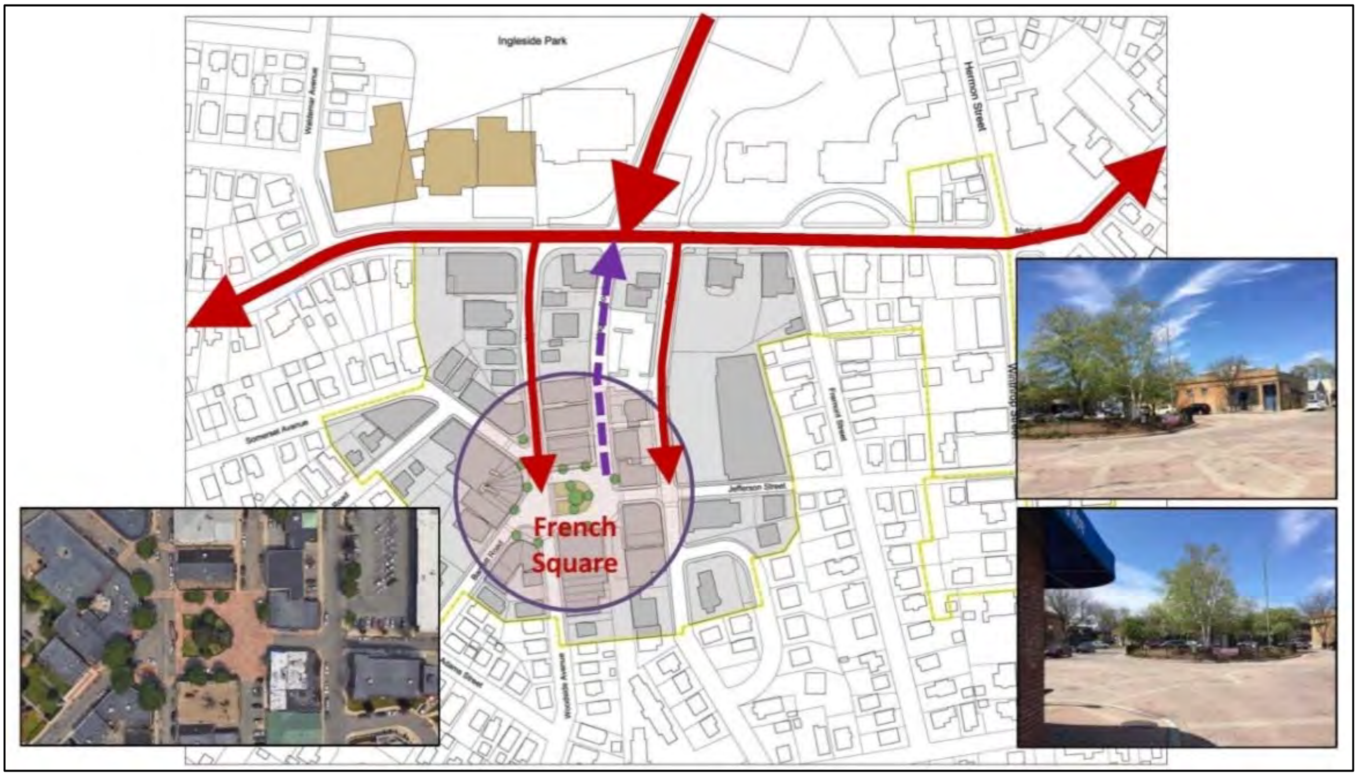


Figure 50. Accessing French Square

One of the most important keys to successful placemaking is ensuring that the public realm and the built environment that defines it are in harmony in terms of scale, character and aesthetics. French Square today is characterized by a very small green space in the center of a large paved area, surrounded by one-story buildings and narrow sidewalks. The park in the middle of the Square is only accessible to pedestrians along its western edge, as it is surrounded on three sides by a wrought-iron fence. As a result, there is little interaction between the green space and the retail storefronts, and the park is not large enough to offer the flexibility to accommodate the full-range of active and passive uses that one might hope for from the focal point of a CBD’s public realm.

Phase I

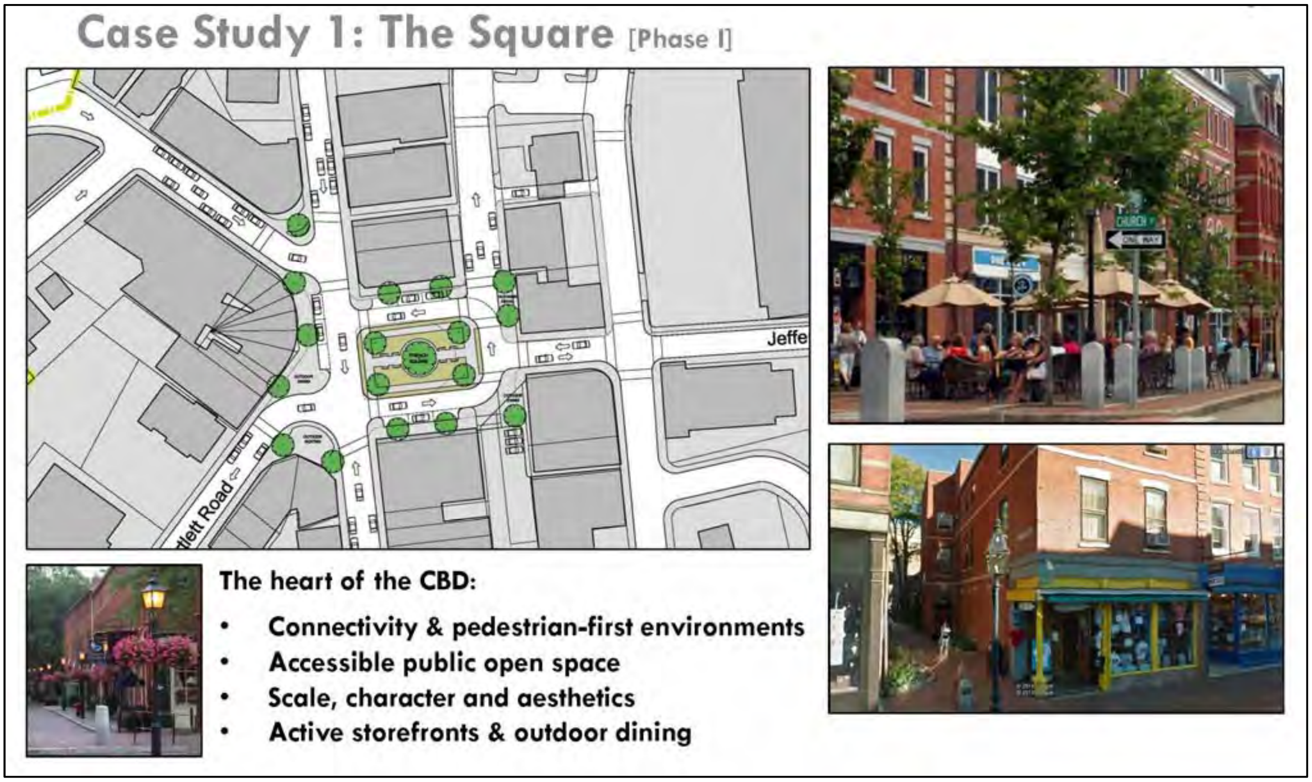


Figure 51. Phase I: Reimagining the Square

Figure 51 above illustrates how a few modest interventions that reshape the profile of the park and enhance the sidewalks around the perimeter of the Square can change its functionality and appearance. By extending the park to the east to align with Hagman Road, the green area is expanded and the travel distances for pedestrians to access the park are diminished. The addition of multiple crosswalks, providing access from each of the surrounding blocks, results in a level of connectivity that one might expect. The bumping out of sidewalks at the corners affords pedestrians increased safety, denoting areas for parked cars that are separate from crosswalks, and allowing for additional width to facilitate the accommodation of outdoor seating or retail display. This is particularly notable on the block west of Woodside Avenue where the clarification of the unusual street geometries of Somerset Avenue and Bartlett Road can further support this goal.

The end goal is an enhanced public realm that incentivizes property owners to contemplate renovations to their buildings – particularly their ground floor storefronts – so as to take full advantage of their proximity to this new amenity.

Phase II

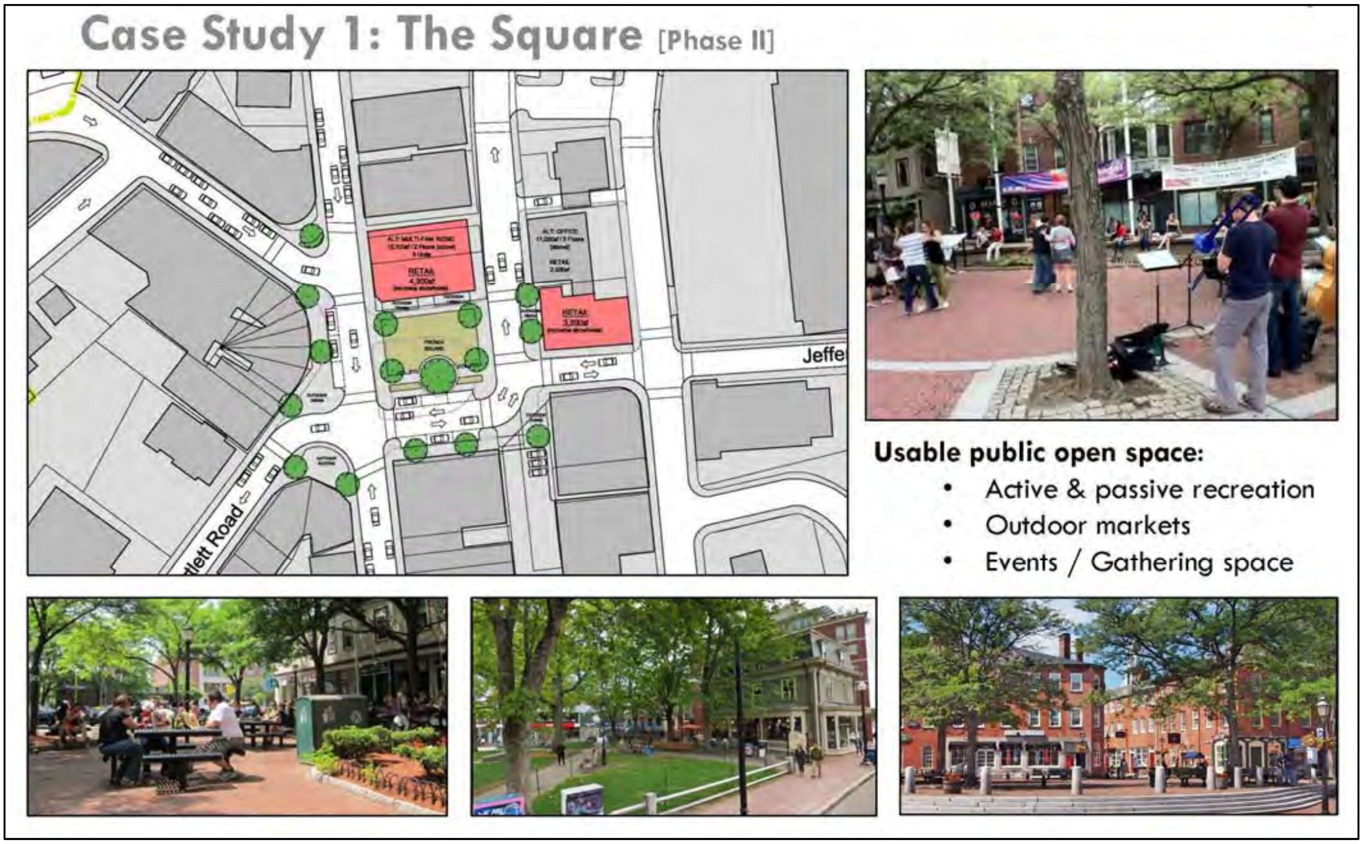


Figure 52. Phase II: Reimagining the Square

The concept illustrated in Figure 52 represents a more comprehensive approach to reconceiving French Square that could be executed on its own merits or as a second phase to the first scheme illustrated above. While this concept also promotes the expansion of the green space in the center and the enhancement of sidewalks around the perimeter, it puts forward the idea of eliminating the street on the northern edge of the square in favor of a two-way street to the south. The end result is a much more usable park space that is attached to the block that forms the north side of the square. There are countless examples of squares throughout New England – including Davis Square in Somerville [pictured above] – where the engagement of the open space to a block with active storefronts promotes greater synergy and accessibility to the public amenity, facilitating outdoor dining and other activities. While this second concept does not require the integration of privately held parcels, it would be made complete by the thoughtful redevelopment of ground floor storefronts around the square. And, with this expansion, the parcel on the east side of the square now holds a more ceremonial relationship to the park as well, and would be a prime candidate for mixed-use redevelopment.

The conversion of the street on the south side of the road to two-way traffic simplifies vehicular movements around the square and also presents the opportunity to consider utilizing a section of Hagman Road for a pedestrian-only environment. In conjunction with an expanded square, this could truly set the groundwork for a unique shopping and dining district that could become Winthrop's signature destination.

Phase III

Figure 53. Phase III: Rendering of a reconceived French Square area

Figure 54. Phase III: Reimagining the Square

A third concept for French Square, depicted in Figures 53 and 54, is clearly the most ambitious undertaking from a place-making perspective, but could become a tremendous catalyst for private redevelopment by providing a truly usable focal point for the CBD. Building on the previous two schemes, this proposal expands the Square even further to the north by incorporating one privately-held parcel into the public realm. As a result, the green space in the center of the Square is nearly tripled in size.

The impact of this realignment, however, has much greater urban design implications for the core. Most notably, there is a new-found symmetry created by the relationship of the park to the existing curved facades of the blocks on the west side of Woodside Avenue. The alignment of the road on the northern edge of the park directly across from Somerset Avenue creates new visual corridors that could do wonders for retail lease space that is currently vacant in the blocks to the west of the Square.

In fact, taking this concept one step further, closer study of the direction of traffic flow on Somerset Avenue, particularly in the section most proximate to the Square, could greatly improve the commercial viability of those blocks by encouraging shoppers to drive by retail storefronts.

Figure 55. A re-imagined French Square - a new focal point for the CBD

The rendering above in Figure 55 reveals how an enhanced public realm can be a tremendous asset for the Town, not only by offering a safer pedestrian environment, but by creating active streetscapes and providing a flexible open space that can host public gatherings including concerts, outdoor markets and seasonal events. It is worth noting some of the qualities of the buildings that front on the Square in this rendering. Buildings that are three to four stories in scale, as currently allowed in the CBD zoning, provide an appropriate level of definition to a Square of this size – especially important for buildings in prominent locations. The combination of active commercial storefronts on the ground floor with office space or residential units above will bring a vibrancy to the area that can drive economic revitalization.

Increase Residential Density

Another key strategy for reversing the trends noted in the 2014 Collin's Center report is the thoughtful integration of a diverse range of residential typologies into the center of Winthrop. Getting a critical mass of residents back into the core, in an effort to create a new level of daytime and evening activity, could be the single-most important variable to strengthening businesses. With the height limit in the CBD now set at four stories, and many parcels underutilized, the addition of upper level residential to existing ground level commercial properties could greatly enhance their value. Projects that help increase the density on underutilized parcels, or infill areas where more definition to the street-wall is needed, should be incentivized. And the small parcel sizes that characterize many blocks in the CBD suggest that collaboration among forward-thinking land owners could lead to the consolidation of properties and, thus, opportunity for larger mixed-use redevelopment projects. Examples of the possibilities created by land assemblage will be provided in subsequent case studies.

Building momentum in a community often requires a catalyzing project and, in Winthrop, there is the opportunity to redevelop Town-owned land that is currently home to the former Middle School buildings. As described in the Analysis section of this report, the former Middle School site has the potential to accommodate a substantial mixed-use development that could include 50 to 100 residential units.

Strategies for Increasing Residential Density
Further vet the four alternative concepts included in the Middle School feasibility analysis.
Promote smaller-scale infill development throughout the CBD.
Encourage property owners to redevelop land that is currently underutilized as parking.
Facilitate conversations with property owners to encourage land assemblage for redevelopment [or create redevelopment authority to help assemble land for master developer].
Create a Housing Production Plan, a proactive strategy for planning and developing affordable housing.
Consider adopting an inclusionary zoning ordinance to ensure Winthrop remains affordable; expand scope beyond traditional ordinances to include production of units priced for moderate and middle-income households [i.e. workforce housing].
Provide density bonuses in exchange for accommodation of other public benefits and/or to meet specific housing type desires [affordable, senior, artist, family-sized units, etc.].
Create programs to incentivize homeownership, like a First-Time Homebuyer program that provides small, forgivable loans that provide down payment and/or closing cost assistance.

Items shaded green = short-term strategies; yellow = medium-term strategies; blue = long-term strategies

Case Study #2: Middle School Site

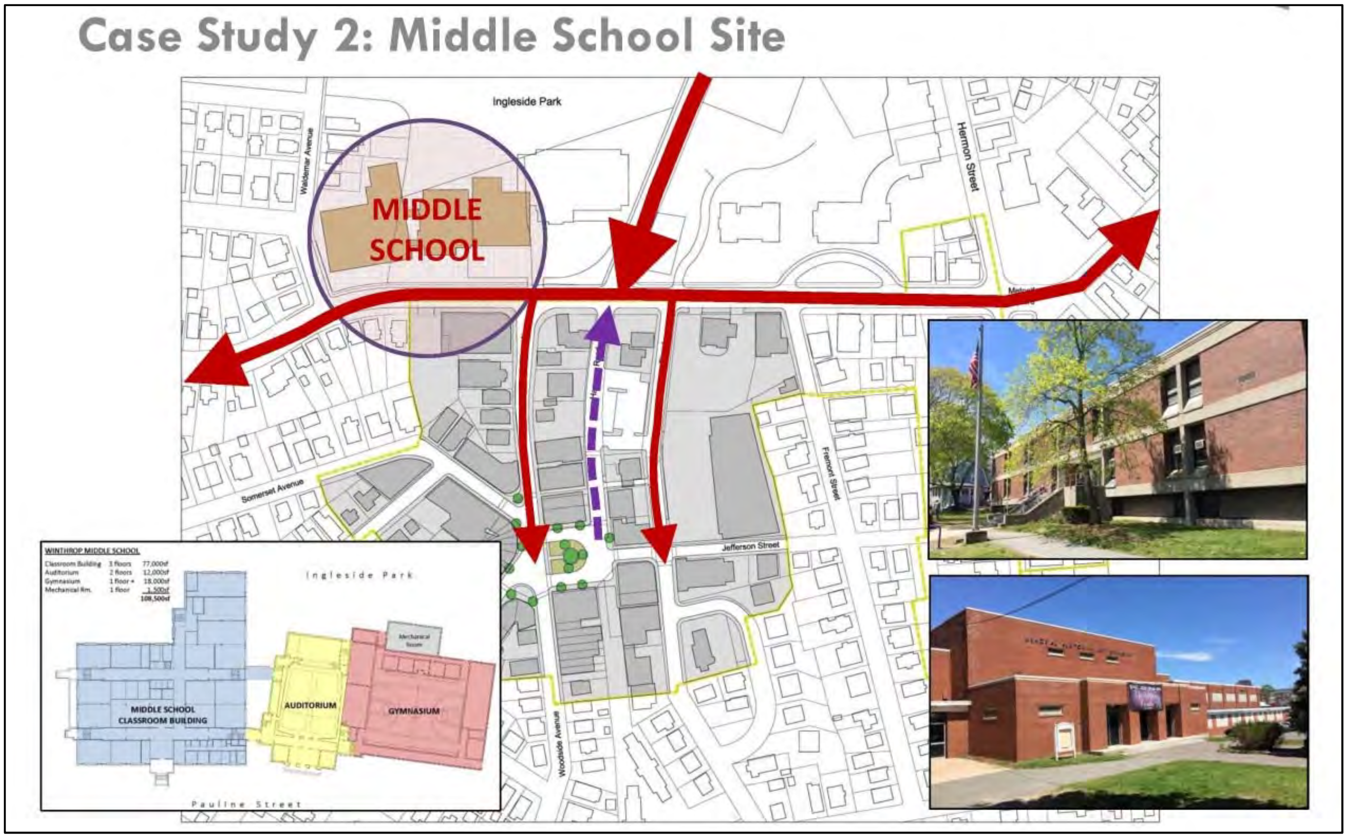


Figure 56. Middle School site - relationship to the CBD

The location of the Middle School site, adjacent to both the French Square area and Ingleside Park, makes it an ideal site for redevelopment. There are countless examples of the positive impact that a mixed-use project with a substantial multi-family residential component can have on a languishing downtown. The Center Armory project in Syracuse, New York played a major role in bringing vibrancy back to a downtown that had previously shut down at five o’clock each day as retailers and shoppers fled to suburban mall locations.

Figure 57. Center Armory – a catalyst for downtown Syracuse, NY

Center Armory was a ground-breaking project, built in the 1990s on a vacant lot in the warehouse district, consisting of 38 duplex townhouse units located on the second and third floor above ground level commercial space. Over the course of the last twenty years, five hundred residential units have been built in downtown Syracuse, supporting a lively Armory Square district that is now home to numerous shops and restaurants. The revitalization of streetscapes to accommodate outdoor dining and the inclusion of a pocket park at its core, demonstrate the power of incorporating a reconceived public realm as part of the redevelopment equation.

In one of Winthrop's neighboring communities, East Boston, numerous residential projects are being developed along the waterfront. As a result, Maverick Square is poised for transformation as evidenced by the recent opening of the new Neighborhood Community Health Center and the fact that commercial developers are actively permitting projects in the immediate area.

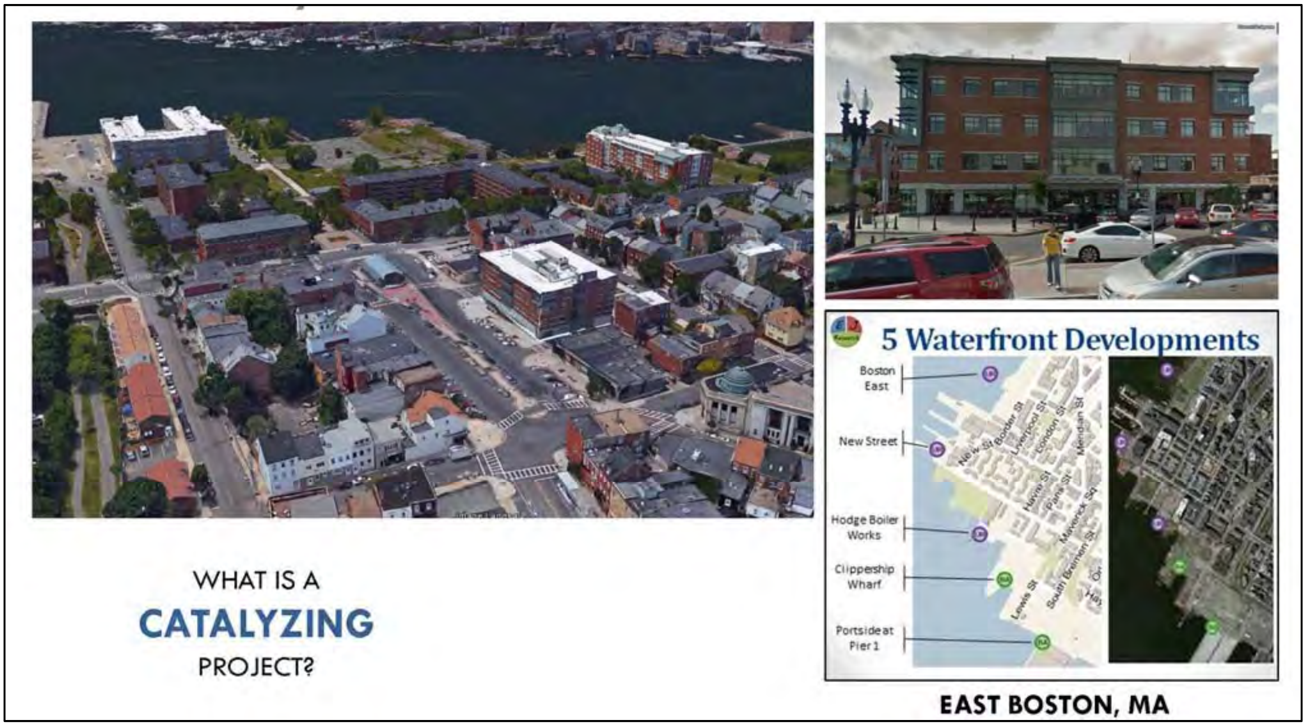


Figure 58. Residential development in the Maverick Square area

These two precedents show how an influx of residential options can drive the revitalization of an economically challenged area. Each community has unique amenities to offer such as a waterfront, parks, access to transportation or a revitalized urban core with active streetscapes, shops and restaurants, but it is essential that investment in a quality public realm be undertaken simultaneously.

The various concepts studied for the Middle School site present a wide range of solutions for catalyzing the redevelopment of Winthrop Centre. Some alternatives place a greater emphasis on accomodating community-based needs, while others strive to maximize the economic benefit to the Town. Certain schemes clearly place a greater importance on enhancing the public realm. Redefining the Pauline Street frontage, integrating public gathering spaces and directly connecting the CBD to Ingleside Park are opportunities that the Town should strive to incorporate regardless of which scenario is pursued.

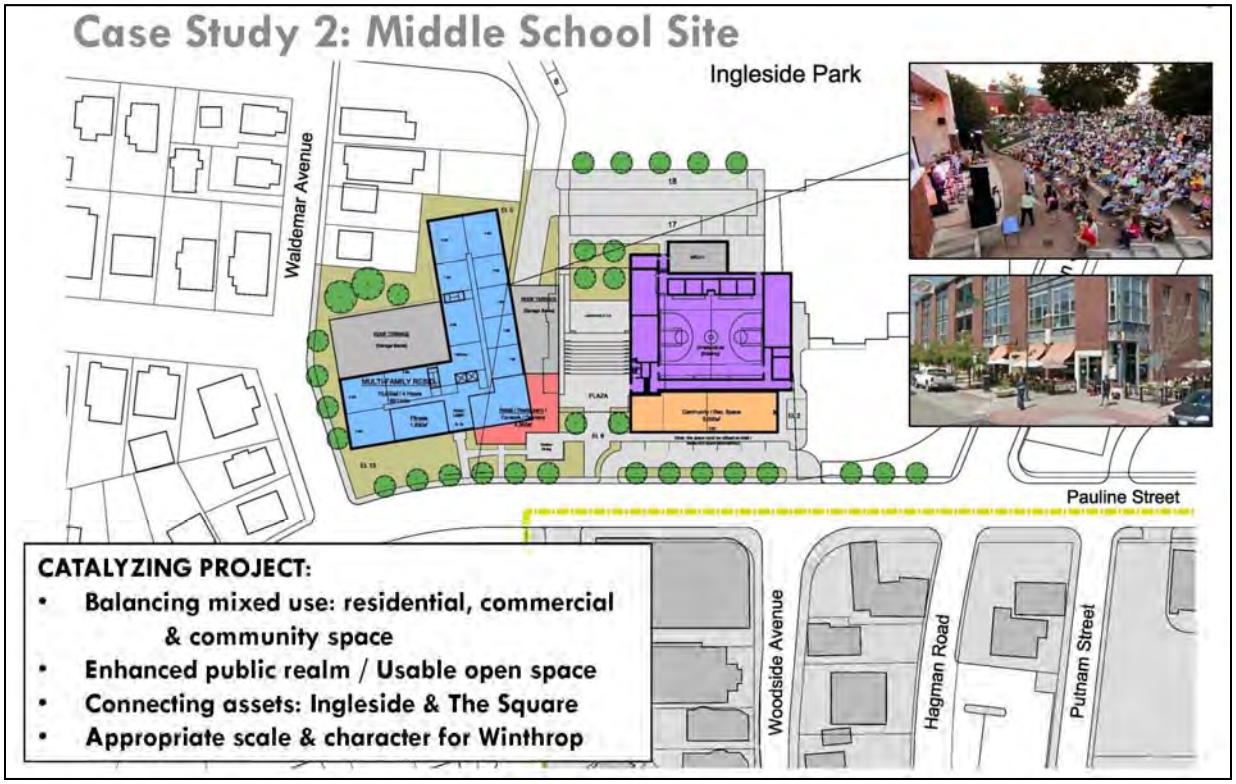


Figure 59. SCHEME 3: Balanced mixed-use development on the former Middle School site

Figure 60. View of the former Middle School site from the CBD

Strengthen Businesses

The significant public realm enhancements proposed for the French Square area and the recommendation to prioritize the redevelopment of the former Middle School site should serve as two key anchors for the revitalization of the CBD. Reversing the economic trends of recent decades, however, will also require the careful integration of balanced mixed-use throughout the core in a way that is appropriate in scale and character for Winthrop. Properties that hold prominent visual locations and that contain uses that do not contribute to supporting the vision of a "quaint New England seaside town center" should be the focus of redevelopment efforts. These include parcels that accommodate automobile-centric uses, such as drive-throughs and auto repair shops, since they have a particularly detrimental impact on pedestrian environments.

Strategies for Strengthening Businesses
Incentivize storefront and signage improvements through façade grant programs, etc.
Create a parking management plan to better utilize existing parking. Consider limits on length of stay at metered parking spaces in CBD to induce short-term turnover in front of businesses, or vary metered parking rates based upon length of stay and/or time of day.
Support collaborative and creative workspaces. These facilities provide members or visitors with low-cost workspace where they can interact, socialize and do business with one another.
Identify strategies to mitigate disruption to small businesses during and after new construction.
Provide small business technical assistance and needs-based assessments. For instance, companies like Retail Visioning provide small businesses with help creating attractive storefronts and interior environments, as well as help with marketing and promotional efforts.
Establish a district management strategy, which could include the adoption of a Business Improvement District [BID] or creation of a Main Streets organization.
Provide direct funding for Chamber of Commerce activities.
Consider adopting a vacant property registration ordinance in the Town's municipal code; assign staff member to assist with matchmaking prospective/growing businesses with vacant spaces.
Adopt an "economic gardening" approach that focuses on attracting and supporting early growth-stage businesses.
Provide subsidies to businesses willing to locate on side streets, alleys or secondary corridors [using Town or Chamber of Commerce funds, or through agreements with private developers].
Encourage development of large-scale retail stores that attract destination retail.

Items shaded green = short-term strategies; yellow = medium-term strategies; blue = long-term strategies

Case Study #3: Gateway to the CBD

Whether arriving in Winthrop Centre by car or by public transportation – buses that connect to the Orient Heights MBTA station or the ferry terminal at Point Shirley – one is most likely to find oneself on Pauline Street at the northern edge of the CBD.

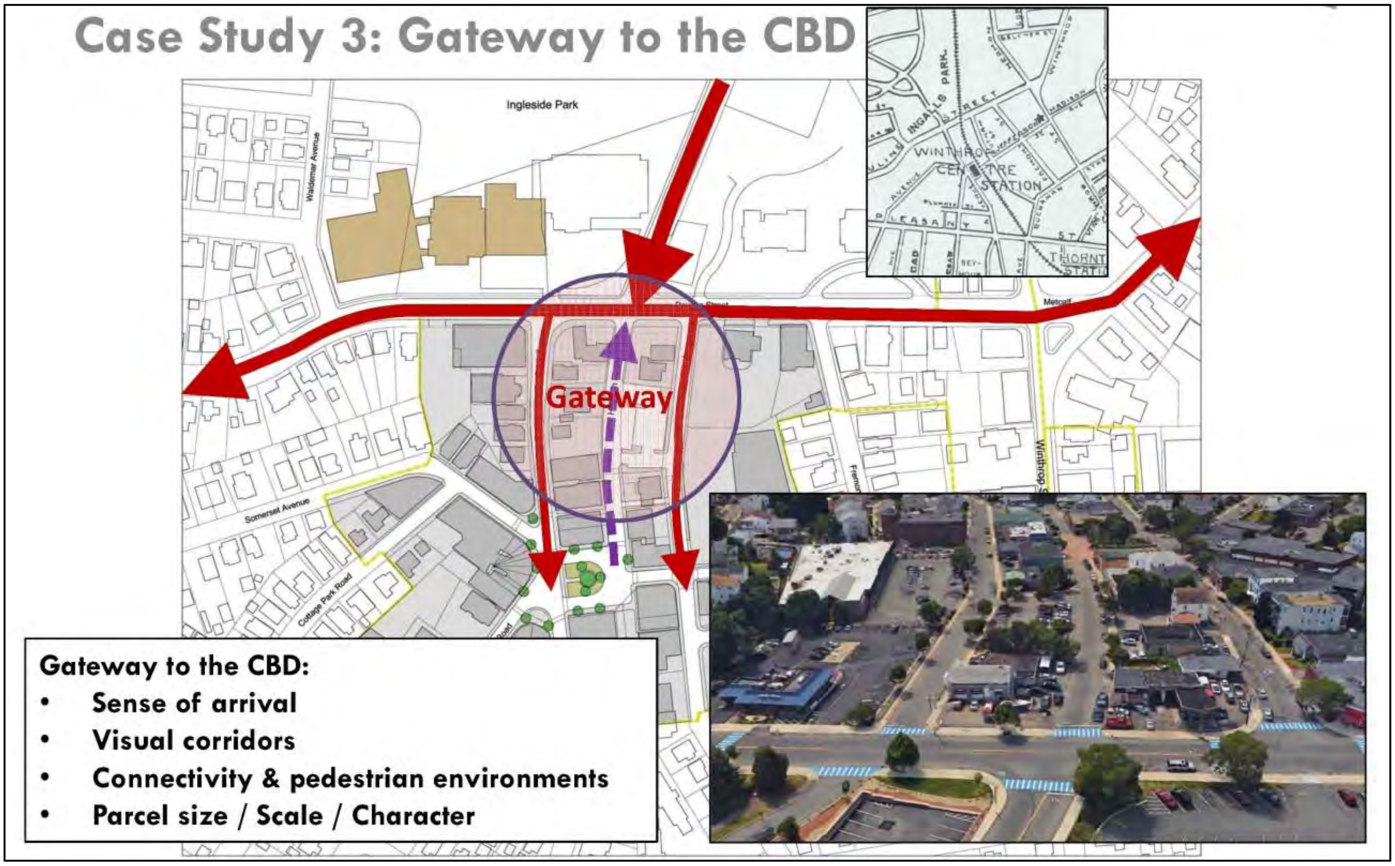


Figure 61. Pauline Street and the gateway to the CBD

Walden Street, which turns into Hagman Road as it crosses Pauline, was the location of the former rail corridor that passed directly through the heart of the CBD. Today, Pauline Street still feels like the threshold to the center, yet this gateway is occupied by rather unceremonious buildings that do little to create a welcoming first impression.

Figure 62. Model view of mixed-use development at the gateway to the CBD

The blocks between Woodside Avenue and Putnam Street that connect Pauline Street to French Square are particularly challenging to redevelop, due to their narrow width. This case study explores the potential of incorporating a larger mixed-use development at this gateway location by closing the northernmost section of Hagman Road [the former rail line]. While the proposed buildings in this scenario take advantage of new zoning dimensional criteria to increase developable area, they also maintain a visual corridor that records the history of the site and forms a pedestrian gateway to the CBD.

A pocket park is integrated between the buildings, creating a new open space that could serve to enhance the public realm connectivity between French Square and Ingleside Park.

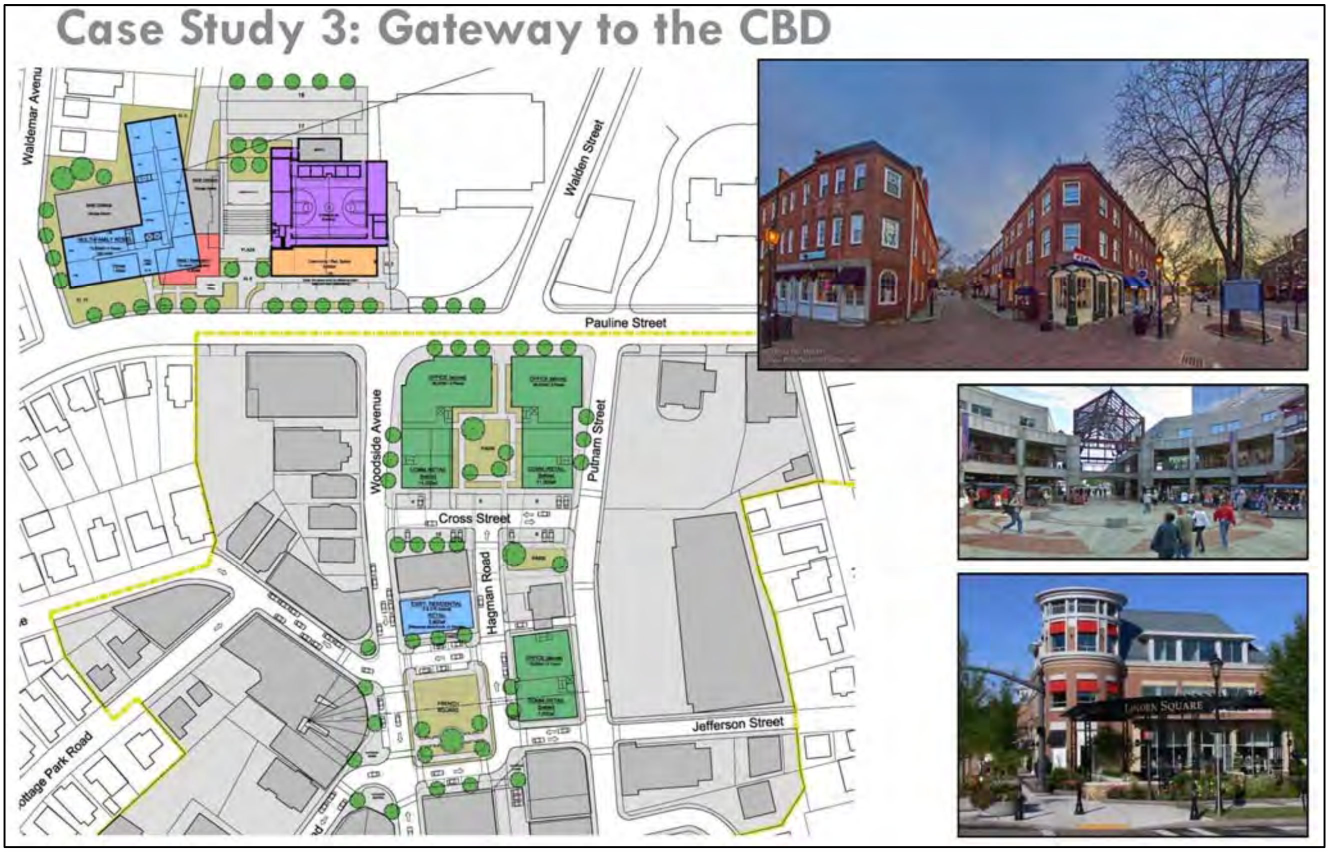


Figure 63. Consolidated block with visual corridor

The development program contained in the two mixed-use buildings along Pauline Street totals 54,000 sq. ft. of office on two levels above 20,000 sq. ft. of ground floor retail space, plus office lobbies [Note: alternatively, this block could incorporate upper level residential units, but the prominence of the location suggested upper level commercial office space as a preferred choice for this case study].

Promote Thoughtful Development

The visual character of Winthrop Centre will be strengthened by renovations to existing buildings and new development that adhere to the design standards included in the Winthrop Zoning Regulation in Chapter 17.50 – Special Provisions Applicable to the Centre Business District. These standards are intended to promote quality development that is well-articulated and in keeping with the desired scale of Winthrop's CBD. One of the primary goals of new development should be to enhance the definition of pedestrian environments by infilling blocks such that building facades contribute active ground floor storefronts.

Strategies for Promoting Thoughtful Development
See P. 78-80 for full list of suggestions regarding zoning and design guidelines pertaining to site design and architectural standards.
Survey buildings in Winthrop CBD to determine their historical significance.
Encourage adaptive reuse of buildings with architectural merit.
Provide technical assistance to property owners seeking state/federal historic tax credits.

Items shaded green = short-term strategies; yellow = medium-term strategies; blue = long-term strategies

Case Study #4: CBD East of Putnam

Two of the largest parcels in the CBD lie just east of Putnam Street, between Pauline Street and Jefferson Street. These parcels are characterized by expansive surface parking lots and buildings that do not contribute to enhancing the pedestrian experience.

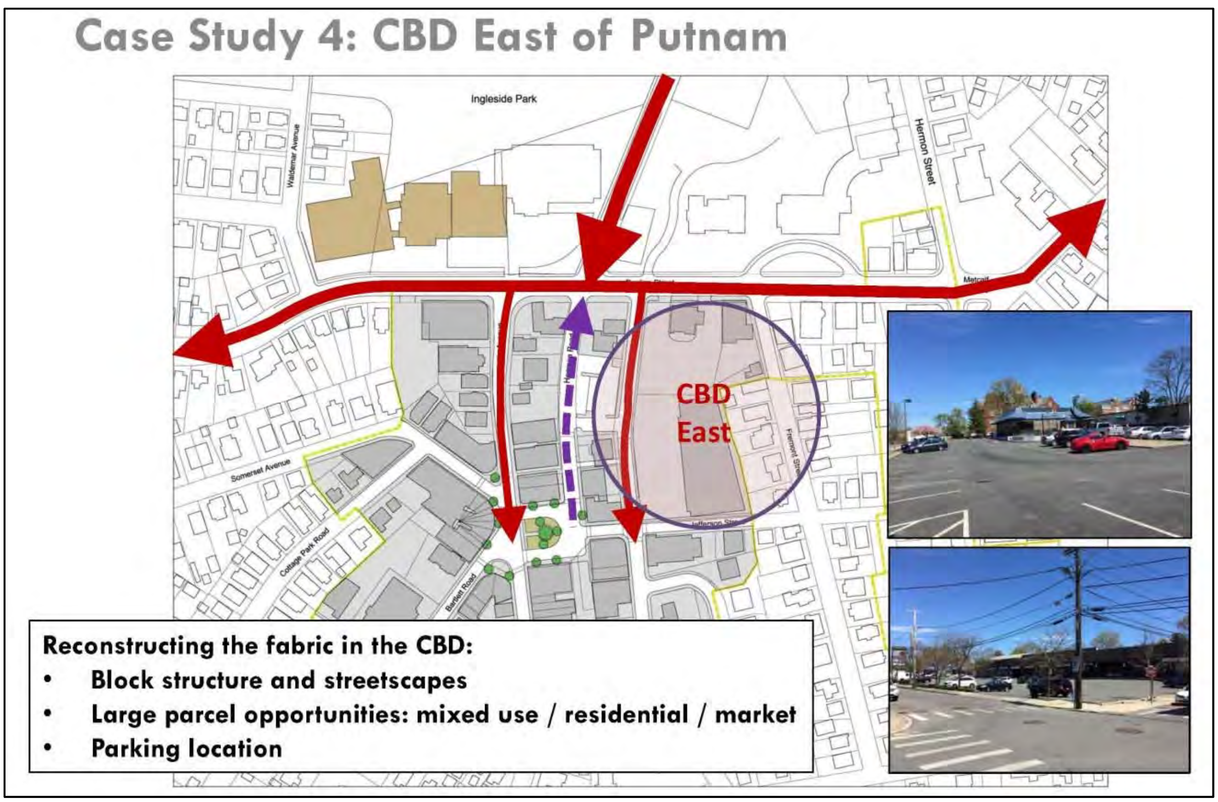


Figure 64. Large parcels east of Putnam Street

More recent approaches to zoning such as Form Based Codes [FBC] and hybrid-FBC codes pay much closer attention to defining block structure, which is of particular importance in town center contexts. While traditional regulations focus on maximum lot coverage and maximum building height to define developable area, more refined codes consider the hierarchical importance of various streets and mandate a minimum percentage of built frontage. Often maximum setbacks and minimum heights are just as important, if not more so, than the more traditionally defined minimum setbacks and maximum heights.

One concept that most traditional town center regulations agree upon is the benefit of placing surface parking behind buildings. The quality pedestrian streetscapes found in Concord, Massachusetts illustrate the effectiveness of this relationship clearly.

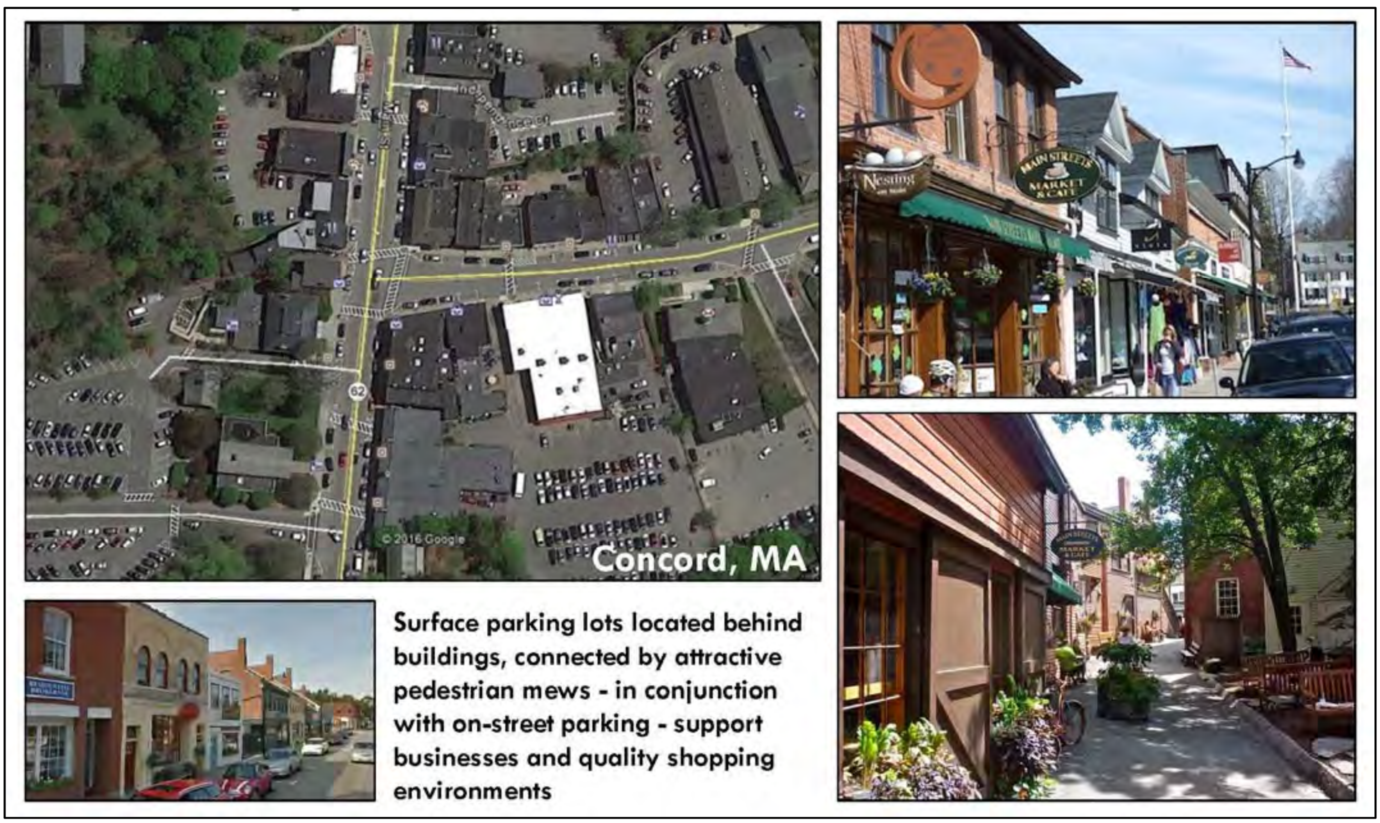


Figure 65. Elements of a pedestrian-friendly streetscape

While on-street parallel parking is still an important part of defining a safe pedestrian environment, larger surface parking lots located behind buildings allow for more continuity of retail storefronts. In Concord, as well as many other historic New England downtowns [i.e. Portsmouth, New Hampshire], pedestrian passageways provide yet another scale of public open space that, when articulated thoughtfully, contribute to an enjoyable and diverse experience. Shops that open onto alleyways or, at a minimum, have storefronts that turn the corner for a bay provide visual interest and make for a safer environment.

In addition to a well-defined block structure, having a high percentage of transparency for ground floor facades makes for an engaging streetscape. The frequency of entrances and the consistency of details such as lighting, paving, signage, awnings and urban furniture all contribute to a quality experience.

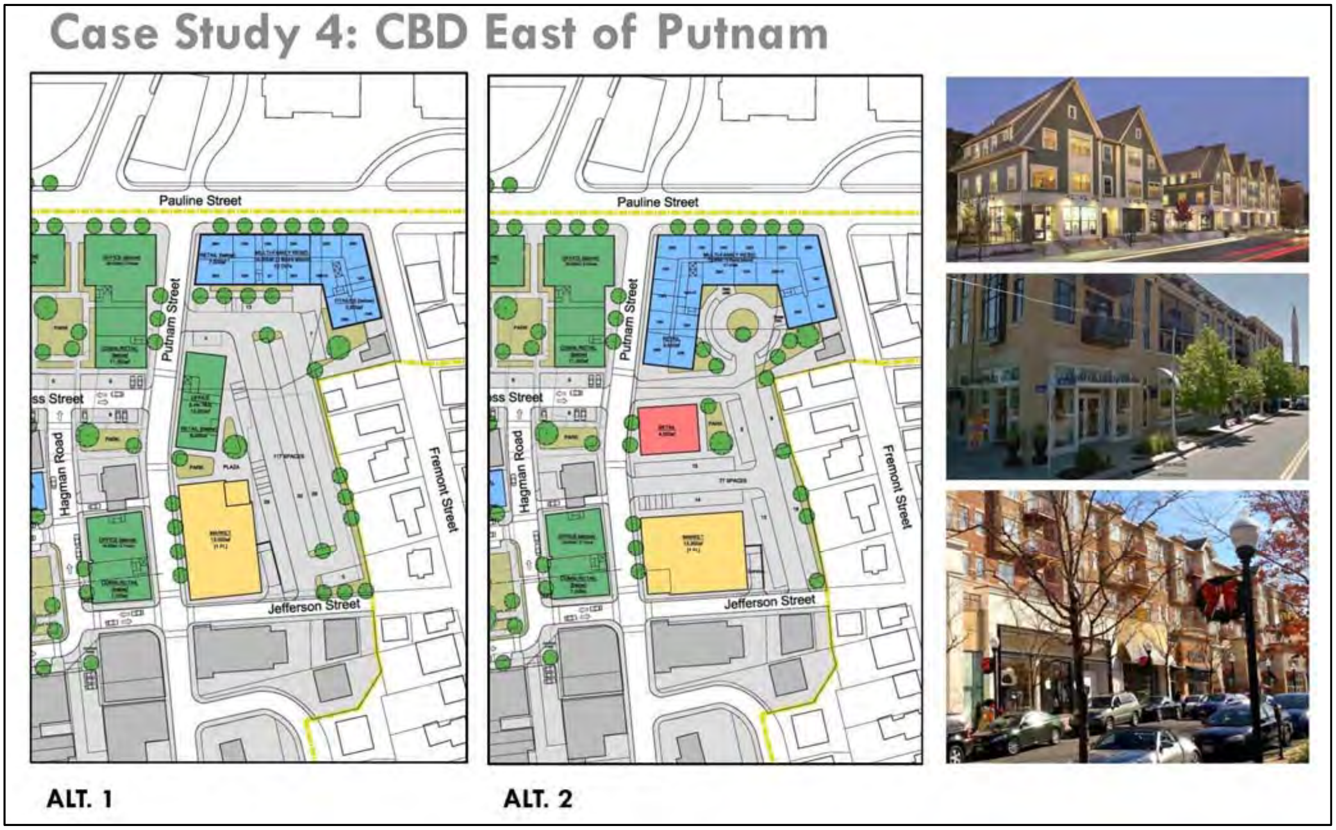


Figure 66. Mixed-use with residential over ground floor retail

Case Study #4 shows two alternative configurations for the redevelopment of the large parcels east of Putnam Street, each integrating a 13,000 sq. ft. market, multi-family residential and other uses, while adhering to the design principles outlined above.

Alternative 1: 55,000 sq. ft. residential [42 multifamily units]; 16,500 sq. ft. retail; 13,000 sq. ft. office; 13,000 sq. ft. market = 97,500 sq. ft. total development

Alternative 2: 72,000 sq. ft. residential [57 multifamily units]; 14,000 sq. ft. retail; 13,000 sq. ft. market = 99,000 sq. ft. total development

In both instances, shared parking is provided in mid-block surface lots. Additional residential spaces are provided in Alt. 2 at the lower level, taking advantage of the changing grade at the corner of Fremont and Pauline Streets.

Figure 67. Model view of potential development east of Putnam Street

Extrapolating the Vision

The four case studies presented above were selected because they represent a broad range of development approaches on key sites in the CBD. Certainly, the French Square and the Middle School site redevelopment studies involve properties that are currently under Town control and, as such can be seen as more easily implementable in the short term. Every concept put forth reinforces an underlying tenet of place-making that public realm improvements should be undertaken in conjunction with quality private development.

PROGRAM SUMMARY FOR CBD CASE STUDIES

Taken together, these four case studies represent a total of approximately 320,000 square feet of mixed-use development, including the potential for over 200 dwelling units

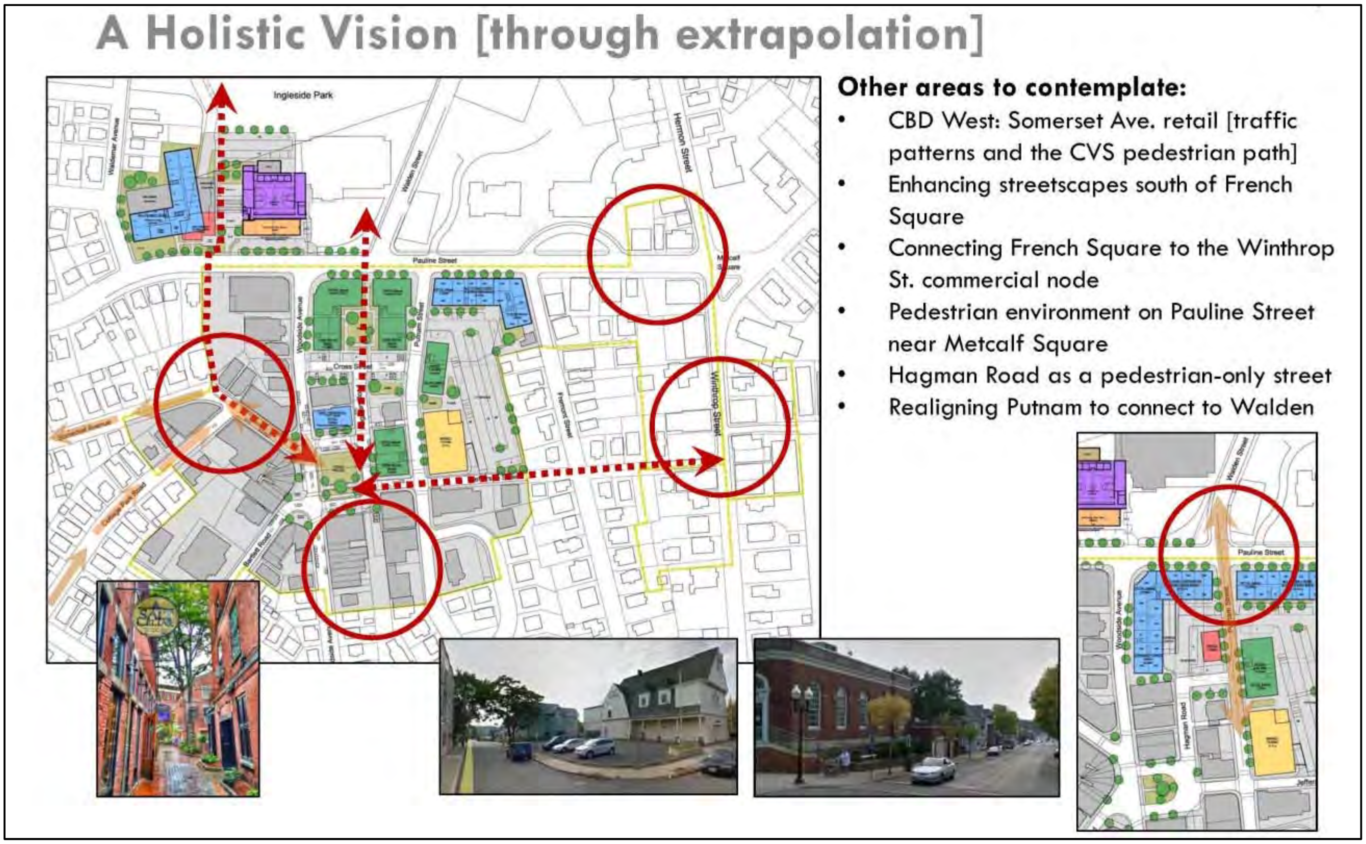


Figure 68. Other important nodes in the CBD

It is important to emphasize that the principles illustrated in the four case studies are intended to provide a framework for redevelopment throughout the CBD. There are no doubt many other areas in the center that could benefit from improvements to streetscapes and thoughtful private development.

As pieces of the vision for the CBD begin to take form, it is likely that future areas of focus will continue to evolve. For example, if the section of Hagman Road just south of Pauline Street is altered to accommodate a gateway development project [Case Study #3], this may stimulate interest in converting the balance of Hagman Road into a pedestrian-only street [either permanently or for special occasions]. Downtowns, such as Boulder, Colorado and Burlington, Vermont, have become destinations due to pedestrian-only outdoor shopping environments that offer attractive landscaping and ample space for outdoor dining, retail kiosks and entertainment.

Figure 69. Pedestrian-only environments in Boulder, CO and Burlington, VT

The Pauline Street corridor will continue to play an important role in connecting a revitalized French Square area to Winthrop's civic node at Metcalf Square. The south side of Pauline Street, as it extends to the east is an eclectic collection of buildings of various scales and uses, and the police station, currently on the corner of Pauline and Winthrop Streets, holds a very prominent location that would be a highly desirable site for future redevelopment.

Other areas that merit further study include the blocks south and west of French Square, where the incorporation of urban design principles noted above could broaden the core shopping and dining district and help to eliminate vacancies.

Figure 70. Retail vacancies on Somerset Avenue in Winthrop's CBD

Develop Funding Strategies

The prioritization of projects, and associated funding strategies, are outlined in Section 4.0 [Implementation Strategy]. For a list of relevant tools, ranging from District Improvement Financing [DIF] to the Commonwealth's MassWorks Infrastructure Program, see Appendix G.

SHAPING THE VISION: ZONING & DESIGN STANDARDS

The zoning and design standards adopted for the CBD in 2014 provide a solid foundation to guide development that is largely consistent with the Master Plan goals and vision outlined in this report. As the Town moves forward with the redevelopment of the former Middle School site, it is recommended that the CBD be expanded to encompass these parcels and, perhaps, the adjacent Larsen Skating Rink site. The parcel containing a surface parking lot on the northeast corner of Walden Street and Pauline Street [adjacent to the E.B. Newton Cultural Center] could be considered for inclusion as well.

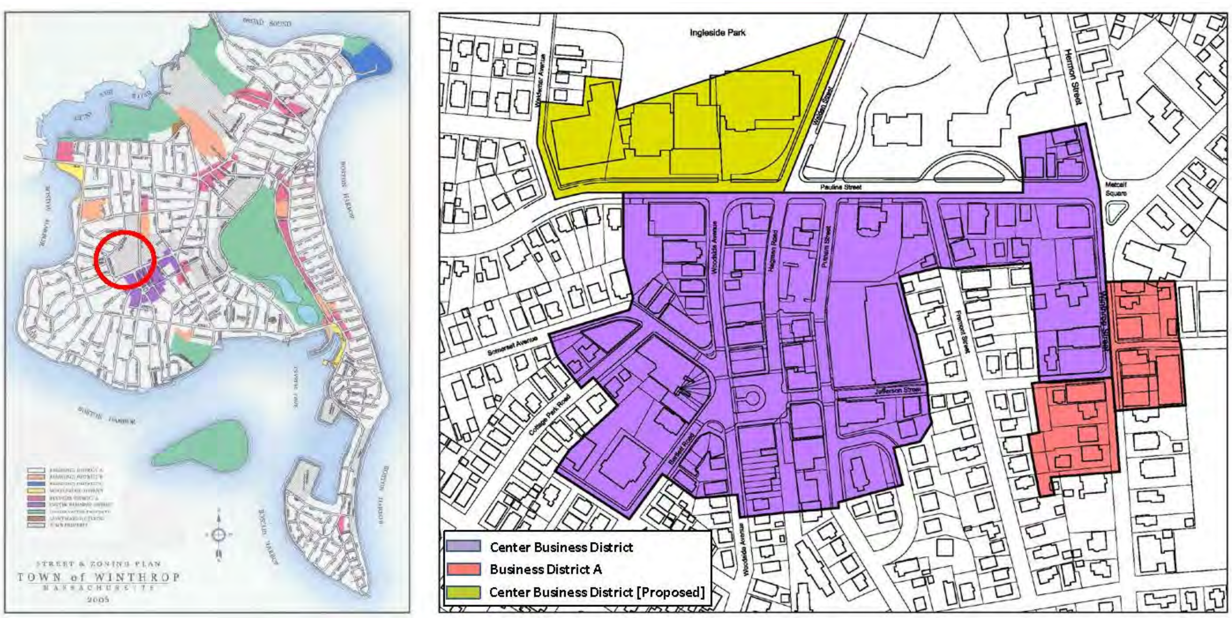


Figure 71. Proposed CBD expansion (in yellow)

The following adjustments to the CBD zoning regulations should be given consideration, as they could promote a higher quality of development:

- Maximum Number of Stories: Consider allowing greater height or number of stories [perhaps up to 60' or five stories] on larger parcels by special permit provided that projects adhere to design guidelines and are sensitive to abutting residential districts.

- Minimum Number of Stories: Consider adding a minimum building height or number of stories, perhaps 24 feet / 2 stories, especially in visually prominent locations in the CBD.

- Minimum Lot Coverage: Consider requiring a minimum lot coverage percentage; can be different for multi-family residential versus mixed-use and other permitted uses.

- Setbacks: Consider adding a maximum front yard setback in order to help define streetscapes.

- Street Frontage: Consider requiring a minimum building frontage that contributes to street wall definition, based on a percentage of the lot dimensions; Percentage could vary depending on the hierarchical classification of street as a primary, secondary or tertiary street.

- Façade Transparency: Consider adding minimum façade transparency requirements to upper floors; Ground floor transparency percentages could be increased above 40%, especially on hierarchically more important streets / open spaces.

- Parking Ratio Reductions: Allow projects subject to Major Site Plan and Design Review [greater than 10,000 sq. ft.] to have more flexibility with respect to required parking. In addition to shared parking, car-share and fee in lieu reductions, consider allowing parking off-site by signed agreement approved by the Town and percentage reduction based on number of public parking spaces within a certain distance of the property.

- Required Off-Street Parking: Consider utilizing a minimum to maximum range for required parking to allow for market-driven reductions while capping excessive allowable parking and surface lots [Note: should be contemplated in conjunction with improvements to public transit.]

- Bicycle Parking: Consider requiring projects subject to Major Site Plan and Design Review to provide on-site bicycle parking, based on a percentage of the number of vehicular parking spaces required.

- Parking Landscape Standards: Consider introducing landscape buffer requirements for parking areas visible from streets and adjacent to residential districts.

- Signage Standards. Consider allowing projects subject to Major Site Plan and Design Review [greater than 10,000 sq. ft.] to have a mechanism to obtain more flexibility with respect to sign criteria.

- Adaptive Reuse: In the interest of incentivizing the adaptive reuse of buildings with historical, architectural or cultural value to the Town, consider allowing greater flexibility with respect to dimensional criteria, parking requirements and design standards, in order to appropriately maintain the integrity of the building and/or site.

- Administrative Project Review: With further elaboration to design standards and the availability of appropriate staff, the Town might consider allowing for an administrative project review process for as-of-right projects of a certain scale [Note: this would be more of a Form Based Code approach where the discretionary process is front-loaded into the regulation, thus providing developers with more certainty as to the approvals process].

- Allowable Uses: Review restrictions on certain uses, such as light manufacturing, retail shops for goods manufactured on premises and laboratory uses, as some may be compatible with the CBD.

In addition to amending the underlying zoning for the former Middle School site, the Town may want to consider the merits of an overlay district, such as a Smart Growth Zoning Overlay District, also known as a Chapter 40R district. Chapter 40R targets higher residential densities and mandates a percentage of affordable units. While this mechanism allows for a more streamlined approvals process and immediate access to state funding to assist Town's with the development process, as well as help offset the cost of educating school-age children who move into the district, programs such as 40R should be carefully vetted to ensure that they support the full range of development alternatives that might present themselves. Smart Growth overlay districts are certainly appropriate in town center contexts where there is a concentration of mixed-use development and access to adequate public transportation.

Figure 72. View, looking south, of proposed mixed-use development in the CBD with the existing surface parking lot in the foreground

4.0

IMPLEMENTATION STRATEGY

4.0 IMPLEMENTATION STRATEGY

PROCESS AND OVERSIGHT

Winthrop's economic development efforts are currently managed through the Town Manager's office. The scale of development and breadth of action items proposed in the CBD Master Plan will require additional capacity. One of the Town's first steps should be selecting the leadership structure most appropriate for implementation.

In a memo titled "Organizing for Economic Development: Models and Options" [see Appendix E], the Massachusetts Department of Housing and Community Development [DHCD] notes there are several organizational structures from which communities can choose when undertaking and implementing their economic development goals. Moreover, DHCD notes that development involves a diverse range of activities that may require a diverse range of institutions: "A single economic development entity may not be able to carry out all of the activities required as part of a city, town, or region's economic development agency."

DHCD's "Matrix of Organization Characteristics" [see P. 83] highlights the tools and powers associated with five different organizational types: [1] Redevelopment Authorities; [2] Consolidated Community Development Departments; [3] Economic Development Industrial Corporations; [4] Development & Industrial Corporations; and [5] Private Non-Profit Development Organizations. DHCD's memo elaborates upon each of these organization structures, pointing to how each can be effective depending on a municipality's economic development goals.

Despite their differences, there are common themes that run across all organizational structures:

- A coordinated communication system between the public, private and quasi-public agencies is important in promoting the community's mutual economic development goals and concerns. All relevant boards, commissions, departments and agencies should be kept informed as implementation of the Winthrop CBD Master Plan moves forward.

- Each organizational structure requires some level of dedicated staffing. Staffing is generally dependent on the size of the municipality and availability of funding.

- Developing clearly articulated and achievable goals can prevent fragmented, ad hoc decision making.

- Establishing an organizational structure(s) early on allows a municipality to implement its economic development agenda in a transparent manner. If a community waits until an economic development opportunity or problem arises, it will find itself in a reactive rather and proactive posture.

MATRIX OF ORGANIZATIONAL CHARACTERISTICS

MATRIX OF ORGANIZATIONAL CHARACTERISTICS

ORGANIZATIONAL TYPE	MISSION	TOOLS	SPECIAL POWERS	BOARD COMPOSITION	STRUCTURE	GEOGRAPHIC SCOPE	LEGAL CITATIONS
REDEVELOPMENT AUTHORITIES	To plan & implement urban renewal activities	Planning, land assembly, infrastructure, promotion, marketing & financing.	Eminent Domain; exempt from Chapter 30B; convey land to private developer	Five members; four local & one state appointed. Local members are appointed in cities, elected in towns	Quasi-public	Municipality	Chapter 121B of Mass General Laws
CONSOLIDATED COMMUNITY DEVELOPMENT DEPARTMENTS	To carry out all duties of community & economic development (e.g., 121B, C, 41, 40D)	Planning, land assembly, regulation, financing, infrastructure, promotion & marketing, technical assistance	Pledge credit of municipality; Eminent Domain	Five members; four appointed by municipality & one by state	Public	Municipality	Chapter 43C, S.12, of Mass General Laws
ECONOMIC DEVELOPMENT INDUSTRIAL CORPOIRATIONS	To do industrial development in areas of high unemployment & physical deterioration	Land assembly, planning, financing, infrastructure, promotion & marketing, technical assistance	Eminent Domain; exempt from Chapter 30B; convey land to private developer	Seven members appointed by municipality; three represent public-at-large; others have business expertise	Quasi-public	Municipality or consolidated EDIC for more than one city or town	Chapter 121C of Mass General Laws
DEVELOPMENT & INDUSTRIAL CORPORATIONS	To promote & market industrial land	Promotion & marketing	None	Five to fifteen members appointed by mayor, selectboard or town manager	Quasi-public	Municipality	Chapter 40, S.8A of Mass General Laws
PRIVATE NON-PROFIT DEVELOPMENT ORGANIZATIONS	To improve general economic conditions &/or commercial & industrial sectors	Technical assistance, promotion & marketing, land assembly, financing	None	Elected by membership; usually private sector or neighborhood representatives	Private, Non-Profit	Flexible: neighborhood, municipal, county or regional	Not Applicable

Figure 73. Implementation Strategies Matrix

In addition to formalizing the oversight entity, the Town should think strategically about its methodology for obtaining adequate technical support through targeted staff hires and the engagement of outside consultants and agencies. Figure 74 is an example of an organizational chart that shows the various players and their potential roles in the implementation process:

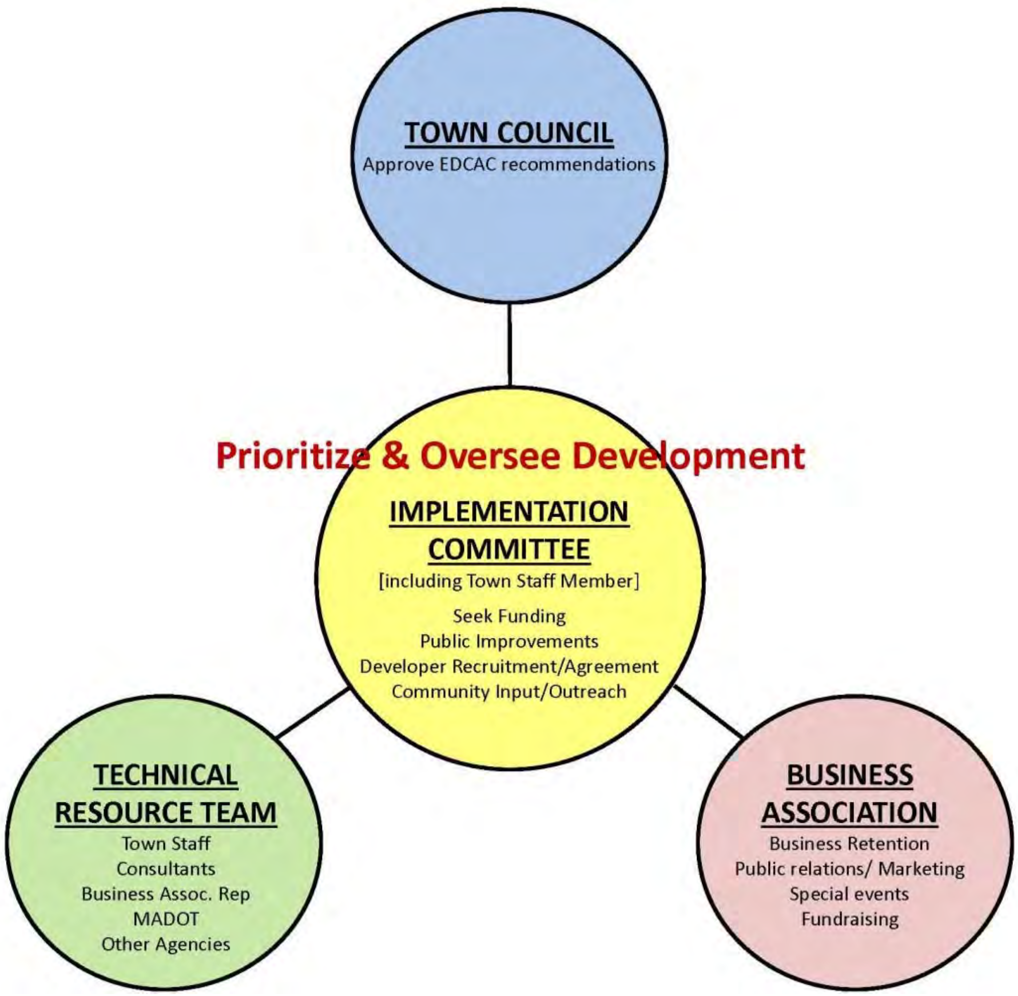


Figure 74. CBD Master Plan Implementation

The prioritization of projects will be critical, not only for creating a sense of excitement, but for ensuring that there is adequate infrastructure in place to support the amount of mixed-use and residential development recommended in this Master Plan. The Town's role in helping to make potential sites development-ready will be important to debate as well. Consideration of recommended zoning changes will be an important first step, especially for unlocking the potential of the Middle School site.

Public private partnerships will play a key role, especially in the successful execution of larger catalyzing development projects like the former Middle School site. When contemplating developer recruitment strategies, it will be essential to have the resources to formulate thoughtful Requests for Proposals that clearly represent the Town's expectations and goals for the parcel and the larger community. Having a transparent process established for the review of proposals and, ultimately, the crafting of development agreements, will go a long way towards creating the perception of being a development-friendly town.

Equally important to developer recruitment will be the establishment of public-private partnerships at the local level. Supporting local small business and property owners is paramount, whether to help them renovate their buildings, position their properties for consolidation and larger scale redevelopment or move their businesses to a new location in the community.

As Town leadership moves forward with the implementation of the Master Plan, there must be an ongoing dialogue with all stakeholders so that there are assurances that the decision-making process is responding effectively to market conditions and other factors.

In support of economic development efforts, the Town should also push forward with improvements to its underlying infrastructure. At the time of publication of this report, the Town is undertaking an analysis of necessary repairs and upgrades to water, sewer and storm drainage infrastructure. The Town is also engaged in discussions with the MBTA to renew its contract for bus services. While frequency and stop locations will be important variables to enhance, route structure holds the most significant potential for improving connectivity between the CBD, neighborhood commercial centers and Winthrop's transit nodes. One strategy that merits further study would be to transition to a "hub and spoke" approach, with all bus lines connecting to the CBD.

The anticipated increase in residential units and a more active commercial core also suggest that a study of traffic patterns in and around the CBD would be merited. A particular focus on the French Square area, including Hagman Road and Somerset Avenue, could not only improve the pedestrian environment but increase the visibility of various commercial properties. In conjunction with other enhancements to the public realm, these changes could completely redefine the CBD experience.

It is expected that the recommendations outlined in this Master Plan report will provide a road map for what could be a 15 to 20-year implementation period. How the phasing of improvements and development in the CBD transpires will certainly dictate the evolution of this plan which, like all such governing documents, should be revisited periodically.

IMPLEMENTATION ACTION ITEMS

The following charts outline a series of implementation action items, prioritizing them into short-, medium- and long-term categories:

IMPLEMENTATION ACTION ITEMS: ORGANIZATIONAL
Adopt CBD Master Plan and publically support its goals.
Establish an Implementation Oversight Committee to prioritize projects and identify appropriate funding sources.
Hire an experienced planning professional with economic development expertise.
Hire consultants to help further study how to best implement priority Master Plan recommendations.
Work with staff and consultants to implement CBD Master Plan recommendations [ongoing].
Work with EDCAC, Winthrop Chamber of Commerce and other stakeholders to prioritize and support mixed-use development, business expansion and recruitment, marketing, events and beautification efforts [ongoing].
Review CBD Master Plan for continued relevance in light of development trends, community goals and other unforeseen circumstances.
Review effectiveness of organizational structure for CBD Master Plan implementation and oversight.

Items shaded green = short-term strategies; yellow = medium-term strategies; blue = long-term strategies

IMPLEMENTATION ACTION ITEMS: REGULATORY ENVIRONMENT
Review zoning alternatives for the former Middle School site, including a new underlying district and potential overlays [i.e., 40R], etc.
Adopt new zoning for the former Middle School site to facilitate the development of a catalyzing, mixed-use project with a significant residential component.
Review and amend existing CBD zoning to ensure consistency with Master Plan, including dimensional criteria and approval processes.
Review and amend existing design standards for the CBD [block structure, architecture, etc.].
Periodically review and amend existing zoning as needed to ensure consistency with CBD Master Plan goals. Review zoning in areas immediately proximate to the CBD.
Review and amend existing design standards as needed to ensure continued consistency with CBD Master Plan.

Items shaded green = short-term strategies; yellow = medium-term strategies; blue = long-term strategies

IMPLEMENTATION ACTION ITEMS: URBAN DESIGN / PUBLIC REALM
Implement a Complete Streets policy.
Finalize strategy for phased improvements to the public realm in the French Square area.
Execute first phases of public realm revitalization in French Square [e.g. increasing usable public space].
Execute priority enhancements to pedestrian environments in the CBD [sidewalks, crosswalks, parking, etc.].
Conduct a parking study to ensure adequate management of parking.
Implement "Walk Boston" recommendations [walkability and cycling connectivity].
Implement a façade and/or storefront improvement program.
Improve overall signage, wayfinding and branding of the CBD [ongoing].
Continue to evaluate the overall quality of the public realm as a larger connected vision. Work to enhance the relationship of the CBD to neighborhood centers and other key assets.
Continue to evaluate the adequacy and management of parking within the CBD for ongoing and future development.

Items shaded green = short-term strategies; yellow = medium-term strategies; blue = long-term strategies

IMPLEMENTATION ACTION ITEMS: INFRASTRUCTURE
Complete study of downtown water, sewer, and stormwater drainage system.
Continue expansion of multi-modal access to Winthrop Center, with an immediate priority on enhancing bus service between the CBD and other key nodes.
Prepare a traffic study for the CBD to evaluate existing conditions and the impacts of future development at the scale proposed in this Master Plan.
Execute priority improvements to downtown water, sewer and stormwater drainage systems to support ongoing and future development within the CBD.
Continue to expand multi-modal access to Winthrop Center, including bus service and bike-share systems to serve targeted development areas. Work to ensure ferry service is efficient and affordable. Make public realm improvements that enhance pedestrian accessibility [ongoing].
Enhance vehicular traffic patterns in a way that supports ongoing development and pedestrian accessibility goals. Refine traffic studies for anticipated future development in the CBD.
Complete upgrades to downtown water, sewer and stormwater drainage systems.
Explore creation of large, multi-modal transportation hub within Winthrop CBD.
Continue to evaluate traffic conditions and, if needed, make further enhancements to road network in a way that supports additional economic growth and residential density.

Items shaded green = short-term strategies; yellow = medium-term strategies; blue = long-term strategies

IMPLEMENTATION ACTION ITEMS: ECONOMIC DEVELOPMENT
Clarify the community's goals for redevelopment on the former Middle School site.
Clarify the Town's role in making the former Middle School a development-ready site.
Formalize a strategy for disposition and redevelopment of parcels on the former Middle School site [e.g. Invitation to Bid or Request for Proposals].
Communicate economic development goals to local businesses and residents; actively support the growth of local businesses within the framework of Master Plan recommendations.
Implement district management strategy. Examples include formation of a Business Improvement District [BID], creation of a Main Streets organization, or enhancing efforts of Winthrop Chamber of Commerce.
Encourage local land owners to consolidate parcels in order to attract greater redevelopment opportunities.
Acquire underutilized parcels for future redevelopment and/or to accommodate open space, public amenities.
Support local businesses, including assisting with mutually-beneficial relocation of businesses considered to be inconsistent with the CBD Master Plan vision. Ensure local businesses can remain elsewhere in Winthrop.
Implement a comprehensive marketing strategy to disseminate Winthrop's economic development vision.
Continue working with local property owners to encourage parcel consolidation and large-scale redevelopment.
Continue to acquire underutilized parcels, as appropriate, to facilitate additional economic growth and residential density. Parcels may also be acquired to enhance open space or public amenities.
Refine and deploy comprehensive marketing strategy to attract residents, businesses and developers to Winthrop.

Items shaded green = short-term strategies; yellow = medium-term strategies; blue = long-term strategies

APPENDIX

APPENDIX

A MAPC - Visioning Process
Parking & Connectivity Analysis

B Form + Place – 2015 CBD Feasibility Study

C Winthrop Middle School – Opinion of Value Reports

D Winthrop Middle School – Code Analysis Report

E DHCD - Organizing for Economic Development
Models and Options

F Collin’s Center – Economic Trends Report

G Funding Strategies

APPENDIX A

MAPC – VISIONING PROCESS /

PARKING & CONNECTIVITY ANALYSIS

APPENDIX

Winthrop Centre: Visioning Process and Parking and Connectivity Analysis

Funding provided by
District Local Technical Assistance (DLTA)

February 17, 2017

Prepared for
Town of Winthrop
1 Metcalf Square
Winthrop, MA 02152

www.town.winthrop.ma.us

James M. McKenna, Town Manager

Prepared by
Metropolitan Area Planning Council
60 Temple Place, 6th Floor
Boston, Massachusetts 02111
www.mapc.org

INTRODUCTION

The Winthrop Centre Business District (CBD) project is a joint planning effort with the Town of Winthrop, MassDevelopment, Form + Place, and the Metropolitan Area Planning Council (MAPC). Using District Local Technical Assistance (DLTA) state grant funding, MAPC led a visioning process for the Centre Business District area and former Middle School site that formed the basis for the Centre Business District Master Plan created by Form + Place. MAPC also examined existing parking conditions, and provided an analysis and recommendations for parking and connectivity in the CBD.

This report has two sections corresponding to the two tasks outlined above: a description of the community meeting process designed to develop the overall vision, and the technical memorandum for the parking and connectivity analysis.

This report was prepared by Josh Fiala, AICP AIA LEED AP, MAPC Senior Planner and Cynthia Wall, MAPC Principal Planner.

The consensus vision statement for Winthrop Centre is:

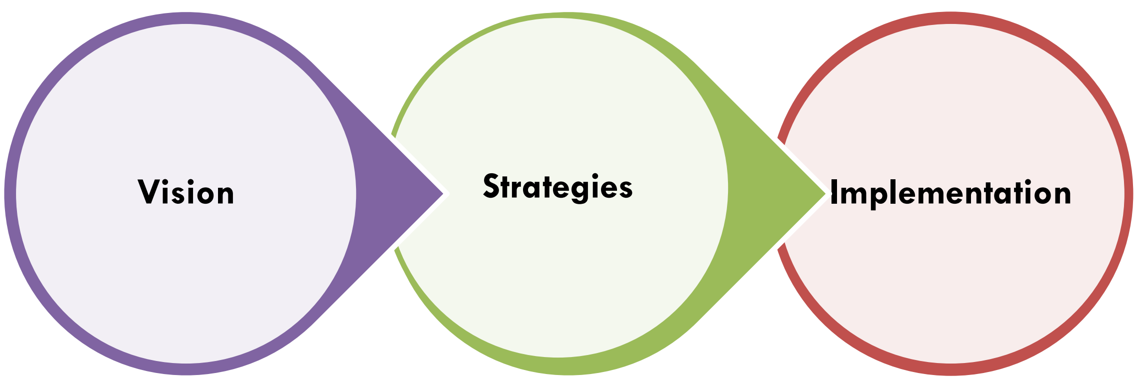
> "***Winthrop Centre is an attractive and quaint New England seaside town center with unique and active local businesses, engaging attractions for community youth, vibrant activities and convenient access in a walkable area.***"

COMMUNITY VISIONING PROCESS

The Master Plan is the result of a community-based process that solicited input and feedback from Winthrop residents, businesses and stakeholders through several community meetings. The Metropolitan Area Planning Council designed this series of meetings and activities to work with the residents and business owners to develop a consensus vision for the town's Centre Business District. One of the key questions asked in order to obtain input for the vision was: "Fast forward 20 years, what would you like to see?"

This future vision guided the development of other aspects of the planning process, such as strategies for action and implementation steps, and served as a foundation element for the Master Plan. This general process is depicted in the diagram below.

The process was also designed to solicit information on a vision for the former Middle School site. While not geographically part of the Centre Business District (CBD), the Middle School represents a key opportunity to enhance the CBD, and provide connectivity between the site and the CBD. Re-development of this site could also provide an incentive to upgrade other gateway areas to the CBD.



Meeting Summaries

Community meetings were held on May 26, June 28, and November 10, 2016. Each meeting had a different focus and set of community engagement activities. Each meeting built on the responses from earlier community and/or Economic Development Community Advisory Committee (EDCAC) input. The EDCAC was formed by the town to advise this process and the redevelopment of the Middle School site.

May 26, 2016: *Solicit the Vision*	Community Meeting #1

The goal of the meeting was to create a draft vision for the Centre Business District and former Middle School site. The meeting included an Open House, Presentations on the CBD and the Middle School, Q&A and Voting on Priorities. Approximately 35-45 people attended.

The Open House consisted of easels with maps and other project information set up around the meeting room, with project partners stationed at the easels to answer questions as attendees arrived for the meeting.

The Presentation portion included demographic and economic development information in a PowerPoint format. After each presentation, there was a facilitated question and answer period with comments written on large sheets of paper that were subsequently hung up around the room. Attendees used voting dots to prioritize those suggestions and comments. Several themes were identified during the exercise, and these themes help to organize the comments listed below:

Retain the Winthrop "feel" of a small coastal community by encouraging the following:

- **Improve the Appearance:** beautification, upkeep, cleanliness; streetscape, amenities, façade and storefront improvements; business incentive programs, funds and assistance for renovation and investment
    - Invest in properties and redevelopment of some properties
- **Strengthen Patronage:** residential uses for 24/7 activity; market-rate housing to increase critical mass of residents; artist collaborative, coops or live-work space; add residential density through addition of more mixed-use with residential above retail ground floor

- **Add Uses to Support Community Youth:** Youth center, recreation center, swimming, fitness and activity center

- **Expand Uses to Activate the Centre**: small grocery store/supermarket; innovation center; outdoor dining (French Square); clothing stores, local and neighborhood services (gift shop, bakery, tailor, butcher, cobbler), live music venues

- **Reinforce the Access and Amenities:** improve transportation and connectivity to the Centre from all parts of the community; add more open space in the Centre and connect to broader network of paths in Town

Reuse the Middle School to strengthen the Centre as a community anchor:

- **Strengthen Community Amenities and Activities**: youth center for community activities; amenities such as rock climbing, indoor pool, gymnastics programs, community theater, artist, musician and poet spaces for performance, studio, gallery, and exhibit uses; and off-site or satellite university classrooms

Leverage Property Strategically:

- **Keep the Middle School property in Town ownership,** but use it strategically; consider demolition of all buildings; re-build with more community amenities; create maker or incubator space for start-up businesses; reinforce with artist live/work space and other types of housing; use the property to attract large companies; or attract business/commercial development opportunities that may not exist with spaces today

The **vision statement** drafted by MAPC based on the input from this community meeting was:

> ***"Winthrop Centre is an attractive and quaint New England seaside town center with unique and active local businesses, engaging attractions for community youth, vibrant activities and convenient access in a walkable area."***

June 28, 2016: ***Strategies to Unlock the Vision***	**Community Meeting #2**

The second meeting was designed to present additional information on the CBD and the Middle School, and to have a facilitated discussion and comment period about the Centre Business District and the Middle School based on the concepts presented at the meeting. MAPC gave the CBD presentation that included a summary of the first community meeting with the dozens of issues identified by attendees organized into five community priority focus areas. MAPC also presented strategies for the community to evaluate in order to address each element. Similarly, Form + Place presented details on their Middle School analysis. Approximately 45-55 people attended.

The following **Table of Draft Implementation Strategies** is organized by the five community focus areas that MAPC used to categorize the public comments from the May meeting.

Implementation Strategy	**Short Term**	**Long Term**
Improve Appearance	Façade improvement program Adopt a sidewalk/planter program Enforce existing bylaws (Signage) Provide more consistent maintenance of sidewalks and trash removal	Redevelopment strategy/incentives Streetscape/public realm investments
Increase Patrons	Enhance signage to Centre Increase events/promotions	Add to residential units near district Encourage mixed-use redevelopment
Support Community Youth	Increase youth-oriented events/activities Enhance safety and walkability	Youth center/recreation center Youth programs
Activate the Centre	Calendar of events/festivals/activity Enhance public spaces and sidewalks with more seating/amenities/art	Recruit more restaurants/shops Expand public realm/sidewalks at center of French Square Connect local arts with programming in the Centre
Enhance Access and Convenience	Encourage open and shared parking across all lots in the CBD Explore district-wide parking management Reevaluate parking duration and signage	Manage parking district-wide Increase parking efficiency and use Remove parking no longer needed Give clear signage to parking locations

The notes below are a record of the participants' comments at the Community Meeting in reaction to the Winthrop Centre materials presented. Discussion occurred in an open forum setting with comments or questions taken from the audience.

Community Meeting #2 CBD Comments

- A community member suggested looking at the traffic patterns and circulation issues with existing street network
- A community member commented on the importance of details of streetscape improvements; and paving vs. "stamping" in terms of durable pavement treatments
- A community member commented on the gateway properties into the CBD and suggested relocating the auto body shops to keep these local businesses in Town, just not in their current location – "the right business in the wrong location"
- A community member commented on the potential for street-front dining and increased sidewalk widths – suggesting a need to examine legal/licensing requirements to allow for alcohol consumption outdoors (considering public vs. private property, hours of operation, etc.)
- A community member commented on the impact of a catalyzing project that can help unlock investment in other parcels
- A community member commented on the types of businesses needed for a 24/7 atmosphere to help market Winthrop to the outside community, bolster residential population, and incentivize business support services
- A community member commented that success would be changes to bylaws to increase activity and business use in evening in Winthrop Centre
- A community member commented on the demographic shift occurring and preferences of millennials
- A community member commented on the importance of alternative transportation – not just more cars
- A community member commented on parking issues in the winter – all cars must be off the street and they park in Town lots; parking in winter creates different demands/needs and circulation challenges for Winthrop Centre
- A community member suggested that the Belle Island Marsh is a great example of a success and a destination in the Town
- A community member commented on the importance of attracting and bringing business and development to Winthrop Centre
- A community member suggested that efforts must leverage the beaches, ferry and seaside community – those are the competitive advantages of Winthrop
- A community member commented that more population and children are associated with more cars and more services required
- A community member commented that Winthrop includes other business centers in Town
- A community member commented on the potential for revenue that could be recaptured from additional uses
- A community member commented on the need for more restaurants, a small grocer, or other similar uses in Winthrop Centre

- A community member suggested marketing what the Town and community already have – local businesses and events
- A community member commented that Winthrop doesn't want "Big Box" issues (zoning)
- A community member commented on the need for active streetscape (impact of banks?)
- A community member commented on what is the difference from 25 years ago, not just beautification, economic development focus!

Middle School Presentation by Form + Place (F+P)
The Middle School presentation began with a summary of the public comments from the May 26 meeting. Participants identified issues and potential uses they would like to include as part of the reuse of the Middle School. The topics mentioned most often were:

1. Youth Center/Community Center
2. Pool – indoor pool/community pool
3. Consider demolition of all buildings – for better design/function
4. Maker space, incubator for companies to grow into
5. Space for arts – musicians, poets, creative economy
6. Gymnastics program – climbing wall, weight room
7. Artist live/work space or co-op
8. Business/commercial development and money
9. Climbing wall
10. Housing of some form
11. Don't just develop housing
12. Bring people in with better transportation – town shuttle

The challenge for the Middle School is to find the "sweet spot" where the interests of the Community/Town, the constraints of the property, and the market realities converge to enable reuse/redevelopment. The Venn diagram below shows these overlapping sets of concerns that are part of the considerations of reuse of the property.

F+P described the process and analyses, outlined below, they used to arrive at recommendations for the "sweet spot" for re-using the Middle School. This process and analysis is recorded in detail in the body of the Master Plan document.

- **Market Analyst Feedback**
    - Commercial, residential and other uses
    - Distilling community input
    - Market-based uses & community-based amenities
- **Summary of Due Diligence Findings**
    - Challenges for reuse of existing buildings
    - Triggering code compliance / Accessibility issues
- **Diagramming the Repositioning of the Middle School Site**
    - Relationship to the CBD and the Park
    - 3 Conceptual design approaches

The presentation at the second community meeting included pictures of the existing and potential conceptual massing of development on the site and reuse of the property. Also diagrammed were potential connections between the Middle School and the CBD.

The notes below are a record of the comments made by the community members present at the Community Meeting in reaction to the Middle School materials presented. Discussion occurred in an open forum setting with comments or questions taken from the audience.

Community Meeting #2 Middle School Comments

- Several community members commented on the need and support for a youth center – community members highlighted the importance of a youth center by facts and recent trends including: more single-parent families and homes; youth need to engage with positive activity; obesity remains a public health issue for youth; affordable after school programs are not available; and a recent survey showed 90% of kids under age 13 have consumed alcohol
- A community member commented on the need for an "adult" center – incorporating uses for all – although a youth center is needed, expand the notion of a youth center to serve many needs and groups
- A community member commented on how a youth Center could bring all social service departments together for youth programming
- A community member commented that the Winthrop Playmakers are without a home for performances – they would like to use Memorial Hall (through agreement) – it is an opportunity for a community performance venue
- A community member commented that a recent community meeting for the potential reuse of a property on Pleasant Street showed that new housing has not been possible, due to community opposition
- A community member commented on support for a mixed-use, public-private partnership that includes a youth center
- A community member commented on the need to include as much as possible in the community supported plan

- A community member commented that the existing Ice Rink is ugly and that it should be a part of redevelopment
- A community member commented on the need gym space and auditorium – uses that may also attract people to CBD, and could be combined with development at the Middle School building
- A community member commented that the Winthrop Playmakers is a great youth activity – creation of theater kids is a positive
- A community member commented that visitors may be as valuable as residents in terms of patrons of shops/restaurants/CBD and they go home at night (to somewhere other than Winthrop)
- A community member commented that the Winthrop Gymnastics Academy could make use of the gym, pay rent, 600 students, and events (like birthday parties) have brought over 70,000 children into the CBD. The Academy wants to say in Winthrop, but doesn't have many other options
- A community member commented on storefronts in Winthrop Centre – why create new storefronts and retail at the Middle School site when CBD can't fill the space it currently has?
- A community member commented on redevelopment in Winthrop Centre - can't get some existing parcels redeveloped – do those first, then the Middle School, why would the Middle School be any different?
- A community member commented on the need for municipal services at the Middle School building/site
- A community member commented on the need for commercial uses and jobs, tax revenue, attract the users to the Town
- A community member commented on the desire to be more business-friendly for foot-traffic
- A community member commented on schools - What does Winthrop do in another 20 years when it needs another school in the community?
- A community member suggested keeping the auditorium and gym for the community
- A community member suggested combining many of the desired uses together, balancing benefits and economic drivers
- A community member suggested focusing on the vision – long term center of the future, need more people in Town
- A community member commented that Winthrop Center needs high density
- A community member commented on impacts of development - what will the impact be? Traffic? Parking? A traffic study is important
- The comment was made that a Town Transportation Advisory Committee is seeking members now, be in touch with Joe D. if interested
- A community member commented on how to coordinate this study with Town's Strategic Plan – how does it affect town resources?
- A community member commented on the additional property taxes that come along with additional residents

- A community member commented that an abutter of the school property is very concerned about the impact of any of these proposed scenarios on the neighborhood
- A community member commented that 120 units in the area of the Middle School – is way out of line
- A community member commented on the need for a “flagship” building to attract new residents to Winthrop and attract other development investments
- A community member commented on parking issues and transportation alternatives – add new bus service in front of new development – look at bus routing, make sure stops are convenient to downtown and meet the ferry. Scheduling should be more frequent than 1 every 20 minutes in morning rush hour
- A community member commented that the EDCAC should be encouraged to have the Middle School fill as many needs as possible – multi-use gym, auditorium, youth center
- A community member commented that many people don’t own cars now, as they once did in the past
- A community member commented that parking is a real issue on the site, flooding in the back lot, front lot is vital to the success of the ice rink
- A community member commented on visitors - how do we get more people in Winthrop, who don’t live in Winthrop?
- A community member commented that no one has taken advantage of new zoning. Why?
- A community member commented on a historic district – preservation is there, 160 properties in the district. Proposed scale of scenarios is out of alignment with that context
- A community member commented that Winthrop Centre is losing students and teachers because of the relocated schools, and that reduces activity in the Center
- A community member commented on the need for revenue to invest in buildings

November 10, 2016: *Presenting the Plan* — Community Meeting #3

The purpose of the November 10 meeting was to present the results of the analyses and the resulting draft plan and recommendations for the Centre Business District and Middle School. Approximately 30-40 people attended the meeting.

After the presentation, attendees were invited to participate in Table discussion group sessions on the CBD Master Plan, Middle School Project, Parking and Connectivity and Implementation Strategies. At the Tables, project partners answered questions and recorded comments and questions from Winthrop residents and business owners.

The notes below are a record of the comments made by the community members present at the Community Meeting in reaction to the draft Master Plan materials presented. Discussion occurred at the table organized around specific topics; the notes below reflect this organization.

Community Meeting #3 Comments

Table #1 Master Plan Feedback

- Walkability, a major part of the Master Plan recommendations, is highly important for Winthrop Centre according to a community member

- Enlarging French Square, one of the future options presented as part of the Master Plan was noted as important by a community member
- Enhanced transportation options, beyond driving, was noted as important by a community member
- The provision of parking as part of future redevelopment projects on site in Winthrop Centre was noted as important by a community member, as opposed to supporting future development only with excess on-street parking
- A community member highlighted the need for bike parking in the CBD
- A community member commented that infrastructure fixes in the CBD must come first, before any other improvements

Table #2 Middle School Feedback

- A community member commented that the logistics of repurposing the Middle School are critically important
- A community member commented that rental units are bad
- A community member commented that there should be a limited number of owner condos – the lowest number possible
- Infrastructure worries for the Middle School and CBD were highlighted by a community member
- A community member commented that the number of bedrooms should be limited because of concerns about capacity of Winthrop schools
- A community member commented that the work from home market is massive
- A community member commented that mixing uses is very desirable, particularly recreational uses, such as a pool, there is no YMCA in town
- Several community members commented that the community doesn't need an auditorium
- A community member highlighted the turnover of single family homes occurring in Town and the potential need for a new school in Winthrop

Table #3 Parking and Connectivity Feedback

- Several community members suggested removing south Winthrop Street (funeral home lots) from the parking supply that is counted in the parking study, suggesting they are not relevant and give the impression that a certain number of open spaces is trying to be reached (note this change has been made in the following Parking Study)
- A community member commented that hockey events use most of the lots around Larson Arena – need better connections to lots nearby – lot behind Middle School, lots across Walden Street
- A community member commented that during Hockey season – 4pm every weekday night-lots are used and Sunday mornings
- Several community members commented that the Municipal lot at the corner of Pauline and Walden is not used, even for hockey, or by teachers because no one knows what it is for – they suggested adding signs "you can park here"

- A community member commented that better signage is needed about where more parking is located
- A community member commented that there is too much variation in parking regulations – and no enforcement of current regulations
- A community member commented on the seasonal nature of activity in Winthrop and that different seasons need to be observed in regard to parking demand – different conditions throughout the year
- A community member commented that the draft parking study gives the impression that a certain number of vacant spaces was sought to validate conclusions – the community member believes there is not always a surplus of parking
- A community member commented that people still go to the bank – the community likes the banks and uses them, they are the reason to come downtown
- A community member commented that some residents walk to the CBD from surrounding neighborhoods, but that more should
- A community member commented that drainage and stormwater Infrastructure design at intersection of Putnam and Jefferson has already been designed and constructed to allow traffic calming (raising of intersection, speed table, or raised crosswalks) in the future
- Several community members communicated an Interest in doing additional parking counts during the most busy times/seasons (note that instructions to perform additional parking counts are included at the end of the Parking Study)

Table #4 Implementation Feedback

- A community member commented that the zoning for the Middle School needs to be changed and that the Middle School implementation is more difficult than that for other CBD properties
- A community member commented that minor adjustments to the recent CBD zoning should be revisited including evaluating building frontage and sidewalk characteristics
- A community member suggested considering the use of a 40R zoning district overlay. The district meets the criteria and should be discussed for applicability of this zoning tool – including where it should be applied? Middle School site, whole area? CBD and other?
- A community member commented that implementation should be low cost and Town-managed
- A community member suggested - let's post these comments on the web to share!
- A community member highlighted the importance of defining work streams; also by identifying the more "knowns", the better for implementation
- A community member commented the Middle School zoning should be put in place first
- A community member commented that the Master Plan reflects a lot of work for the Town to do – but that the Town has some time now to do it
- A community member suggested that infrastructure issues are starting to be addressed
- A community member commented that sidewalk, storefront and street characteristics – if eliminating parking – consider all of these factors comprehensively
- A community member commented that implementation should encourage development based on the Master Plan, starting with the Middle School first

- A community member commented that implementation should follow these steps –
  - Phase 1 – Step 1 – French Square Expansion – get rid of 2 parking spaces bordering it (not by the Café) – Step 2 Middle School – Adopt final plan for what town should work toward.
  - Phase 2 – Only properties re-developed – all other phases as opportunities arise
- A community member commented on the need to think about programming the downtown spaces – French Square and other open space areas and also identified the need for a larger space in French Square
- A community member suggested thinking about keeping French Square fence-or not
- A community member commented on French Square as an important Town gathering space
- A community member suggested enforcing existing policies – parking times and enforcing, trash pick-up, signage please follow the rules that already exist

CONCLUSIONS

A vibrant Winthrop Centre is critical to the entire Town's economic health. As revealed during the visioning process and resulting visioning statement, this conclusion is widely shared by Winthrop residents and business owners. The community also seems to share ambitions for the CBD that are reflected in the Master Plan and that include enhanced walkability, additional residential uses, and a more active and vibrant concentration of storefronts.

The word cloud below was developed after asking participants what they would want in a future Winthrop Centre. Each attendee wrote their responses on a handout. The more frequently a word or phrase was mentioned, the larger the word is depicted in the diagram. Community desires for Winthrop Centre include:

In addition to the items depicted in the word cloud above, the potential and importance of the Middle School to enhance the Winthrop CBD is recognized by members of the community. The exact uses, scale, and characteristics of the reuse of the Middle School are less commonly shared. The Master Plan and Vision are an effort to analyze the potential advantages or disadvantages to reuse of the property. Whatever details of reuse are pursued, it appears that the community can find shared enthusiasm for an approach that leverages the Town-owned asset to bring new attention and investment to the Winthrop CBD.

MAPC participated with the Town, MassDevelopment, and Form+Place architects to lead an iterative process that used data, analysis, and design to enable Winthrop residents and business owners to develop a plan to improve the Centre Business District and re-use the Middle School. Additionally, MAPC provided details on connectivity and the parking supply in the CBD, that analysis follows this meeting and process synopsis.

PARKING AND CONNECTIVITY ANALYSIS

TABLE OF CONTENTS

Executive Summary 2

Introduction 3

Study Area 4

Existing Parking Analysis 7

Parking Capacity and Regulations 7

On-Street Parking Occupancy 10

Parking Lot Observations 17

Parking Observations and Recommendations 18

Summary and Next Steps 23

Executive Summary

The Metropolitan Area Planning Council (MAPC) collaborated with the Town of Winthrop to complete a parking and connectivity study for Winthrop Centre. The parking study was a part of a larger effort to create a Master Plan for the Winthrop Centre Business District and to define reuse scenarios for the Winthrop Middle School property in Winthrop Centre. Project partners included the Town of Winthrop, MassDevelopment, Form + Place and MAPC. The purpose of this parking and connectivity study is to determine how existing Winthrop Centre parking spaces are being utilized and how future utilization could be improved in terms of efficiency and convenience. At the request of the Town, the Metropolitan Area Planning Council (MAPC) conducted a small-scale parking study in Winthrop Centre with the intent of analyzing existing parking capacity, occupancy, and utilization data, creating an inventory of existing on- and off-street parking, providing recommendations for maximizing efficiency through improvements and new or updated parking policies, and identifying the impact of parking on future district revitalization.

Study area observations were completed in June, July, and November of 2016. Overall, the parking analysis showed there is sufficient on-street and off-street parking in Winthrop Centre. Although on-street areas within the heart of the district around French Square experience a high level of parking demand, there are generally parking spaces available within a short walk of many desired destinations and many nearby surface parking lots remain substantially underutilized. The highest demand for parking shifts from areas near Metcalf Square, Town Hall, during the day to areas near French Square in the evening.

MAPC's field observations revealed:

- Average occupancy observed for on-street parking spaces was 48%
- Average occupancy observed for municipal parking lots was 34%
- Overall occupancy observed for public parking spaces was 46%
- Average occupancy observed for private parking lots was 49%
- Winthrop Centre occupancy levels are well below the target parking occupancy level of 85%[1].

MAPC has outlined several recommendations that can improve parking availability and utilization in Winthrop Centre. Small changes to existing parking policies, as well as physical improvements to parking and the pedestrian environment, that will help foster economic growth while not overwhelming the center with additional surface parking lots. These changes will also help the existing businesses in Winthrop Centre and the residents, employees and patrons who frequent this area.

MAPC's Recommendations include:

- Improve pedestrian environment and safety by physically expanding curb areas for purposes of increasing pedestrian visibility and pedestrian amenity
- Increase consistency of on-street parking regulation through a simplification of the variation in time restriction and uniform application of new signage reflecting those regulations
- Discourage long term/employee parking in high demand on-street locations
- Strategically remove on-street parking to provide more locations for active pedestrian use
- Enhance signage and wayfinding to Winthrop Centre and municipal off-street parking lots
- Enhance gateways into French Square through the short, mid and long-term improvement of properties
- Strengthen pedestrian connections from CBD to the beach

Given the general availability of parking, it does not seem necessary, at this time, to build any new parking spaces in Winthrop Centre for the existing uses. This report should serve as a baseline of parking data for the Town to use to note changes in parking demand in the future or as redevelopment of properties may occur. The methodology and forms are included for future parking utilization counts.

---

[1] *The High Cost of Free Parking*, by Professor Donald Shoup.

Introduction

Winthrop Centre is the town's largest and most centrally located commercial business district. The Centre consists of a mix of restaurant, retail, service and office uses that are served by a number of on-street and off-street parking resources. The purpose of this parking and connectivity study is to determine how existing Winthrop Centre parking spaces are being utilized and how future utilization could be improved in terms of efficiency and convenience. At the request of the Town, the Metropolitan Area Planning Council (MAPC) conducted a small-scale parking study in Winthrop Centre with the intent of analyzing existing parking capacity, occupancy, and utilization data, creating an inventory of existing on- and off-street parking, providing recommendations for maximizing efficiency through improvements and new or updated parking policies, and identifying the impact of parking on future district revitalization. This effort will help determine if the existing parking supply is appropriate, and whether regulations and/or the location of parking should be adjusted. MAPC collected and studied existing parking capacity, occupancy, and parking requirements within a Study Area that captures all of Winthrop Centre, as defined by the Centre Business Zoning District and some of the surrounding area.

This study was performed within the context of a broader visioning and Master Planning process for both Winthrop Centre and the former Winthrop Middle School property. Enhancing both the Centre and old Middle School as vital and active destinations for the Town are important for economic growth. The parking in the district must adequately support activities and destinations in the Centre and must be used efficiently to maximize land area that is walkable for the district.

The scope for this parking study included identification of the following:

1. All public on-street and municipal parking lot capacity, as well as selected private off-street parking capacity within the Study Area
2. Existing parking regulations within the Study Area
3. Parking utilization of on-street and off-street parking resources
4. Recommendations for the improvement of parking in the district
5. Recommendations for the improvement of connectivity and walkability in the district

Study Area

Winthrop Centre is walkable and compact. It is centered on French Square and Metcalf Square including Pauline Street, Woodside Avenue, Putnam Street and Winthrop Street. The study area captures all of the properties in the Centre Business District (CBD) zoning boundary and includes additional supporting areas north of Pauline Street, north of Winthrop Street and south of Jefferson Street. The study area (as shown in **Figure 1**) includes the following parking areas in Winthrop Centre:

On-Street Parking (Public):

- Pauline Street between Wheelock Street and Winthrop Street
- Woodside Avenue between Pauline Street and Adams Street
- Somerset Avenue within the Centre Business District
- Cottage Park Road within the Centre Business District
- Bartlett Road between Woodside Avenue and Adams Street
- Hagman Road between Pauline Street and Jefferson Street
- Harold French Square
- Walden Street north to the Basketball Courts
- Putnam Street between Pauline Street and Putnam Place
- Jefferson Street between French Square and Fremont Street
- Winthrop Street between George Street and Buchanan Street
- Hermon Street between Pauline Street and Belcher Street

Municipal Lots (Public):

- Middle School Ingleside Lot
- Middle School Pauline Street Lot
- Ice Arena Pauline Street Lot
- Lot at Pauline Street and Walden Street
- Lot at Walden Street Basketball Courts
- E. B. Newton and Cummins School Lot
- E. B. Newton and Cummins School Pauline Street Lot
- Hagman Road Central Lot
- French Square Lot
- Police Headquarters Lot
- Town Hal Lot
- Town Hall Herman Street Lot
- Metcalf Square Lot

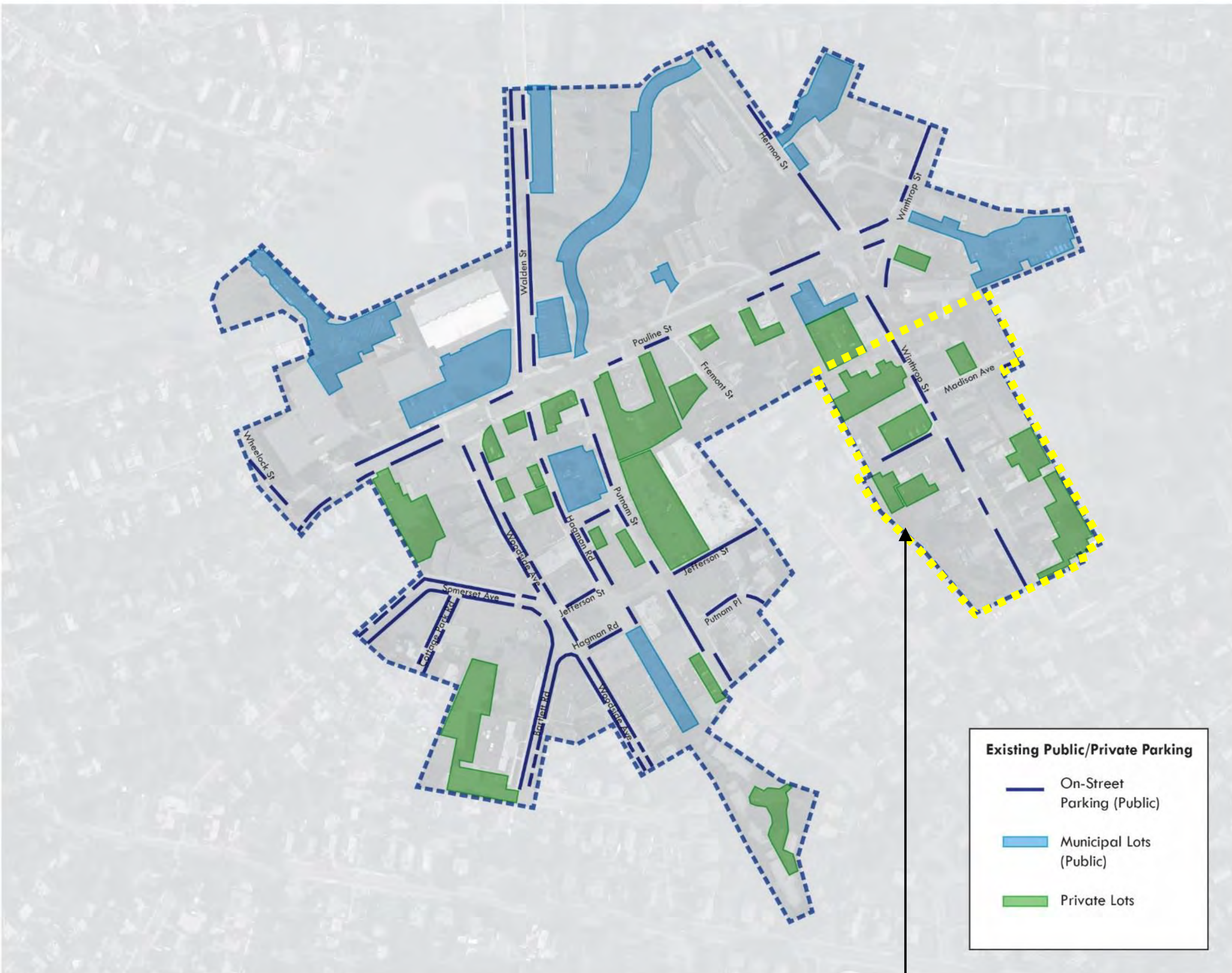
In addition, a number of private lots were observed to determine occupancy levels, including:

- CVS Lot (Pauline Street)
- Cottage Park Road Lot
- Bank of America Lot (Bartlett Road)
- East Boston Savings Bank Rear Lot (Adams Street)
- Scott’s Auto Repair Lot (Pauline Street)
- Nelson’s Auto Collision Lot (Woodside Avenue)

Continued list of private lots observed to determine occupancy levels, including:

- Nelson's Auto Collision Lot (Hagman Road)
- Cataldo Ambulance Service Lot (Hagman Road)
- Robert Rich Auto Lot (Pauline Street)
- Citizen's Bank Lot (Hagman Road)
- Winthrop Professional Building Lot (Putnam Street)
- Surf Cleaners Lot (Putnam Street)
- Viking Gardens Lot (Putnam Street)
- Nick's Place Lot (Pauline Street)
- Michael's Mall Lot (Putnam Street)
- MSA Mortgage Lot (Fremont Street)
- Helco Lot (Pauline Street)
- Wadsworth Building Lot (Winthrop Street)

Figure 1 Winthrop Centre Study Area



Existing Parking Analysis

In order to determine the existing parking conditions within Winthrop Centre, MAPC observed recent aerial data showing parking utilization and conducted parking counts on Tuesday, July 20th, 2016 at 10:00 a.m. and 12:00 p.m. and on Friday, November 4th, 2016 at 7:00pm. While the in-person counts are most effective and accurate for recording the exact day and time, they are time consuming. In order to expand the number of observations efficiently, aerial photographs were used to expand the sample. It is not possible to know the exact day or time of the aerial, but based on shadows and tree cover the season and general time of day can be determined. Prior to the data collection effort, the number, type, and location of all study area parking spaces were documented. The forms used for collection of this parking count data are included at the end of the report and can be used by anyone interested in collecting more information for different days, times, or seasons. If such information is collected, it should be shared with the Town for consideration with the recommendations of this study.

Parking Capacity and Regulations

The total parking capacity in the observed study area is approximately 1,023 spaces, where 64% of the parking spaces are public and 36% are private spaces. All study area parking spaces are summarized in **Table 1** and illustrated in **Figure 2.** The inventory of spaces does not include residential driveways or garages or modest paved service areas that may be used to park vehicles.

Table 1. Study Area Parking Capacity

Type of Parking	# of Spaces	Percent
On-Street (Public)	335	32%
Municipal lots (Public)	366	36%
Private Parking Lots	325	32%
Public Parking Lots (subtotal)	701	64%
Total	1,026	100%

There are a total of 698 public parking spaces within the study area, available on-street and in municipal parking lots. In addition to the public parking supply, there are a large number of private parking lots for local businesses, most of which were observed during the parking study. MAPC observed 18 private parking lots, with a total of 325 spaces. There are a total of 335 on-street public parking spaces within the study area. The slight majority (54%) of the on-street spaces are unrestricted (meaning no time limitations are posted), the other spaces have posted time limitations which vary from as short as 15 minutes, up to 2 hours. The on-street parking regulations and time restrictions are aligned with the high demand areas in the Study Area today – near French Square and near Metcalf Square. A summary of the on-street parking regulations is shown in **Table 2** and illustrated in **Figure 3.**

Table 2. On-Street Parking Regulations

Type of Parking Regulations	Capacity	Percent
15 Minute	7	2%
30 Minute	21	7%
1 Hour	112	33%
2 Hour	14	4%
Unrestricted	181	54%
Total	**335**	**100%**

Figure 2 Current Parking Capacity

NOTE: Parking in this area was observed, but is not included in the overall parking counts and calculations

Figure 3 Current Parking Regulations

NOTE: Parking in this area was observed, but is not included in the overall parking counts and calculations

On-Street Parking Occupancy

During the periods of observation (both in-person and using aerial photography), MAPC noted parking occupancy across several different seasons and times of day in order to gain an understanding of how parking is utilized in Winthrop Centre. This parking data helps to identify peak demand times and areas with the highest parking demand. In general, 85% parking occupancy is an optimal benchmark and preferred utilization rate for spaces, as spaces are generally full but there are always 1 or 2 spaces available per block either in on-street spaces or off-street parking lots.

A summary of the occupancy is shown below in **Table 3**. Public parking space occupancy for each period of observation is also shown in **Figures 4, 5, 6, 7, 8 and 9**.

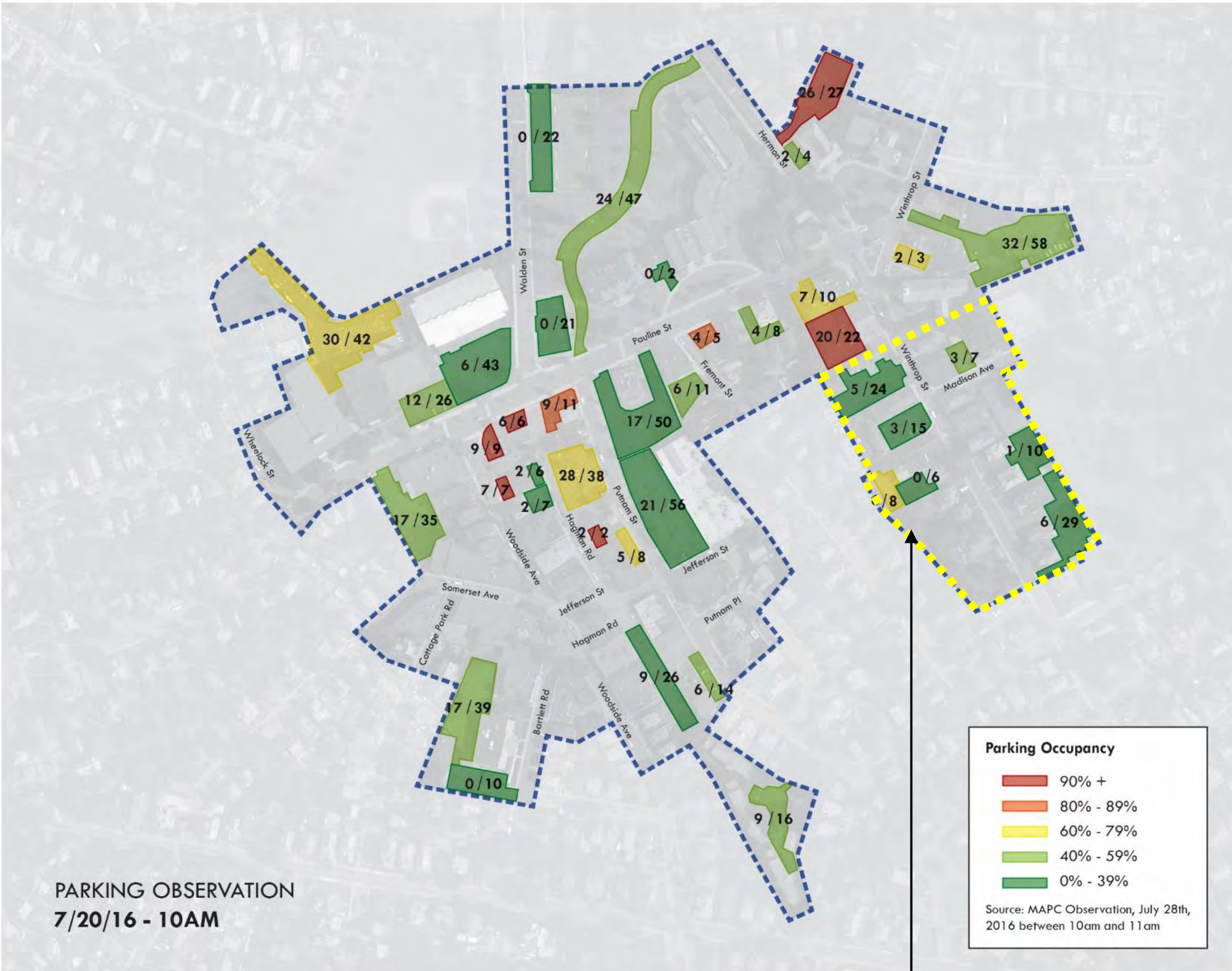
Table 3. Percent of Occupied Spaces by Period of Observation

Time of Day	Public Parking			Private Parking
	On-Street (335 Spaces)	Municipal Lots (366 Spaces)	Total Public (701 Spaces)	Private Lots (325 Spaces)
In-person (10am)	50%	48%	49%	50%
In-person (12pm)	45%	47%	46%	57%
In-person (7pm)	45%	30%	38%	42%
Aerial (Google)	Did not record	44%	Did not record	62%
Aerial (Bing)	Did not record	22%	Did not record	39%
Aerial (Bing)	Did not record	20%	Did not record	36%
Average Occupancy	**47%**	**35%**	**45%**	**48%**

As shown in the chart and figure, peak parking occupancy for the public parking spaces (on-street spaces and municipal lots) in Winthrop Centre occurred in very isolated locations, with on-street spaces near French Square and the municipal lot near Town Hall experiencing the highest demand. Private parking lots that experienced the most demand as measured by occupancy were the auto-related uses along Pauline Street and Woodside Avenue and the parking behind the Wadsworth Building on Winthrop Street. Public and private parking demand was observed to be well below the 85% target occupancy benchmark for most parking lots across all periods of observation. Except for the properties in which storage of vehicles is a part of the business where parking occupancy was often 100% or more.

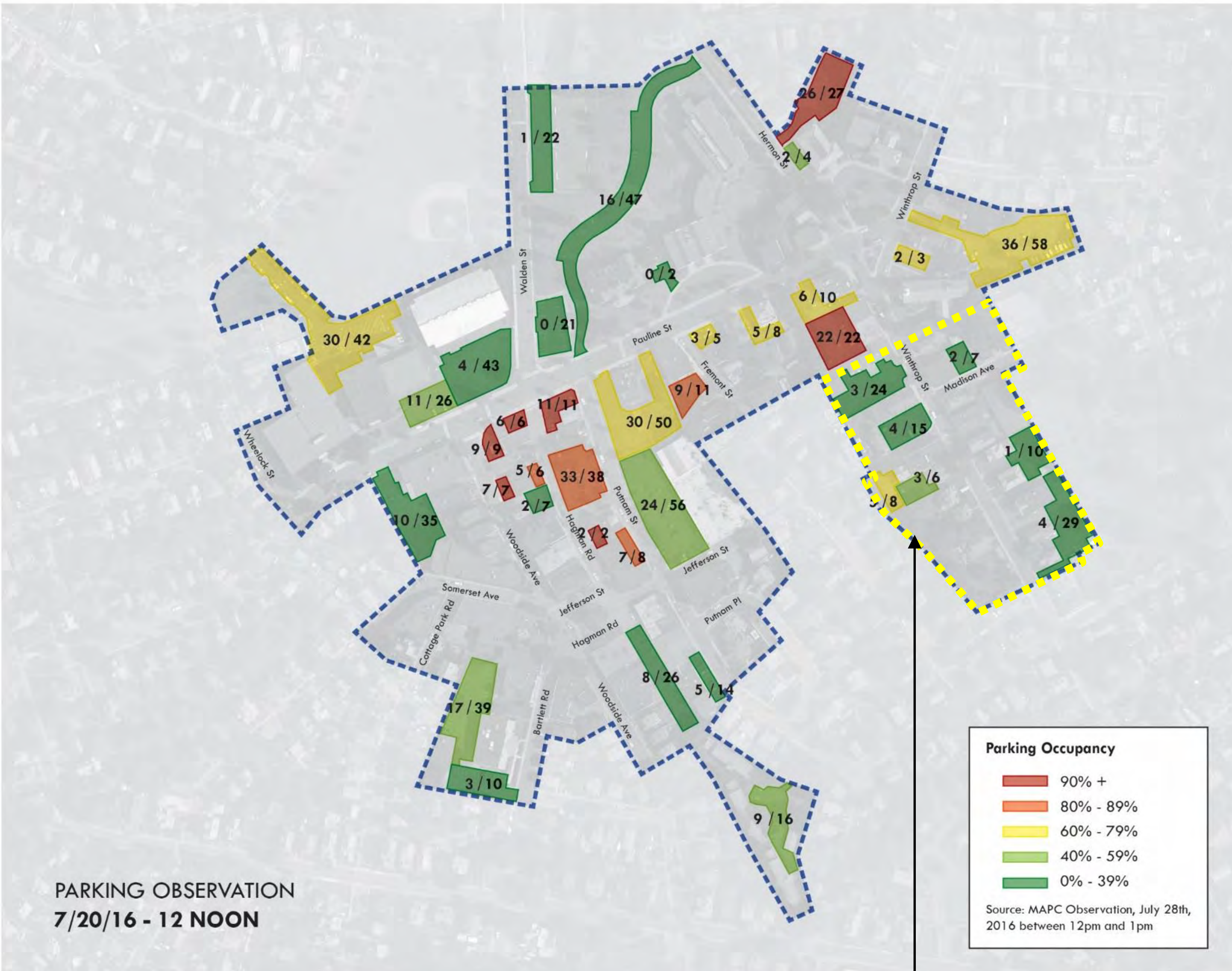
It is difficult to observe all possible conditions that may generate peak parking demand in the Study Area. Several events or seasonal constraints are noted and associated with increased parking demand in Winthrop Centre, but were not directly observed by MAPC. Hockey and other events at the Larsen Ice Rink would place demand on the parking areas around the rink and increase occupancy of those lots. School day drop-off and pick-up cycles produce a short-term, but critical peak parking demand for the lots around the Cummins School. Lastly, the accumulation of snow in the winter places constraints on the available parking supply, particularly on-street parking. Much of that parking demand would be displaced to off-street lots for extended periods of the winter. This may create a parking shortage for particular areas of Winthrop Centre, particularly when combined with ice arena or school events. The strategies and recommendations identified would also benefit parking efficiency and utilization under these constrained circumstances, but these events will remain challenges for providing convenient parking for all special event circumstances.

Figure 4 Morning Peak (10:00 am) Occupancy by Location



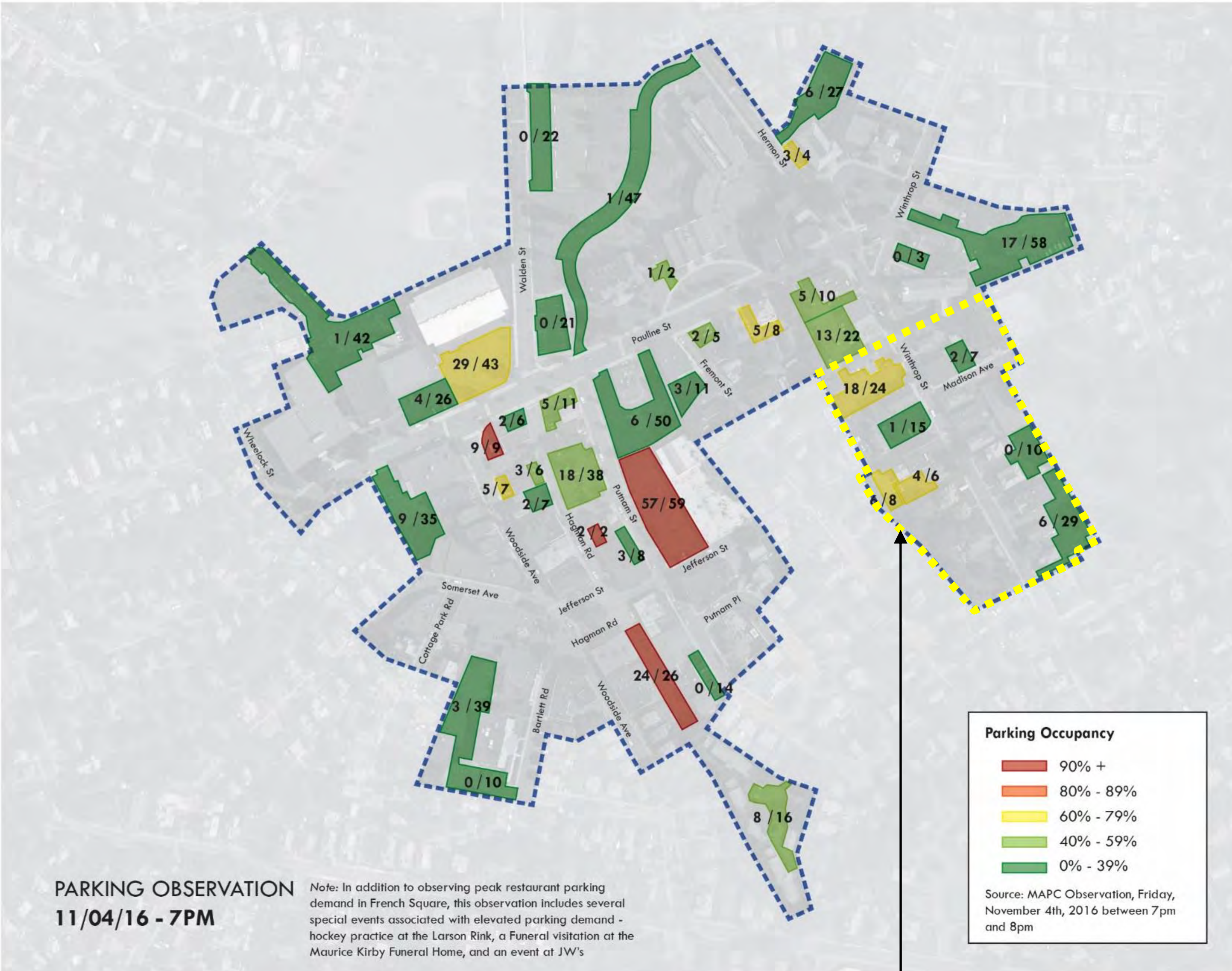
NOTE: Parking in this area was observed, but is not included in the overall parking counts and calculations

Figure 5 Lunchtime Peak (12:00 pm) Occupancy by Location



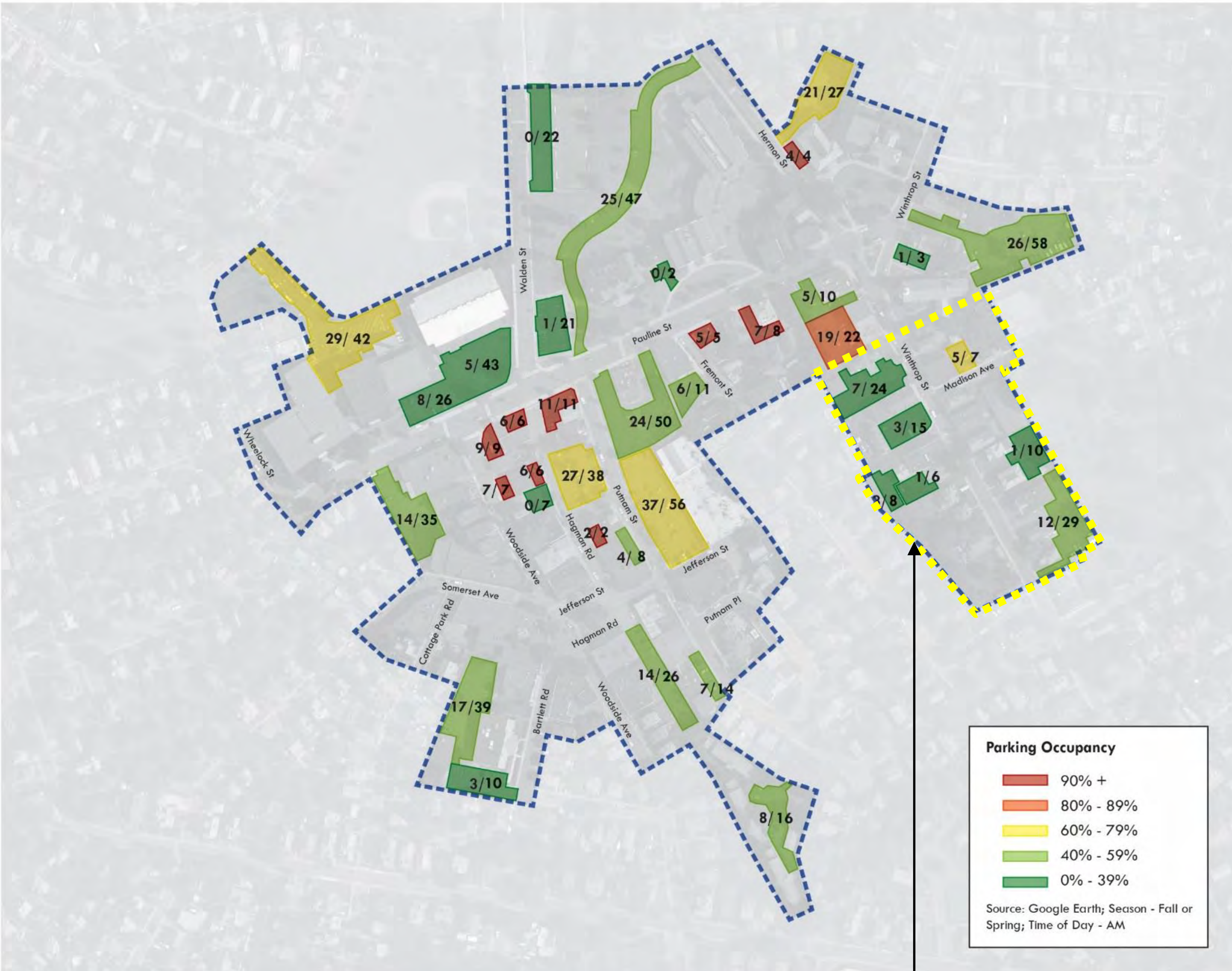
NOTE: Parking in this area was observed, but is not included in the overall parking counts and calculations

Figure 6 Evening Peak (Friday at 7:00 pm) Occupancy by Location



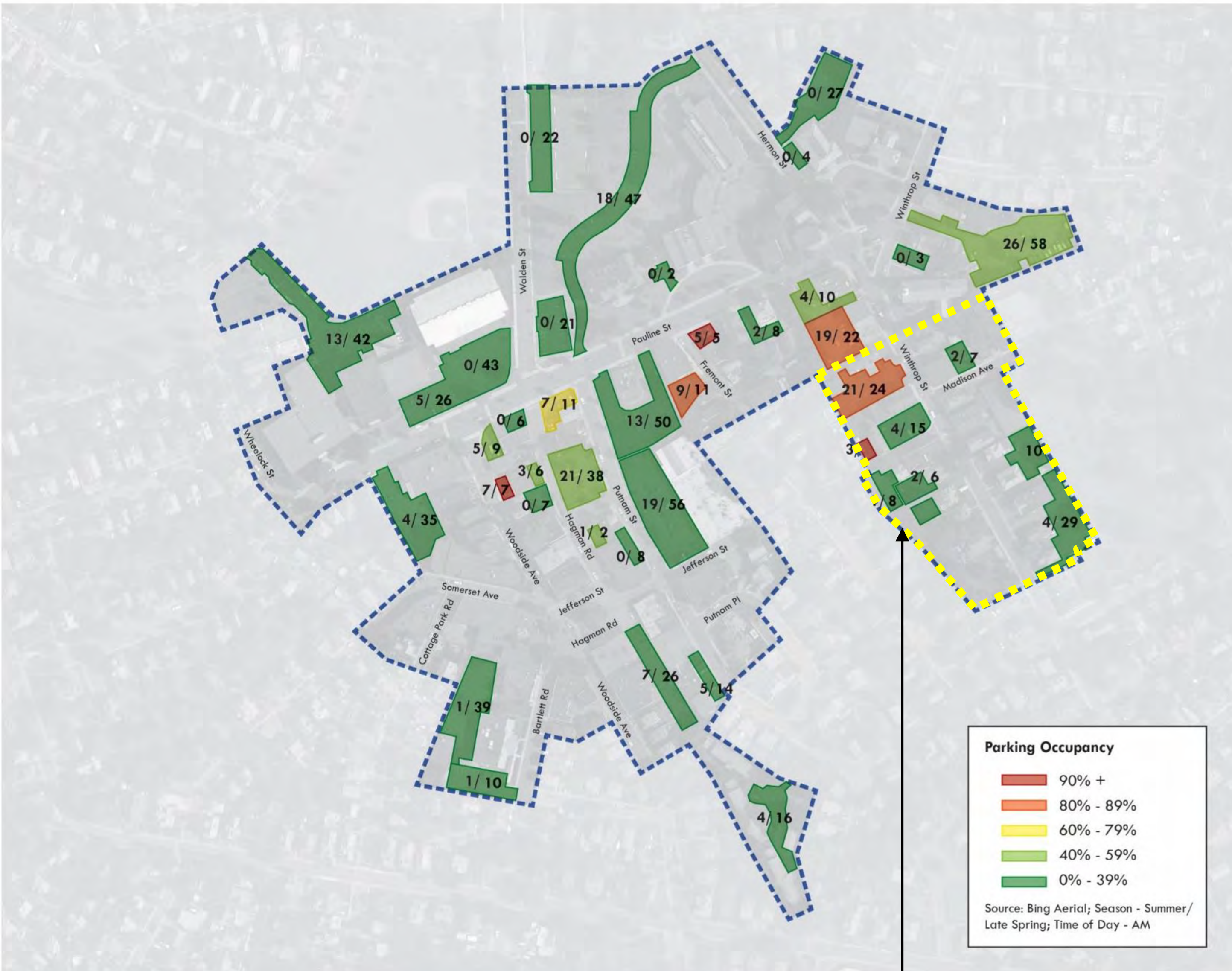
NOTE: Parking in this area was observed, but is not included in the overall parking counts and calculations

Figure 7 Observation of Aerial Data (Google Earth)



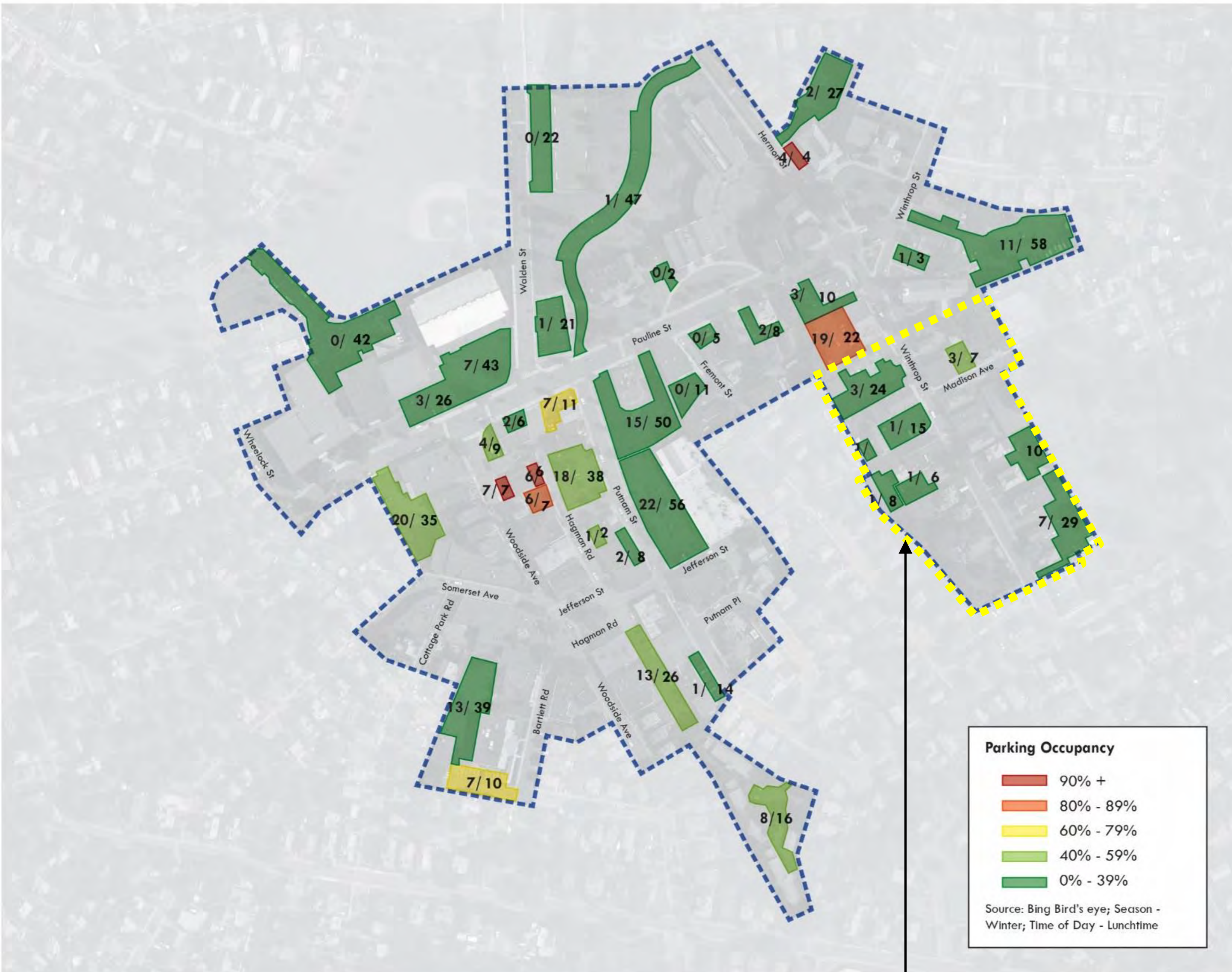
NOTE: Parking in this area was observed, but is not included in the overall parking counts and calculations

Figure 8 Observation of Aerial Data (Bing Aerial)



NOTE: Parking in this area was observed, but is not included in the overall parking counts and calculations

Figure 9 Observation of Aerial Data (Bing Bird's Eye Aerial)



NOTE: Parking in this area was observed, but is not included in the overall parking counts and calculations

Parking Lot Observations

All municipal (town-owned) parking lots and a number of private parking lots were observed during the parking study in order to understand their usage, and determine if there is excess capacity available. On-street parking is generally perceived as being more convenient, and will often have higher occupancy than off-street municipal or private lots, however, parking policies and management strategies can be changed to encourage use of off-street lots, and ensure that on-street spaces are available for business patrons. If both on- and off-street parking have high occupancy, strategies such as shared parking or leases of private off-street parking can be used to get more efficient use of the existing capacity.

In Winthrop Centre, municipal parking lots vary in their usage by location and season. Regardless of season, during weekday business hours, the municipal lot behind Town Hall at Metcalf Square is the most highly utilized public parking lot in the Study Area. Its peak occupancies were above 90%, which is effectively fully utilized. The next most regularly utilized municipal parking lot is the central public parking lot between Hagman Road and Putnam Street. Its peak utilization was between 80-89% and was regularly observed to be utilized between 60-79%. This lot could accommodate a few more vehicles to regularly retain the target utilization over 85% of a well-utilized parking lot. The Police Station lot was also well-utilized (60-79%), but is operated in support of police operations and should not be a target for increased parking demand, particularly with its adjacency to the busiest private parking lot in the Study Area (the lot behind the Wadsworth Building). The other municipal parking lots were observed to be underutilized. We assume this parking supply is provided to accommodate localized and peak parking demands, such as those that are associated with the Cummins School and the Ice Arena and include all lots north of Pauline Street. The municipal lot at Metcalf Square off of Winthrop Street is also underused, except for peaks associated with church services and was regularly observed to be used between 0-39%.

Private parking lots also had a variety of usage throughout the day. The busiest parking lot was the lot at Metcalf Square behind the Wadsworth Building. This lot was frequently observed at full capacity with regular peaks over 90% occupancy. The parking lots associated with the automotive service uses on Pauline Street were observed to be used beyond their capacity. The properties were often full of vehicles, stacked in tandem parking rows. These lots were fully utilized, with over 100% of the capacity used in support of business operations. While this is necessary for operations of the business, unfortunately it does not present an attractive or pedestrian-oriented gateway into the French Square area. Most other private lots appeared to have more than adequate capacity to accommodate patrons with many observed to have a regular occupancy between 0-39% with a peak of 60-79%.

Overall, across the observation periods, the Study Area is providing more than enough parking area to support the Winthrop Centre district including Metcalf Square and French Square. Given the observed low parking occupancy in many municipal and private lots, there is currently no need for the Town to provide additional parking capacity, or for private properties to implement shared parking techniques. In fact, parking utilization appears to be low enough that the Study Area could accommodate the strategic removal of some parking spaces to further enhance the district for pedestrians and accommodate additional amenities, particularly near French Square. If future development simultaneously increases demand for parking and removes existing parking resources, then parking occupancy may approach 85%, and additional techniques for managing and sharing parking can be examined in the future.

Seasonal parking constraints will need to be considered as part of the parking inventory. Winter conditions reduce the availability of on-street and off-street parking. All municipal lots will need to be more highly utilized during these time periods and may require remote parking for some municipal uses. The municipal lot at Winthrop Street and George Street is out of the Study Area, but may provide additional capacity during heavy snow storage conditions.

Parking Recommendations

As part of the parking analysis, a number of observations were made about the current state of parking in Winthrop Centre and recommendations are made where improvements could benefit the district:

- <u>Improve Pedestrian Environment and Safety</u>

  Winthrop Centre should be an attractive, safe and pedestrian-friendly district that is a welcoming place to leave the car parked either at home or once in the district to invite walking around. The existing sidewalk network in the Study Area provides consistent sidewalks at all block perimeters and an enhanced pedestrian plaza and street crossing environment at the heart of French Square. Winthrop is planning to adopt a Complete Streets policy that would promote streets for use by all users including bicycles and pedestrians.

  Recommendation:
  The location of on-street parking spaces should be made to comply with Massachusetts Parking Law Regulations and best practices regarding clear distances for vehicular and pedestrian safety and visibility. Particularly, the on-street parking locations near French Square, including Woodside Avenue, Somerset Avenue, Bartlett Road, Hagman Road, Jefferson Street and Putnam Street, should be made to comply with the following:
    - Provide 20' clear distance from intersections prior to starting on-street parking
    - Provide 10' clear on each side of fire hydrants prior to starting on-street parking
    - Provide 5' clear on each side of a driveway prior to starting on-street parking
    - Provide 20' clear distance from the approach to an unsignalized mid-block pedestrian crosswalk and 10' clear after a crosswalk, if on a one-way street

  Previous investments in French Square have correctly identified the pedestrian crossings that may benefit from further enhancement. The crossings defined with pavers as shown in the photo below on Woodside Avenue and Somerset Avenue are the most critical crossings around French Square. The crossings on these two streets range from 26 feet to 35 feet measured from curb to curb. If curb extensions are provided on either side of the street to be aligned with the on-street parking approximately 8 feet of crossing would be removed at either side. This would increase the sidewalk area for amenities, increase the visibility of pedestrians at crossings, generally results in drivers feeling the need to slow down, and would decrease the distance to cross the street for pedestrians down to between 10 feet and 19 feet.

Photo 1 Pedestrian crossings require clearance on either side to increase visibility and pedestrian safety. This area can also be used to add pedestrian amenities

A few other locations in Winthrop Centre would benefit from pedestrian improvements. First, the municipal parking lot between Hagman Road and Putnam Street would provide a safer and more consistent pedestrian experience if a marked mid-block crossing were provided across both Putnam Street and Hagman Road for pedestrians to park and circulate throughout the district. Second, the intersection of Jefferson Street and Putnam Street should be remarked with pedestrian crossings and could potentially be raised into a speed table condition to better connect it to the enhanced pedestrian treatments at the adjacent French Square. The stormwater infrastructure has been configured to allow for this modification. Third, the municipal parking supply surrounding the Larsen Ice Rink should be directly connected to the rink with additional marked crossings. Specifically, the lots on the east side of Walden Street. Signage could also be used to more clearly indicate that it is allowed to park in these locations for evening events.

- <u>Increase On-Street Parking Enforcement to Discourage Long Term/Employee Parking</u>

  Currently, with many unrestricted/unsigned on-street parking spaces in Winthrop Centre, there may be a number of vehicles parking on-street for long periods of time, many may often be local employees. On-street parking spaces should be viewed as an important resource for patrons of the French Square area particularly.

  Recommendation:
  The on-street parking regulations that exist today, or that may be updated, require enforcement to function properly. On-street spaces should be primarily available for business patrons, so parking for employees or events should be pushed to off-street private and public parking lots. This enforcement and communication with district employees is also an important aspect of increasing the utilization of district off-street parking lots. An incentive program could be created to promote this effort. For example, the Town and the Chamber of Commerce could provide an incentive program, such as a raffle drawing for a local restaurant/shop to the employees that park in a suggested lot more than 10 times a month.

- <u>Increase Consistency of On-Street Parking Regulation</u>

  As shown previously, on-street parking around French Square and Metcalf Square varies along the length of blocks and from one side of the street to the other. The variations in time limits span from 15 minute, 30 minute, 1 hour, 2 hour or unrestricted.

  Recommendation:
  Implement a consistent time regulation that is specific to the uses in Metcalf Square and French Square with as much uniformity as possible for each street segment. For example, if the heart of French Square is to be promoted as a center of restaurant activity, the current prominence of 1 hour parking limit does not allow enough time for a sit-down meal. It may be more appropriate to have an approach in French Square to provide 2 hour on-street parking with defined locations of 15 minute spaces that are adjacent to retail shops and convenience goods. However, too many parking restrictions throughout the district may cause confusion, so serious consideration should be given to the necessity and location of short term spaces and effect on the parking district as a whole. This type of approach would encourage turnover and free up parking for shopping and support dining in the core of the business district. One specific implementation of this approach may include changing the core of French Square, Woodside Avenue, Somerset Avenue, Bartlett Road, Hagman Road and Jefferson to 2 hour on-street parking and including a few 15 minute-only spaces that are clearly signed and marked on Woodside Avenue north of French Square. This would support the area restaurants, and allow for quicker visits to the liquor store, coffee shop and florist on Woodside Ave. The reconsideration of time regulations should be associated with an update and increased uniformity of the parking signage in Winthrop Centre. The current

signage is inconsistent in its location, type, and size of sign. The approach must also be combined with employee parking in off-street lots and increased parking enforcement.

Photo 2 Several blocks of on-street parking in the heart of French square have no time limitations

- Improve Appearance/Reduce Impact of Central Municipal Lot and Private Parking Lots

  Near French Square, several large, adjacent public and private parking lots negatively impact the sense of place, particularly between Hagman Road and Putnam Street. Landscape and public art enhancements in this location could be used to improve the appearance of this centrally located parking supply. Future large surface parking lots should be minimized by using the parking resources in the district more collectively. Off-street parking requirements for future development should be reduced if the developer can show that current on-street and municipal lots have adequate capacity to support the reduction in parking spaces for the development. Any parking spaces reduced from the number required should be associated with a payment in lieu of parking that would support a fund for the maintenance and improvement of shared parking resources in the Town Centre.

  Recommendation:
  Simple suggestions to improve the appearance of large central parking lots may include providing curbed end islands with landscaping that include both shade trees and shrubs. Redevelopment in the Study Area should be carefully considered in terms of off-street parking requirements to enhance building density and reduce the oversupply of parking.

- Strategically Remove On-Street Parking

  As discussed above, a sufficient supply of parking is provided in public on-street, off-street and private off-street parking lots. As such, the removal of several parking spaces will not dramatically impact the overall function and utilization of parking in the Study Area. The removal of several parking spaces in key locations could dramatically improve the attractiveness and usefulness of the pedestrian environment, particularly near French Square.

  Recommendation:
  In conjunction with the removal of several on-street spaces to improve vehicular and pedestrian safety and visibility, curb extensions and expansions of the sidewalk could be used in strategic locations in French Square to add space for additional landscape, pedestrian amenities or outdoor seating. The most positive impact from on-street parking space removal could be achieved on Woodside Avenue. First, removal of the (2) on-street spaces in front of Harold French Square would open the view into the plaza in the short-term and may allow for extension of the plaza in the long term. Similarly, the (1) on-street space at the apex of the corner from Woodside Ave. onto Hagman Rd. could provide better visibility of that seating and landscape area while improving vehicular visibility. As noted above, the spaces immediately adjacent to the pedestrian crossings on Woodside Avenue at the intersection with Somerset Avenue, Jefferson Street, and Hagman Road would improve pedestrian safety and

visibility while providing the long term opportunity for curb extensions with increased pedestrian amenities, benches, outdoor seating, lighting or landscape.

Photo 3 The center of French square needs to balance on-street parking needs, pedestrian safety, amenity, and visual appeal

- <u>Enhance Signage and Wayfinding to Winthrop Centre and Parking</u>
  The primary approach to Winthrop Centre for visitors unfamiliar with Winthrop is to follow Route 145. The roadway signage at Route 145 as it turns from Main Street to Pleasant Street indicates Winthrop Center. The next directional signage on Pleasant Street is at its intersection with Pauline Street. Two small signs on either side of the street, note that Winthrop Center is to the left on Pauline Street. Arrival in the Study Area is directly aligned with the Old Middle School as the primary gateway in Winthrop Centre. The next sign for Winthrop Centre is at the intersection of Pauline Street and Woodside Avenue. From French Square, no signage indicates where public parking is available.

  Recommendation:
  Unless a visitor knows where they are going, the lack of signage can create some doubt or confusion as to the preferred route to Winthrop Centre. A more consistent and visible set of signs that begin at the intersection of Main Street and Pleasant Street would be helpful to establish a signage identity for the Centre and draw visitors in toward French Square. Public parking signs should clearly indicate where off-street municipal lots exist and encourage visitors to park there instead of high demand on-street spaces. Winthrop Centre signage may also indicate where key attractions are located (the beach, restaurants, shops or the E.B. Newton Cultural Center).

- <u>Enhance Gateways into French Square</u>
  The gateways into French Square announce an arrival into the center of Winthrop and should provide a welcoming and attractive impression of the Centre Business District and the Town. The series of gateway features along Pauline Street near the intersection with Woodside Drive present some challenges and could be improved. The first gateway feature is the Old Middle School on the north side of the street. The building and site need to be reconsidered now that the school has relocated and the building will be vacant. After the Old Middle School, the Pauline Street frontage opens into an unattractive panorama with large surface parking lots to the north in front of the Ice Arena to the windowless wall of the CVS to the south and the densely packed parking lots of the automotive uses at the corner of Woodside Avenue.

  Recommendation:
  The improvement of the French Square gateways from Pauline Street may range from relatively minor short term improvements to mid-range investments to long-term transformations. Each investment should consider the impact on the improved appearance of a critical gateway into French Square, including:

- Redevelopment of the Old Middle School building or property into a new use which supports the CBD and provides a visually appealing welcome into the district while enhancing the connections between CBD and Ingleside Park.
- Landscape additions and screening elements should be installed in a manner that interrupts the view of the large asphalt area. Alternatively, parking that may not be used by future uses should be removed or relocated to the rear of the property, away from this critical gateway location.
- Improvements to the CVS façade could integrate glass storefronts and signage into the 110' length of façade along Pauline Street that is currently painted brick. The Woodside Avenue façade is much more inviting and appealing than the Pauline Street façade.
- The automotive uses at Pauline Street could be improved with landscape or fenced screening that visually reduces the views of stored vehicles. Over the long term the Town should partner with the property owners to identify alternative locations in Winthrop for their businesses to be located, preferably in industrially zoned areas in Town. The Town could facilitate identification of alternative locations and relocation of businesses. Redevelopment of the properties should reinforce the gateway into French Square as a pedestrian friendly and walkable district with retail, business and service uses.

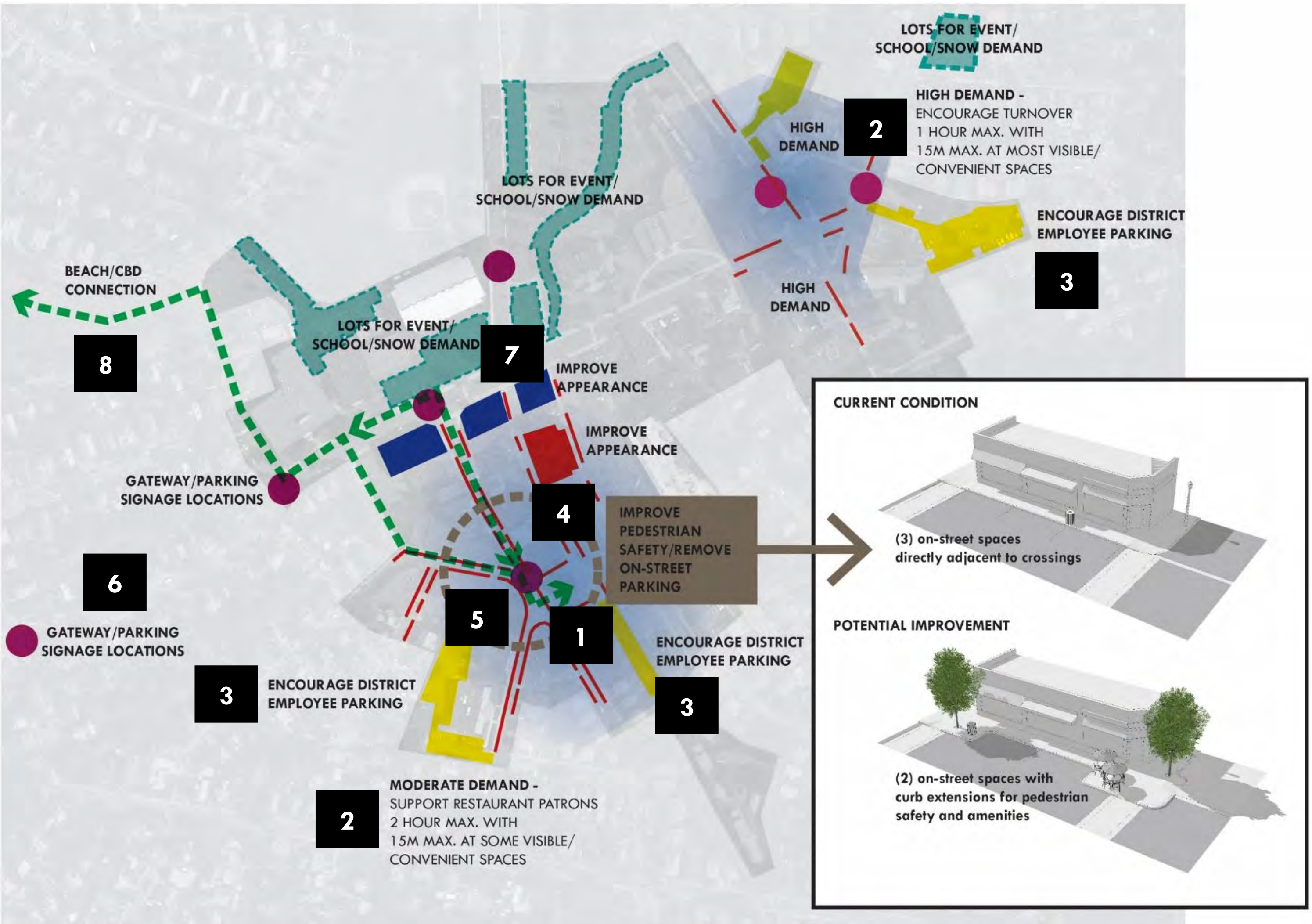
- <u>Strengthen Pedestrian Connections from CBD to the Beach</u>

One of the most distinctive aspects of Winthrop is its unique seaside location and peninsula geography. While the Centre Business District is not directly along the Town's coastline, it is not far from a beach. The Simon J. Donovan Beach, a public town-beach with accessible ramps is located at the end of Ingleside Park across Pleasant Street and only 1,100 feet from French Square.

Recommendation:
Reinforce the direct walking connection between Donovan Beach, Ingleside Park and French Square and publicize the route with signage and a map in French Square. Market the CBD as family friendly with access to the beach, harbor views of Boston, great restaurants and nearby playgrounds at Ingleside Park.

Photo 4 The attractive gateway from Ingleside Park and the CBD to Donovan Beach

Figure 10 Diagrammatic Illustration of Recommendations



1. Improve pedestrian environment and safety
2. Increase consistency of on-street parking regulation
3. Increase on-street parking enforcement to discourage long term/employee parking
4. Improve appearance/reduce impact of central municipal lot and private parking lots
5. Strategically remove on-street parking
6. Enhance signage and wayfinding to Winthrop Centre and parking
7. Enhance gateways into French Square
8. Strengthen pedestrian connections from CBD to the Beach

Summary and Next Steps

The results of this parking study show that there is adequate on- and off-street parking in Winthrop Centre. During observations, the average parking occupancy was 47% for on-street spaces, 35% for municipal parking lots, and 48% for private parking lots. Since occupancy levels appear to be well below the target level of 85%, the area is able to handle additional demand within the existing parking supply.

As is frequently the case, the perception of the parking utilization may be that it is well-used, but in fact – it is likely certain key areas that are highly visible may be well-utilized, but the overall parking demand is currently well below the overall supply. Most notably the on-street parking in French Square may often give the impression of parking resources that are fully utilized. This parking study indicates there are generally adequate numbers of available parking spaces within a 1-2 minute walk of all businesses in the area. Business patrons often desire a parking space right outside of the business that they wish to visit, and generally when that is not readily available, it exacerbates the perceived lack of parking available.

The Town should work with the local residents, business owners, and business patrons to highlight the parking availability, and highlight that parking may not be available immediately outside of the desired destination, it may be available on the next block or around the corner, or in a parking lot behind the building. Although the strategic removal of some central parking spaces will be viewed by some patrons as an inconvenience and may require a walk of 1 or 2 minutes to a destination, there is an adequate amount of parking to accommodate the relocation of parking demand. This type of change could be tested inexpensively in the square with temporary signage or paint to measure the impact over a short period of time.

As redevelopment of property may occur in the future with potentially more dense or additional uses than exist today, parking demand and supply would need to be reassessed. Assuming that future development would largely be mixed-use, there are many ways that the Town could use the existing parking surplus to ensure future parking supply and demand are aligned while using limited property in the Centre more effectively. One strategy that works well for new development is shared parking, or allowing customers to park in off-street residential spaces during the day and residents in off-street commercial spaces at night. This allows for a more effective use of the existing parking resources and better use of new spaces that may be created with redevelopment. As future development occurs it will be important to update parking utilization observations to closely estimate when an existing parking surplus may be shifting toward a deficit. One shorthand for approximating future demand is that for each new residential unit approximately .85 spaces per unit will be needed. These spaces could be shared across other uses, but will have an impact on the current surplus conditions.

MAPC is recommending that the Town, in partnership with the Chamber of Commerce and local businesses, take a number of steps to improve parking in Winthrop Centre:

- Increase consistency of on-street parking regulation through a simplification of the variation in time restriction and uniform application of new signage reflecting those regulations
- Increase on-street parking enforcement to discourage long term/employee parking in nearby off-street parking lots
- Improve pedestrian environment and safety by physically expanding curb areas for visibility and pedestrian amenity
- Improve appearance/reduce impact of central municipal lot and private parking lots through enhanced landscape improvements
- Strategically remove on-street parking to provide more locations for active pedestrian use
- Enhance signage and wayfinding to Winthrop Centre and municipal off-street parking lots

- Enhance gateways into French Square through the short, mid and long-term improvement of properties
- Strengthen pedestrian connections from CBD to the beach

There are a number of parking recommendations in this study that are low-cost, and can be implemented in the near term. These include changing the parking regulations in the business district, and increasing enforcement to discourage long-term parking in on-street parking spaces, while encouraging use of large off-street lots. Longer term improvements include curb extensions and parking landscape improvements near French Square. The recommendations within this report will help the existing businesses in Winthrop Centre and the residents, employees and patrons who frequent this area to use it more conveniently and effectively.

Methodology for Additional Observation

As was noted in the study, it is impossible to observe all of the combinations of events or circumstances that may lead to a high demand for parking in Winthrop Centre. As such, frequent visitors or residents of the area, may experience very high demand parking events. Based on this study, if all parking were efficiently used in the district, it would appear that under most any circumstance enough parking is available. The following pages are provided for anyone to print and use the method below to collect additional parking data for use by the Town. It would be particularly helpful if such observations could be made when parking appears to be very highly utilized and include a note about the circumstances associated with that peak parking demand.

The methodology for additional parking observations is relatively straightforward. First, print the "Parking Observation Template" on the following page. It has all of the parking lots that should be observed highlighted and noted with the number of current parking spaces in each parking lot. Take the printed copy from parking lot to parking lot and count the number of cars in the lot at that time. The observation should be done as quickly as possible, across the entire district, to create a snapshot of the district parking utilization under those conditions. This should take about 1 hour. Write the number of cars in each lot next to the number of spaces noted for that lot (or segment of on-street spaces).

For each of the observations that were part of this study, the observations were done by driving from parking lot to parking lot. The observations began at the lot behind the old Middle School, traveled south to all the lots near French Square, east on Pauline Street and then concluded with the lots around Metcalf Square.

NOTE: Parking in this area was observed, but is not included in the overall parking counts and calculations

APPENDIX B

Form + Place

2015 CBD Feasibility Study

2015 CBD Feasibility Study

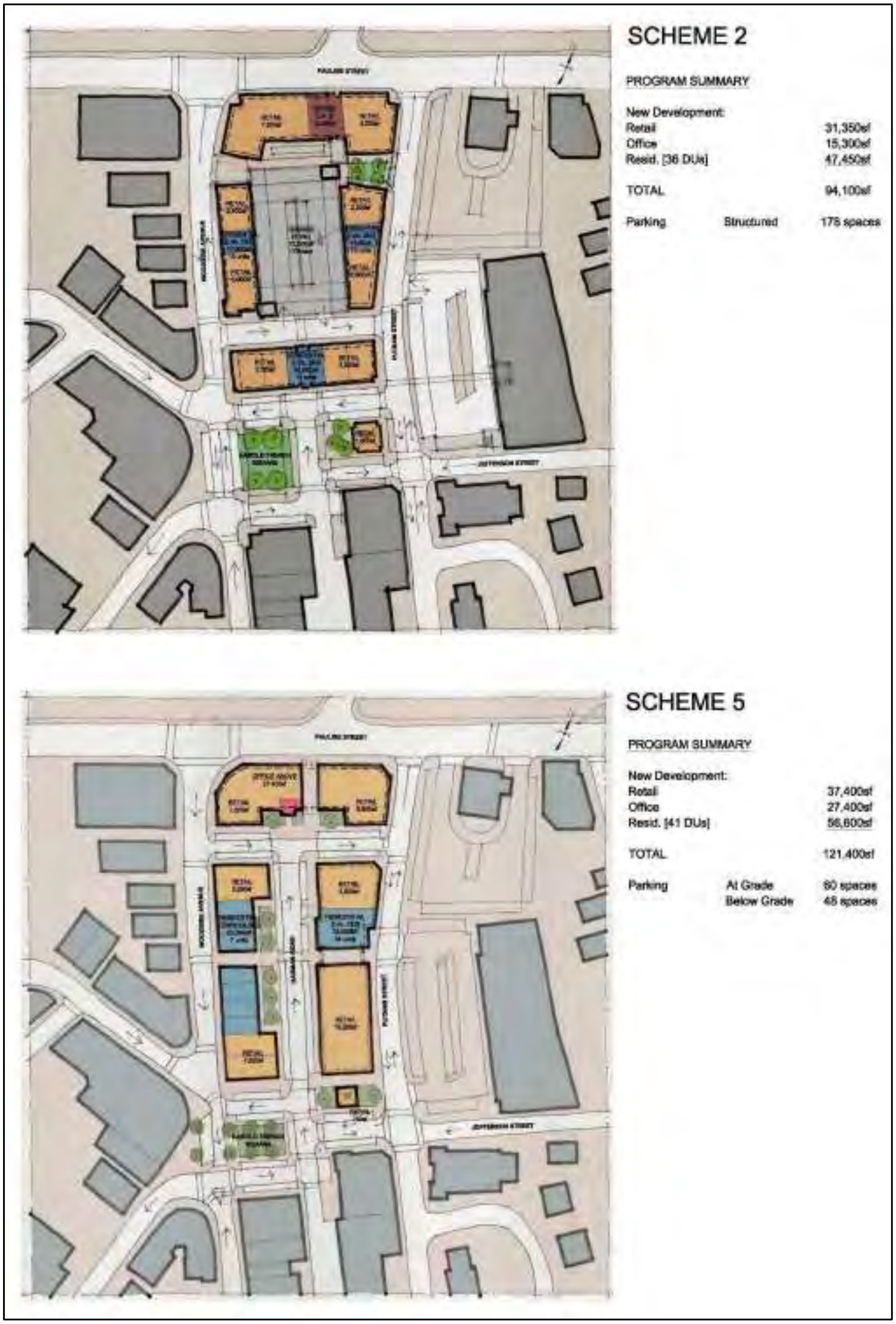
FORM + PLACE, INC.

Beginning in the spring of 2015, Form + Place was retained by the Town of Winthrop to produce a redevelopment vision for a section of the Centre Business District just north of French Square. The study explored the capacity for mixed-use development on the blocks between Woodside Avenie and Putnam Street, assuming parcel consolidation was feasible.

Utlizing the newly adopted CBD zoning criteria, the Form + Place explored a range of approaches that included office space over ground level retail, multi-family residential above retail, townhouses and the accommodation of structure parking [Note: this study was produced prior to the MAPC analysis that concluded parking levels in the CBD were not close to near capacity].

Three level mixed-use buildings were sited so as to create well-defined streetscapes and begin to address issues of public realm connectivity and gateway. The various concepts identified the potential for up to 130,000 square feet of mixed-use development, including 40 to 50 residential units.

With the clarification of parking needs that would soon follow, these studies set the groundwork for one of the key case study areas in the CBD Master Plan.



Site Plan Alternatives #2 and #5

Renderings of Scheme 5

APPENDIX C

Winthrop Middle School

Opinion of Value Reports

Winthrop Middle School: SCHEME 1

Property Summary Report

Timing & Inflation

Reporting Period:	January 1, 2017 to December 31, 2026; 10 years
Inflation Month:	Analysis Start
General Inflation Rate:	3.00%

Property Size & Occupancy

Property Size:	21,000 Square Feet
	Our analysis includes mothballing the second floor, and having a leasable area of 21,000 SF

Space Absorption

First Floor	21,000 Square Feet, leasing from 6/17 to 3/19
	1 lease per quarter, 2,625 SqFt per lease

General Vacancy

Method:	Percent of Potential Gross Revenue
Rate:	10.00%

Property Value Range:

Discount Rate for Present Value	Present Value:
9%	$117,000
10%	**$96,000**
11%	$76,000

Leasing Assumptions:		
Renewal Probability		75.00%
Market Rent		$10.00/SF
Months Vacant		9
Tenant Improvements		$15/SF
Leasing Commissions		
	New	6.00%
	Renewal	3.00%
Rent Changes		$.50/annually
Reimbursements		Gross
Term Lengths		3 Years

Winthrop Middle School: SCHEME 1

Schedule Of Prospective Cash Flow

In Inflated Dollars for the Fiscal Year Beginning 1/1/2017

For the Years Ending	Year 1 Dec-2017	Year 2 Dec-2018	Year 3 Dec-2019	Year 4 Dec-2020	Year 5 Dec-2021	Year 6 Dec-2022	Year 7 Dec-2023	Year 8 Dec-2024	Year 9 Dec-2025	Year 10 Dec-2026
Potential Gross Revenue										
Base Rental Revenue	$210,002	$213,808	$217,923	$226,435	$233,063	$242,383	$252,596	$263,095	$272,432	$276,643
Absorption & Turnover Vacancy	(183,751)	-85,619	-4,641	-11,952	-19,696	(7,608)			-11,084	-22,832
Scheduled Base Rental Revenue	26,251	128,189	213,282	214,483	213,367	234,775	252,596	263,095	261,348	253,811
Expense Reimbursement Revenue										
Opex				6,693	49,242	92,305	100,304	103,312	101,974	100,468
Total Reimbursement Revenue				6,693	49,242	92,305	100,304	103,312	101,974	100,468
Total Potential Gross Revenue	26,251	128,189	213,282	221,176	262,609	327,080	352,900	366,407	363,322	354,279
General Vacancy			(17,151)	(11,361)	(8,535)	-25,861	(35,290)	(36,641)	(26,357)	(14,879)
Effective Gross Revenue	26,251	128,189	196,131	209,815	254,074	301,219	317,610	329,766	336,965	339,400
Operating Expenses										
Opex	84,000	86,520	89,116	91,789	94,543	97,379	100,300	103,309	106,409	109,601
Total Operating Expenses	84,000	86,520	89,116	91,789	94,543	97,379	100,300	103,309	106,409	109,601
Net Operating Income	(57,749)	41,669	107,015	118,026	159,531	203,840	217,310	226,457	230,556	229,799
Leasing & Capital Costs										
Tenant Improvements	118,125	157,500	39,375	86,052	177,268	91,292			49,879	205,500
Leasing Commissions	14,883	19,844	4,961	11,740	24,128	12,396			6,727	27,656
Total Leasing & Capital Costs	133,008	177,344	44,336	97,792	201,396	103,688			56,606	233,156
Cash Flow Before Debt Service & Taxes	($190,757)	($135,675)	$62,679	$20,234	($41,865)	$100,152	$217,310	$226,457	$173,950	($3,357)

Created with ARGUS SOFTWARE

Winthrop Middle School - Scheme 2

Opinion of Value

Unit Mix	% of Mix	#	SF	Rent	Rent/SF	Total $/Mo	Total SF
Community Center	2%	1	13,250	$ -	$ -	$ -	13,250
Fitness Space	2%	1	1,200	$ 2,500	$ 2.08	$ 2,500	1,200
Commercial Space	2%	1	4,750	$ 9,896	$ 2.08	$ 9,896	4,750
Studio	6%	3	625	$ 1,875	$ 3.00	$ 5,625	1,875
1 Bedroom	35%	17	800	$ 2,240	$ 2.80	$ 38,080	13,600
1 Bedroom - AFF	6%	3	800	$ 1,419	$ 1.77	$ 4,257	2,400
1 Bedroom + Den	6%	3	1,050	$ 2,940	$ 2.80	$ 8,820	3,150
2 Bedroom	35%	17	1,150	$ 3,105	$ 2.70	$ 52,785	19,550
2 Bedroom - AFF	6%	3	1,150	$ 1,622	$ 1.41	$ 4,866	3,450
Total	**100%**	**48**	**1,041**	**$ 2,642**	**$ 2.54**	**$ 126,829**	**49,975**

***Affordables based on City of Boston 80% AMI**
***Assuming Commercial Space rent at $25/SF NNN**

Resi Market Rate Avg	**37**	**981**	**2,694**	

Income		Budget	Per Unit Annual	Comments
	Base Rental Income	$1,521,946	$31,707	
	Parking Income	$33,000	$688	Assumed 55 Spaces at $50/month
	Retail CAM & Taxes	$48,217	$1,005	Assumed 12% reimbursement for expenses
	Other Income	$12,000	$250	
	Potential Gross Income	**$1,615,163**	**$33,649**	
	Vacancy @ 5.0%	$80,758	$1,682	
Effective Gross Income		**$ 1,695,921**	**$35,332**	

Expenses		Budget	Per Unit Annual	Comments
	Utilities	$36,000	$750	
	Make Ready/Turnover	$12,000	$250	
	Repairs & Maintenance	$48,000	$1,000	
	Marketing	$19,200	$400	
	General and Administrative	$12,000	$250	
	Management Fee (4.0%)	$67,837	$1,413	4.0% of EGI
	Real Estate Taxes	$197,947	$4,124	Based on 80% of construction costs
	Insurance	$12,000	$250	
Total Operating Expense		**$404,984**	**$8,437**	
		23.88%		
Stabilized NOI		**$ 1,290,938**	**$26,895**	
Capitalized Value at a "Return-on-Cost" of:				
	7.00%	**$18,441,968**	**$384,208**	
	7.25%	**$17,806,038**	**$370,959**	
	7.50%	**$17,212,504**	**$358,594**	
Less Total Development Costs		**($16,098,462)**	**($335,385)**	**(Excludes Land Acquisition Costs)**

Residual Value of Land	Return on Cost	Value	Value/Unit	$/SF
(Rounded)	**7.00%**	**$2,300,000**	**$47,917**	**$21**
	7.25%	**$1,700,000**	**$35,417**	**$16**
	7.50%	**$1,100,000**	**$22,917**	**$10**

Winthrop Middle School - Scheme 2

Gross Square Footage	**108,200**
Existing Square Footage	**32,000**
Square Footage Less Existing Structure	**76,200**
Residential Square Footage	**57,000**
Residential Net Square Footage	**49,975**
Community Center	**13,250**
Retail / Daycare / Commercial	**4,750**
Net Rentable Area	**67,975**
Units	**48**

	Total Costs	Per Unit	Per NSF	Per GSF	Comments
Hard Costs					
Vertical Construction	$11,430,000	$238,125	$168	$150	Assuming $150/GSF
Garage Parking	$1,650,000	$30,000	$24.27	$22	55 Garage Parking Spaces
Contingency - Hard Costs	$335,385	$6,987	$5	$4	2.5% of Total Hard Costs
Hard Costs - Total	**$13,415,385**	**$275,112**	**$197**	**$176**	
Soft Costs					
Soft Costs	$2,683,077	$55,897	$39	$35	
Total Soft Costs	**$2,683,077**	**$55,897**	**$39**	**$35**	
% of Hard Costs	20.0%				
GRAND TOTAL	**$16,098,462**	**$331,010**	**$237**	**$211**	

Winthrop Middle School - Scheme 3
Opinion of Value

Unit Mix	% of Mix	#	SF	Rent	Rent/SF	Total $/Mo	Total SF
Community Center	2%	1	13,250	$ -	$ -	$ -	13,250
Fitness Retail	2%	1	1,500	$ 3,125	$ 2.08	$ 3,125	1,500
Retail Space	2%	1	9,300	$ 19,375	$ 2.08	$ 19,375	9,300
Studio	6%	4	625	$ 1,875	$ 3.00	$ 7,500	2,500
1 Bedroom	35%	22	800	$ 2,240	$ 2.80	$ 49,280	17,600
1 Bedroom - AFF	6%	4	800	$ 1,419	$ 1.77	$ 5,676	3,200
1 Bedroom + Den	6%	4	1,050	$ 2,940	$ 2.80	$ 11,760	4,200
2 Bedroom	35%	22	1,150	$ 3,105	$ 2.70	$ 68,310	25,300
2 Bedroom - AFF	6%	4	1,150	$ 1,622	$ 1.41	$ 6,488	4,600
Total	**100%**	**63**	**1,293**	**$ 2,722**	**$ 2.11**	**$ 171,514**	**81,450**

***Affordables based on City of Boston 80% AMI**
***Assuming Commercial Space rent at $25/SF NNN**

		#	SF	Rent
	Resi Market Rate Avg	**48**	**981**	**2,695**

Income		Budget	Per Unit Annual	Comments
	Base Rental Income	$2,058,168	$32,669	
	Parking Income	$42,600	$676	Assuming 71 Spaces at $50/month
	Retail CAM & Taxes	$96,999	$1,540	Assumed 18% reimbursement for expenses
	Other Income	$15,750	$250	
	Potential Gross Income	**$2,213,517**	**$35,135**	
	Vacancy @ 5.0%	$110,676	$1,757	
Effective Gross Income		**$2,324,193**	**$36,892**	

Expenses		Budget	Per Unit Annual	Comments
	Utilities	$47,250	$750	
	Make Ready/Turnover	$15,750	$250	
	Repairs & Maintenance	$63,000	$1,000	
	Marketing	$25,200	$400	
	General and Administrative	$15,750	$250	
	Management Fee (4.0%)	$92,968	$1,476	4.0% of EGI
	Real Estate Taxes	$259,964	$4,126	Based on 80% of construction costs
	Insurance	$15,750	$250	
Total Operating Expense		**$535,632**	**$8,502**	
		23.05%		
Stabilized NOI		**$ 1,788,561**	**$28,390**	

Capitalized Value at a "Return-on-Cost" of:

	7.25%	**$24,669,809**	**$391,584**
	7.50%	**$23,847,483**	**$378,531**
	7.75%	**$23,078,209**	**$366,321**

Less Total Development Costs	**($21,142,154)**	**($335,590)**	**(Excludes Land Acquisition Costs)**

Residual Value of Land	Return on Cost	Value	Value/Unit	$/SF
(Rounded)	**7.25%**	**$3,500,000**	**$55,556**	**$31**
	7.50%	**$2,700,000**	**$42,857**	**$24**
	7.75%	**$1,900,000**	**$30,159**	**$17**

Winthrop Middle School - Scheme 3

Gross Square Footage	**114,050**
Existing Square Footage	**20,000**
Square Footage less Existing Structure	**94,050**
Residential Square Footage	**70,000**
Residential Net Square Footage	**81,450**
Community Center	**13,250**
Retail / Daycare / Commercial	**10,800**
Net Rentable Area	**92,250**
Units	**63**

	Total Costs	Per Unit	Per NSF	Per GSF	Comments
Hard Costs					
Vertical Construction	$15,048,000	$238,857	$163	$160	Assuming $160/GSF
Parking Construction	$2,130,000	$30,000	$23	$23	Assuming 75 Parking Spaces
Contingency - Hard Costs	$440,462	$6,991	$5	$4	2.5% of Total Hard Costs
Hard Costs - Total	**$17,618,462**	**$275,849**	**$191**	**$154**	
Soft Costs					
Soft Costs	$3,523,692	$55,932	$38.20	$37.47	
Total Soft Costs	**$3,523,692**	**$55,932**	**$38**	**$31**	
% of Hard Costs	20.0%				
GRAND TOTAL	**$21,142,154**	**$335,590**	**$229**	**$185**	

Winthrop Middle School - Scheme 4

Opinion of Value

Unit Mix	% of Mix	#	SF	Rent	Rent/SF	Total $/Mo	Total SF
Community Space	1%	1	12,000	$ -	$ -	$ -	12,000
Fitness Retail	17%	1	4,700	$ 9,792	$ 2.08	$ 9,792	4,700
Retail Space	17%	1	7,400	$ 15,417	$ 2.08	$ 15,417	7,400
Studio	5%	5	625	$ 1,875	$ 3.00	$ 9,375	3,125
1 Bedroom	35%	35	800	$ 2,320	$ 2.80	$ 81,200	28,000
1 Bedroom - AFF	5%	5	800	$ 1,419	$ 1.77	$ 7,095	4,000
1 Bedroom + Den	5%	5	1,050	$ 2,730	$ 2.80	$ 13,650	5,250
2 Bedroom	35%	35	1,150	$ 2,875	$ 2.70	$ 100,625	40,250
2 Bedroom - AFF	5%	5	1,150	$ 1,622	$ 1.41	$ 8,110	5,750
Townhouse	6%	6	2,500	$ 3,400	$ 1.36	$ 20,400	15,000
Total	**100%**	**99**	**1,267**	**$ 2,477**	**$ 1.95**	**$ 245,263**	**125,475**

***Affordables based on City of Boston 80% AMI**
***Assuming Commercial Space rent at $25/SF NNN**

Resi Market Rate Avg	**75**	**980**	**2,606**

Income		Budget	Per Unit Annual	Comments
	Base Rental Income	$2,943,160	$29,729	
	Parking	$57,600	$582	Assuming 96 Spaces at $50/month
	Retail CAM & Taxes	$50,009	$505	Assumed 6.4% reimbursement for expenses
	Other Income	$24,750	$250	
	Potential Gross Income	**$3,075,519**	**$31,066**	
	Vacancy @ 5.0%	$153,776	$1,553	
Effective Gross Income		**$ 3,229,295**	**$32,619**	

Expenses		Budget	Per Unit Annual	Comments
	Utilities	$74,250	$750	
	Make Ready/Turnover	$24,750	$250	
	Repairs & Maintenance	$99,000	$1,000	
	Marketing	$39,600	$400	
	General and Administrative	$24,750	$250	
	Management Fee (4.0%)	$129,172	$1,305	4.0% of EGI
	Real Estate Taxes	$365,640	$3,693	Based on 80% of construction costs
	Insurance	$24,750	$250	
Total Operating Expense		**$781,912**	**$7,898**	
		24.21%		
Stabilized NOI		**$ 2,447,383**	**$24,721**	

Capitalized Value at a "Return-on-Cost" of:

7.25%	**$33,757,008**	**$340,980**
7.50%	**$32,631,774**	**$329,614**
7.75%	**$31,579,137**	**$318,981**

Less Total Development Costs	**($29,736,480)**	**($300,368)**	**(Excludes Land Acquisition Costs)**

Residual Value of Land
(Rounded)

Return on Cost	Value	Value/Unit	$/SF
7.25%	**$4,000,000**	**$40,404**	**$26**
7.50%	**$2,900,000**	**$29,293**	**$19**
7.75%	**$1,800,000**	**$18,182**	**$12**

Winthrop Middle School - Scheme 4

Gross Square Footage	**151,100**
Residential Square Footage	**112,000**
Residential Net Square Footage	**125,475**
Community Center	**12,000**
Retail / Daycare / Commercial	**12,100**
Net Rentable Area	**137,575**
Units	**99**

	Total Costs	Per Unit	Per NSF	Per GSF	Comments
Hard Costs					
Vertical Construction	$24,176,000	$244,202	$175.73	$160	Assuming $160/GSF
Contingency - Hard Costs	$604,400	$6,105	$4	$4	2.5% of Total Hard Costs
Hard Costs - Total	**$24,780,400**	**$250,307**	**$180**	**$164**	
Soft Costs					
Soft Costs	$4,956,080	$50,061	$36	$33	
Total Soft Costs	**$4,956,080**	**$50,061**	**$36**	**$33**	
% of Hard Costs	20.0%				
GRAND TOTAL	**$29,736,480**	**$300,368**	**$216**	**$197**	

APPENDIX D

Winthrop Middle School

Code Analysis Report

BUILDING, FIRE & ACCESS, INC.

17 Brian Road ◇ Lancaster, MA 01523

WINTHROP MIDDLE SCHOOL
RENOVATION AND RE-USE

141 PAULINE STREET, WINTHROP MA

Preliminary Chapter 34 Investigation & Evaluation Report

Prepared For:

Form + Place
797 Washington Street, Suite 3
Newton, MA 02460

BFA #160044.000

December 2, 2016

Executive Summary

Winthrop Middle School is an existing building in Winthrop, MA. The intent of this report is to provide some background on code compliance considerations for potential re-use schemes for the building, and the adjoining Auditorium and Gymnasium.

780 CMR Existing Building Code Method (Schemes 1, 2 & 3) **Scheme 4 requires new construction code compliance.**	Scheme 1 is a change in use for the middle school building. Recommend Work Area Method. Scheme 2 is a change in use with additions to both the middle school and the gymnasium. Recommend Work Area Method. Scheme 3 is a change in use for middle school and an addition for the gymnasium. Recommend Work Area Method. Scheme 4 is new construction. New construction code is required.
Uses (potentially)	<u>Middle School Building</u> Residential, R-2 – Apartments or Condominiums Daycare, E and/or I4 – Depends on age of clients Business, B – Offices Mercantile, M – Retail Assembly, A-2 – Restaurant/Food Service Storage, S-2 – Storage <u>Auditorium</u> Assembly, A-1 – Fixed Seat Auditorium with Stage <u>Gymnasium</u> Assembly, A-3 – Gym/Training Facility
Special Uses	It is assumed that there are/will be no hazardous materials in the building except those permitted under an exempt quantities approach. If a parking garage is created, it will be a special use under Chapter 4. Likewise, dwelling units are a special use under Chapter 4.
Historic	The building is not historic.
Mixed Use Approach	<u>Middle School</u> Non-separated Mixed Use Approach – A Non-separated mixed use is assumed on a given floor. Floor-to-floor the floor/ceiling assemblies are assumed rated for 2 hours (to be confirmed) and could be considered separated. However, given the existing building conditions, there is no benefit to a separated mixed use. <u>Auditorium and Gymnasium</u> Each is a single use building.

Executive Summary (Continued)

General Building Height & Area	Under Scheme 4 Proposed to be up to 5 stories but less than 70 feet. Maximum Footprint 27,250 gsf Maximum Aggregate 136,250 gsf Remaining Schemes Maximum 4 stories and varying areas
Construction Classification	Middle School Type IB, Noncombustible, 2 Hour Rated (based on visual observation). Auditorium & Gymnasium Type IIB, Nonrated Noncombustible
Exterior Walls & Openings	Middle School Any changes in the exterior walls will be required to comply with new construction criteria. Auditorium & Gymnasium Existing are acceptable provided no changes are made.
Exits	Middle School To be determined by interior layout. Minimum of two per story. Auditorium & Gymnasium Existing egress is acceptable.
Sprinklers	Middle School The building will need to be equipped with sprinklers. Auditorium & Gymnasium Depends on extent of work proposed. In cases of additions to the gymnasium, sprinklers will be required.
Standpipes	Middle School The building will need equipped with Class I standpipes. Auditorium & Gymnasium Existing conditions are acceptable.
Fire Extinguishers	Middle School, Auditorium & Gymnasium The buildings will need to be equipped with fire extinguishers.
Fire Alarm System	Middle School A fire alarm system will be required throughout. Auditorium & Gymnasium A voice alarm system is recommended for each building.

Executive Summary (Continued)

Emergency Responder Radio Coverage	Middle School Emergency responder radio coverage will be required. Auditorium & Gymnasium Not required but it is recommended that testing be performed
Accessibility	Middle School It is presumed that full accessibility will be required throughout. Auditorium & Gymnasium Full compliance will not be required unless the 30% threshold is reached. However, given the public use of the buildings, it is recommended that full compliance be achieved.

Table of Contents

Introduction 1
Background 1
Applicable Codes 1
Assumptions 1
Scheme 1 2
Middle School Building 2
Sprinklers 2
780 CMR 2
521 CMR 2
248 CMR 2
Auditorium & Gymnasium 2
Sprinklers 2
780 CMR 2
521 CMR 2
248 CMR 3
Scheme 2 3
Middle School Building 3
Sprinklers 3
780 CMR 3
521 CMR 3
248 CMR 3
Auditorium & Gymnasium 3
Sprinklers 3
780 CMR 4
521 CMR 4
248 CMR 4
Scheme 3 4
Middle School Building 4
Sprinklers 4
780 CMR 4
521 CMR 5
248 CMR 5
Auditorium 5
Gymnasium 5
Sprinklers 5
780 CMR 5
521 CMR 5
248 CMR 5
Scheme 4 6

INTRODUCTION

BACKGROUND

Form + Place has retained Building, Fire & Access, Inc. to provide fire protection, life safety, and accessibility consulting services to review the Renovation and Re-Use Winthrop Middle School. This report serves as a Preliminary Chapter 34 Investigation & Evaluation Report for the building. The term preliminary is used because the ultimate code application is dependent on proposed work within a given project which is not specifically known as yet. For the purpose of this report, the following schemes are considered:

1. Existing Middle School is converted to Offices and Auditorium & Gymnasium remain “As-Is”
2. Existing Middle School is partly demolished/added to create mixed use building with retail, residential & parking, Auditorium remains “As-Is”, and Gymnasium remains but is provided with an addition
3. Existing Middle School is converted to mixed use building with retail, residential & parking (small addition), Auditorium is demolished/replaced with an exterior amphitheater, and Gymnasium is provided with an addition
4. All buildings are razed and a new mixed use building is constructed along with some townhomes

APPLICABLE CODES

The following primary codes are applicable to the Building:

- **Accessibility** - Massachusetts Architectural Access Board, 521 CMR and the Americans with Disabilities Act Guidelines (2010 ADAAG).

- **Building** - Massachusetts State Building Code (780 CMR) Eighth Edition. 780 CMR is an amended version of the 2009 International Building Code.

    - **Existing Building Code** - International Existing Building Code, 2009, as amended by 780 CMR (IEBC).
    - **Mechanical** - International Mechanical Code, 2009, as amended by 780 CMR (IMC).
    - **Energy Conservation** – 2012 International Energy Code as amended by 780 CMR (IECC).

- **Fire Prevention** - Massachusetts Fire Prevention Regulations, 527 CMR.

    - **Electrical** - Massachusetts Electrical Code, 527 CMR 12.00. The Massachusetts Electrical Code is an amended version of the 2014 National Electrical Code (NFPA 70).

- **Plumbing** - Massachusetts Fuel Gas and Plumbing Codes, 248 CMR

- **Elevator** – Massachusetts Elevator Regulations, 524 CMR (an amended version of the 2004 Edition of ASME A17.1, Safety Code for Elevators and Escalators).

This report focuses on the key issues relative to compliance with 780 CMR and 521 CMR.

ASSUMPTIONS

The code review and this report have been prepared based on the assumption that If any hazardous materials are to be located within the building now or in the future, the amount of such materials will be limited to the exempt amounts permitted by 780 CMR under a control area method.

SCHEME 1

MIDDLE SCHOOL BUILDING

SPRINKLERS

Sprinklers will be required throughout under both MGL Chapter 148 Section 26G and 780 CMR.

780 CMR

The middle school building would be undergoing a change in use with alterations over 100% of the floor area. The prescriptive method would be recommended as the project would have to effectively comply with new construction criteria.

The existing construction type of IB could remain as an unlimited area B Use building is permitted for that construction classification.

All new fire protection systems are required. Elements of the existing means of egress are reusable to some extent, but upgrades would be required to each stairway and new elements may be necessary depending on the interior layout.

521 CMR

As the 30% assessed value threshold would be exceeded, the building would need to be made fully compliant with 521 CMR (and AADA). This would include all entrances needing to be accessible, elevators and public restrooms.

248 CMR

New bathroom facilities are required to comply with 248 CMR as an office building. New facilities are anticipated because of upgrades required for 521 CMR compliance.

AUDITORIUM & GYMNASIUM

SPRINKLERS

MGL Chapter 148 Section 26G is applicable but would only trigger sprinklers to be installed if the work exceeds 33% of the building area or the cost of the work exceeds 33% of the assessed value.

780 CMR would not trigger sprinklers unless 50% of the floor area were altered which is not anticipated.

780 CMR

The work area method would be recommended. These building will not be undergoing a change in use. Alterations are anticipated to be less than 50% of the floor(s) so the maximum classification would be Alterations Level 2.

The existing construction classifications are acceptable as is the existing egress (provided it is maintained). A voice alarm system is recommended.

521 CMR

If the 30% assessed value threshold is exceeded, the buildings would need to be made fully compliant with 521 CMR (and AADA). This would include all entrances needing to be accessible, elevators and public restrooms.

If the 30% threshold is not reached, but the $100,000 threshold is reached, then an accessible entrance is required. Also, if public restrooms, water fountains and telephones are provided, then one of each must be made accessible.

Under ADA, up to 25% of the renovation costs should be directed to the removal of barriers.

248 CMR

Existing bathroom facilities should be acceptable unless they are physically altered (like if they are upgraded to accessible). If they are altered, new facilities may be necessary.

SCHEME 2

MIDDLE SCHOOL BUILDING

SPRINKLERS

Sprinklers will be required throughout under both MGL Chapter 148 Section 26G and 780 CMR.

780 CMR

The middle school building would be undergoing a change in use with alterations over 100% of the floor area. The prescriptive method would be recommended as the project would have to effectively comply with new construction criteria.

The existing construction type of IB could remain as an unlimited area B Use building is permitted for that construction classification. An additions would also need to be Type IB.

All new fire protection systems are required. Elements of the existing means of egress are reusable to some extent, but upgrades would be required to each stairway and new elements may be necessary depending on the interior layout.

521 CMR

As the 30% assessed value threshold would be exceeded, the building would need to be made fully compliant with 521 CMR (and AADA). This would include all entrances needing to be accessible, elevators and public restrooms.

248 CMR

New bathroom facilities are required to comply with 248 CMR as an office building. New facilities are anticipated because of upgrades required for 521 CMR compliance.

AUDITORIUM & GYMNASIUM

SPRINKLERS

MGL Chapter 148 Section 26G is applicable and would trigger sprinklers to be installed because of the addition to the gymnasium. The auditorium would also need to be sprinkler protected as there does not appear to be a compliant fire wall to create separate buildings. If a fire wall can be created (and it is acceptable to the head of the fire department), the auditorium would only need sprinklers if the work exceeds 33% of the building area or the cost of the work exceeds 33% of the assessed value.

780 CMR

The work area method would be recommended. These building will not be undergoing a change in use. Alterations are anticipated to be less than 50% of the floor(s) so the maximum classification would be Alterations Level 2 but an Addition would be created to the Gymnasium.

If a compliant fire wall can be established between the auditorium and the gymnasium, the existing construction classifications would need to be reviewed, but upon initial review, a fire wall will not be needed for the resulting combined 26,625 gsf footprint area, 33,250 gsf aggregate area building.

If a compliant fire wall cannot be established between the auditorium and the gymnasium, a new fire wall would need to be created between the addition and the gymnasium

521 CMR

If the 30% assessed value threshold is exceeded (including the cost of the addition), the buildings would need to be made fully compliant with 521 CMR (and AADA). This would include all entrances needing to be accessible, elevators and public restrooms.

If the 30% threshold is not reached, but the $100,000 threshold is reached, then an accessible entrance is required. Also, if public restrooms, water fountains and telephones are provided, then one of each must be made accessible.

Under ADA, up to 25% of the renovation costs should be directed to the removal of barriers.

248 CMR

Existing bathroom facilities should be acceptable unless they are physically altered (like if they are upgraded to accessible). If they are altered, new facilities may be necessary. New bathrooms will be required for the addition area.

SCHEME 3

MIDDLE SCHOOL BUILDING

SPRINKLERS

Sprinklers will be required throughout under both MGL Chapter 148 Section 26G and 780 CMR.

780 CMR

The middle school building would be undergoing a change in use with alterations over 100% of the floor area. The prescriptive method would be recommended as the project would have to effectively comply with new construction criteria.

The existing construction type of IB could remain as an unlimited area B Use building is permitted for that construction classification. An additions would also need to be Type IB.

All new fire protection systems are required. Elements of the existing means of egress are reusable to some extent, but upgrades would be required to each stairway and new elements may be necessary depending on the interior layout.

521 CMR

As the 30% assessed value threshold would be exceeded, the building would need to be made fully compliant with 521 CMR (and AADA). This would include all entrances needing to be accessible, elevators and public restrooms.

248 CMR

New bathroom facilities are required to comply with 248 CMR as an office building. New facilities are anticipated because of upgrades required for 521 CMR compliance.

AUDITORIUM

The auditorium would be demolished. The new Amphitheater would need to comply fully with new construction criteria including 780 CMR, 521 CMR and 248 CMR. Public restrooms would need to be provided. (It may be beneficial to provide with the confines of the middle School building.)

GYMNASIUM

SPRINKLERS

MGL Chapter 148 Section 26G is applicable and would trigger sprinklers to be installed because of the addition to the gymnasium.

780 CMR

The work area method would be recommended. These building will not be undergoing a change in use. Alterations are anticipated to be less than 50% of the floor(s) so the maximum classification would be Alterations Level 2 but an Addition would be created to the Gymnasium.

The existing construction classifications would need to be reviewed, but upon initial review, a fire wall will not be needed for the resulting combined 25,000 gsf single story building. Type IIB Construction would be permitted.

521 CMR

If the 30% assessed value threshold is exceeded (including the cost of the addition), the buildings would need to be made fully compliant with 521 CMR (and AADA). This would include all entrances needing to be accessible, elevators and public restrooms.

If the 30% threshold is not reached, but the $100,000 threshold is reached, then an accessible entrance is required. Also, if public restrooms, water fountains and telephones are provided, then one of each must be made accessible.

Under ADA, up to 25% of the renovation costs should be directed to the removal of barriers.

248 CMR

Existing bathroom facilities should be acceptable unless they are physically altered (like if they are upgraded to accessible). If they are altered, new facilities may be necessary. New bathrooms will be required for the addition area.

SCHEME 4

Compliance with new construction criteria is required throughout. All portions would need to be sprinkler protected including the townhomes (unless certain compartmentation approaches are satisfied). The new primary building would need to be either Type IB Construction or special podium approach of Type VA over Type IB (or Type IIIA or IV).

End of Report

APPENDIX E

DHCD – Organizing for Economic Development Models and Options

ORGANIZING FOR ECONOMIC DEVELOPMENT MODELS AND OPTIONS

Introduction: Communities seeking to undertake and implement their community/economic development (development) goals and objectives have a wide range of organizational structures from which to choose. In selecting an organizational structure to undertake development, two key principles must be understood:

- The appropriate type of development organization(s) differs for every community. The actual choice will depend on the particular circumstances in each community.

- Development involves a diverse range of activities that may require a diverse range of institutions. A single economic development entity may not be able to carry out all of the activities required as part of a city, town or region's economic development agenda.

Each community in Massachusetts must design its own local organizational structure to achieve its economic development goals and objectives.

- Choose an organizational structure that fits your economic development strategy. Some are narrowly focused while some allow for a broader set of activities to be undertaken. The most fundamental difference among the different models involves the types of activities that they are eligible to undertake.

  Consider which economic development strategy is most **relevant** to your community and which tools are needed to implement that strategy.

  Identify which economic development organizations have the **capacity** to provide those tools.

- Choose an organizational structure appropriate to the geographic scope of the economic development problems being addressed -- neighborhood, municipal, regional.

- Choose an organizational structure that brings together the public and private sector stakeholders appropriate to the problems being addressed and appropriate to the proposed activities.

Problem: Few economic development participants operating within a municipality actually *coordinate* activities or operate under any *comprehensive plan* or system in which economic development policy and strategies are formulated and implemented.

100 Cambridge Street, Suite 300
Boston, Massachusetts 02114
www.mass.gov/dhcd
617.573.1100

Mechanisms to coordinate economic development efforts may be as simple as designing an improved communication system among municipal departments/agencies or using overlapping membership on part-time boards and commissions, or as complex as centralizing staffing and recordkeeping or establishing new municipal departments formed, staffed and mandated to undertake all economic development activities previously undertaken by separate agencies. In either case, it should be a system through which comprehensive economic development policy is defined and implemented.

- **Local economic development systems are fragmented.** Traditional municipal functional agencies such as sewer, water, roads, building inspections and human services; numerous elected or appointed quasi-independent bodies such as the planning board, conservation and historical commissions, redevelopment, boards of assessors and health; and other entities that have a direct or indirect relationship to economic development; do not, by themselves, have the capacity or the authority to deal comprehensively with economic development issues.

- **There is a confusing proliferation of economic development organizations and programs.** This often results in duplication or conflicting goals and objectives. Economic development requires a comprehensive approach that cuts across organizational boundaries.

- **There is often no clearly articulated and achievable goals or vision to direct or channel decisions made about economic development issues.** This contributes to fragmentation and ad hoc decision making.

- **Municipalities remain locked in reactive rather than proactive postures**. The issue of organizational structure often presents itself when an economic development opportunity or problem arises and there isn't enough time to undertake a strategic planning process.

- **Economic development is complex.** It requires increasing levels of expertise in such areas as financing, real estate development, hazardous waste remediation, retail recruitment and employment and training. Economic development is a lengthy process often taking years from inception, planning and implementation. Economic development also involves a diverse and often changing group of public and private sector actors. Limited staff capacity and the local reliance on volunteer labor make it difficult for municipal actors to effectively participate in economic planning and decision making.

Public intervention in economic development has been necessary because the efforts of private enterprise have not provided, and in some cases cannot provide, the necessary impetus to economic growth and development.

Problems including the assembly of suitable building sites, the provision of adequate public infrastructure & utilities, the unavailability of sufficient private capital for development and the inability of private enterprise alone to plan, finance and coordinate development projects, have made it difficult for private enterprise to lead the development process.

<u>Organizational Models and Options</u>: Major differences among the variety of economic development organizational structures include their purpose, legal structure, range of eligible activities, management and staffing and sources of funding.

1. Quasi-Public Agencies: ***A quasi-public institution is publicly chartered, but governed by an independent board comprised of public and private sector representatives.*** Since the majority, or all, of the board is appointed by local and state public officials, the public sector still maintains ultimate control over the direction of the institution.

- Quasi-public agencies centralize economic development activity and authority primarily outside the control of the local chief executive, as an *independent body, corporate and politic*. State statutes (e.g., M.G.L. Chapters 121B and 121C) are specific in granting major powers to an independent body not within a municipality's executive purview. They were created intentionally out of the mainstream of the political process in order to limit the ability of local governing bodies to exert control over their actions.

- Total control over the development process by elected officials serving short terms can lead to transient political considerations taking precedence over long-term economic growth considerations.

- Economic development should have some degree of separation from the political decision making process (e.g., staggered terms for board members makes it difficult for one political leader to gain control) and remain insulated from intensive political pressures.

- Economic development often requires a level of professional expertise (e.g., financial, real estate, human services) that the public sector working on its own, or one agency within a city or town, is often unable to assemble.

- Quasi-public institutions have more flexibility in their staffing and management than municipal line departments/agencies.

- Quasi-public institutions have many of the same powers as public agencies such as the ability to issue bonds secured against revenues from their programs and the power of eminent domain.

- However, independent status of quasi-public institutions has often resulted in strained relations among the various entities working on community and economic development.

2. Public Agencies: ***In some communities there is a very clear public agenda that has been developed.*** Local political leaders often have a specific concept of how development should occur in a community. They may also believe that they have a political mandate from the residents to pursue their vision of the community's development.

- Exercise strong local control and public oversight over economic development process.

- Coordinate a myriad of municipal agencies and other entities involved either directly or indirectly with economic development.

3. Public-Private Partnerships: ***A partnership can be organized as standard non-profit development organizations or they can seek special charter legislation from the Commonwealth.*** What distinguishes a partnership from governmental agencies and private sector organizations is that the board is not appointed by the public sector, but rather elected by its membership that includes representatives of both the public and private sectors.

- The resources of the public and private sectors are often complementary.

- Combined public-private involvement brings a balance of perspectives to the organization. If successful, this outreach can result in broad-based support throughout the community for an economic development project.

M.G.L. CHAPTER 121B -- REDEVELOPMENT AUTHORITIES

Most of the Redevelopment Authorities operating in Massachusetts were created to take advantage of the federal Urban Renewal Program, serving as vehicles for carrying out the federal mandate to eliminate blight from inner cities. Although the federal Urban Renewal Program no longer exists, Redevelopment Authorities continue to play a role in revitalization efforts under the state c.121B Urban Renewal Program.

Chapter 121B allows municipalities, through Redevelopment Authorities, to eliminate/develop substandard, decadent or blighted open areas for industrial, commercial, business, residential, recreational, educational, hospital or other purposes. Chapter 121B places great importance on the achievement of socio-economic development such as the provision of jobs for the unemployed, the addition of tax revenue to overburdened communities and/or the assemblage of developable parcels of sufficient size for the expansion or siting of industry or business.

Redevelopment Authorities have broad powers to plan and implement activities needed to redevelop underutilized, deteriorated or blighted open areas including the power:

- to establish rehabilitation and design standards
- to assemble and dispose of land, including the taking of real estate through eminent domain;
- to relocate businesses and residents occupying urban renewal sites;
- to demolish and/or rehabilitate substandard structures;
- to participate in real estate development and commercial revitalization
- to issue bonds, borrow money, and invest funds
- to receive grants and loans
- to accept gifts or requests

Redevelopment Authorities are particularly effective in large-scale and complex redevelopment projects and land assembly. The ability to use eminent domain powers make Redevelopment Authorities powerful tools for commercial revitalization, industrial park development, infrastructure improvements, facilities renovation and brownfield site remediation.

The process of appointing the board of a Redevelopment Authority is controlled by the public sector. In cities, the city council must confirm members appointed by the mayor or city manager. In towns, the board of selectmen must confirm members elected at a town meeting. The Commonwealth, through DHCD, appoints one member of the Redevelopment Authority board. Staffing levels vary depending on the size of the municipality and the type of activity undertaken according to an Urban Renewal Plan. At minimum, most Authorities consist of an executive director and a planning/ administrative assistant.

A Redevelopment Authority is not an agency of a municipality and therefore, does not answer directly to the chief executive. This affords the Authority more autonomy in planning and implementing revitalization programs.

The development of an urban renewal plan is necessary for a Redevelopment Authority to undertake specific projects. An urban renewal plan is subject to extensive public scrutiny. There are also very specific requirements in the c.121B regulations and in the state implementing regulations, 760 CMR 12.00, detailing the content of the urban renewal plan. Municipal officers and DHCD must all approve the urban renewal plan before it becomes effective thereby allowing the Redevelopment Authority to begin its implementation.

M.G.L. CHAPTER 43C -- COMMUNITY DEVELOPMENT DEPARTMENTS

Community Development Departments are consolidated offices within municipal government charged with the broad range of duties and tasks, both direct and indirect, involved in community and economic development. A municipality may create a community/economic development department through either Special Act of the Legislature or by local ordinance or by-law. A Community Development Department may be created by establishing a new organizational structure, building or improving upon existing communication practices, creating a "cabinet" type structure of all affected departments, commissions, boards, etc., or designating one agency to be "first among equals" in coordinating all relevant activities and programs.

Special Acts - c.43C: Section 12 of M.G.L. Chapter 43C, a "local option" statute, enables municipalities to create consolidated departments of community development that encompass all offices, agencies or entities participating in community development. A Community Development Department may perform all the functions of the offices, agencies or authorities whose functions have been superseded by the creation of the department.

Under c.43C, a community is able to assume the legal powers and duties of the numerous quasi-independent bodies operating at the municipal level and place such authority into a line department directly responsible to the chief executive. Consolidating the responsibilities and powers of the Redevelopment Authority (c.121B), the Planning Board (c.41), the Economic Development and Industrial Corporation (c.121C), the Industrial Development Finance Authority (c.40D) and any other municipal office, agency or entity engaged in community and economic development activities, serves to coordinate efforts. The coordination encourages a comprehensive planning and implementation approach to development. Chapter 43C also provides a local adoption process for accepting the provisions of Section 12 and requires passage of an ordinance or by-law to establish the Department.

Although many of the provisions are similar, most Community Development Departments reflect specific community goals, the predominant concerns of the community for ensuring that the Department will meet a local need and a continuation of the state/local community and economic development relationship. They are also able to achieve local coordination and control of community economic development activities.

Not all Community Development Departments consolidate the same agencies when they are formed. Reorganization may take many forms. For example, the quasi-legislative power of subdivision control, the power of eminent domain, the authority to purchase property for private sale or lease can be concentrated into one individual or body, responsible to or outside the control of the local chief executive. This decision must be resolved at the local level.

A Community Development Department may be authorized to undertake a wide range of activities including:

- planning
- acquire land through eminent domain
- improve property
- sell, lease, mortgage, transfer, exchange or otherwise dispose of property
- borrow money, invest money and issue bonds
- receive grants, loans or advances from federal/state/local government
- pledge the credit of the municipality
- finance pollution control facilities
- manage projects
- act as the Urban Redevelopment Authority under c.121A
- perform long-range physical, transportation, and human services planning
- determine land use and zoning restrictions
- enforce municipal codes
- perform inspections

Although they potentially possess the same range of powers as quasi-public institutions, the powers of Community Development Departments are somewhat circumvented because they function as municipal line departments subject to the oversight and control of the chief executive.

Chapter 43C stipulates that a Community Development Department must have an appointed director and a Community Development Board. The Commonwealth through DHCD must appoint one Board member. The Board may act as the Community Development Authority. In many cases, the Director of the Community Development Department becomes a one-person Authority. In the special acts creating Community Development Departments, the department is subject to an oversight/policy setting board/body.

A number of communities have consolidated and reorganized for the purposes of creating an effective and responsible community and economic development system. Among these are Arlington, Chelsea, Lawrence, Lowell, Lynn, Marlborough, Medford, Methuen, Milford, Newton, Peabody, Quincy, Springfield, Ware, Wareham, Weymouth and Worcester.

- **A strong community development board option:** If centralization of community development activity and authority functioning primarily outside the control of the local chief executive is determined desirable, then the municipality might consider the creation of a quasi-independent local board vested with broad authority that exists in the various local entities presently charged with development activity. The community development board could maintain its own professional and administrative staff which would be directly responsible to the board and which would operate outside the control of the existing municipal personnel system. This would allow the community development system to operate in an efficient manner with flexibility in its operation.

For example, Pittsfield established a Community Development Board to act on special permits applications, subdivision approvals, site plan reviews, approval of issuance of industrial revenue bonds, rezoning, urban renewal plans, c. 121A tax agreements and other matters that come before the board.

- **<u>A strong community development line agency</u>:** A municipality desiring to set up a system that would consolidate development activity and authority but not one which would possess the same properties of insulation and independence from the local chief executive's control, may consider placing the full discretionary authority and necessary powers of implementation into a line agency of the chief executive, staffed by a director of community development. The director might be vested with any or all of the discretionary authority currently provided for in Chapters 121A, 121B, 121C, 40D, and 41, redevelopment, economic development, industrial development, financing and subdivision review powers respectively. Other powers that are found in the legislation authorizing planning boards, historical commissions, conservation commissions or other local community development related entities might also be vested in the Community Development Department.

  This is potentially the most powerful community development system as it places the discretionary authority of various aspects of community development into one department. In order to maintain a certain degree of balance over local development activities, the authority for project review and approval, bond authorization and the use of eminent domain powers may be placed within the offices of the city council/mayor and board of selectmen. By dispersing authority outside the line agency, control of development powers can be realized without continuous interference with basic policy formulation, planning activities, project and developer selection and project execution.

  Many Community Development Departments create Community Development Boards to assume the functions of the Planning Board. They also create Community Development Authorities as single member authorities in order that bond and note issues of the redevelopment authority may continue. Also, future obligations of any authority that is incorporated into the new Community Development Department will be undertaken by the Community Development Authority. **This is necessary because legally, the Community Development Authority is not considered part of the municipal government and therefore, does not secure its projects with the general taxing power of the municipality.** Furthermore, an Authority, so created, can assume any future changes in state enabling legislation that has been incorporated into an "authority."

<u>Municipal Ordinance/By-Law</u>: A municipality may create a community/economic development department though an ordinance/by-law. Under the ordinance/by-law approach, the consolidated community development office would not possess any legal authority of implementation. This authority remains with the individual boards, commissions, authorities and corporations that possess powers and authority allowed by state legislation. Community Development Departments created by ordinance/by-law have primarily grant administration and planning functions for those activities where no state powers are being exercised. The responsibility for the community/economic development function may be vested in some entity within municipal government, whether it is an individual or a department.

However, the traditional local functional agencies do not generally have the capacity or the authority to deal comprehensively with community and economic development issues. The problem remains: How to coordinate these various actors into an effective community development system at the local level?

Reorganization includes determining:

- Which municipal bodies are involved in issues that affect community/economic development;

- Which aspect of development they are concerned; and
- The relationship of each to the other in respect to legal requirements and actual practices.

Convening regular meetings of community development-related municipal agencies/entities will help clarify policy directives and ensure that they are communicated in a consistent manner. A coordinated communication system is important because it can serve to promote mutual goals and concerns and build awareness of the benefits of joint, rather than independent, pursuit of local municipal interests. Communication links should also be established with quasi-public and other entities operating independently of municipal government so that working relationships of mutual benefit can be forged.

Background: Historically, many municipal agencies handling problems within the scope of community and economic development were created in response to programs funded by the federal government. Others were formed to carry out certain functions as directed or authorized by state legislation. Forced by the very specific nature of these federal categorical grant programs (e.g., grants including open space, urban beautification, historical preservation, water and sewer, urban renewal and

rehabilitation loans) and state initiatives to think project by project, community development was perceived and handled in fragmented and specific terms. Working independently within specific functional areas, most operated outside the authority or control of the local chief executive.

This changed in 1974, when many federal categorical programs were consolidated into block grants (Community Development Block Grant Program) for community development. These grants were sent directly to local chief executives instead of individual functional agencies. In contrast to earlier practices, municipalities administered CDBG funded projects through existing or newly formed line agencies directly responsible to the chief executive. In addition, under the block grant program, the meaning of community development was expanded to include a comprehensive physical, social and economic process and funds were available for a wider range of development activities.

Consequently, many municipal agencies were seen as having an impact on community development including sewer and water commissions, park commissions, historic commissions, conservation commissions, planning departments, planning boards, redevelopment authorities, human service agencies and building inspectors. At the same time, redevelopment authorities, among others, were created intentionally out of the mainstream of the political process in order to limit the ability of local governing bodies to exert control over their actions. This has often resulted in strained relations between the various entities working on community and economic development activities.

M.G.L. CHAPTER 121C - ECONOMIC DEVELOPMENT AND INDUSTRIAL CORPORATIONS

Under M.G.L. Chapter 121C, municipalities may establish EDICs to undertake development projects that eliminate and redevelop decadent, substandard or blighted open areas, create jobs to decrease substantial and persistent unemployment and stabilize communities. Local economic development projects must be implemented in accordance with economic development plans in designated economic development areas. Section 3 of c.121C authorizes the formation of consolidated EDICs by two or more municipalities.

Among the various entities that may be created under M.G.L. to facilitate development, EDICs have the strongest development powers. However, in contrast to the broader scope of projects allowed under c.121B, EDICs are restricted to industrial and manufacturing development. EDICs are authorized to:

- undertake economic development project planning and implementation
- acquire land through eminent domain
- develop, sell, convey, lease, mortgage, transfer or exchange property
- borrow and invest money and issue corporate as well as revenue bonds
- receive grants, loans or advances from federal/state/local government
- pledge the credit of the municipality
- finance pollution control facilities
- manage projects
- act as an Urban Redevelopment Corporation under c.121A

EDICs were originally created for the purpose of redeveloping blighted industrial areas in older cities and in urban areas where, without such a mechanism, viable economic development could not exist. Manufacturing and industrial sectors of the economy were targeted because of their potential for paying higher wages than wages paid by other labor sectors.

Towns must receive certification from DHCD in order to establish an EDIC. This requirement is not applicable to cities**.** Similar to a c.121B urban renewal plan, c. 121C stipulates that no activity can occur until an economic development plan has been prepared. In addition, the economic development plan is subject to a local review and approval process. However, unlike a c.121B Urban Renewal Plan, DHCD review and approval is not required for the plan to be accepted and implementation to occur. Although c.121C requires that certain information be included in the economic development plan such as geographical boundaries, goals and objectives and evidence of need, the process is less arduous and less regulated than that required of an Urban Renewal Plan.

Their abilities to accept money, issue bonds and take land by eminent domain for economic development allow EDICs to acquire and assemble parcels of land for the purpose of undertaking small and large-scale development projects.

The board of directors of an EDIC is comprised of seven members appointed by the municipality (city or town executive, with approval by the city council and board of selectmen, respectively), and includes representatives of industrial development, real estate, financing, low-income persons, municipal government and the public-at-large. In contrast to redevelopment authorities, the state does not appoint a member. Staffing is generally dependent on the size of the municipality.

EDICs Hybrids: In order to take advantage of the board powers available to EDICs under c.121C, a number of communities have used c.121C as the basis for special legislation that expands the range of eligible activities beyond industrial and manufacturing to include commercial, business, recreational, social services, educational and other nonindustrial projects. They may also limit the range of powers exercised by these organizational structures (e.g., eminent domain, issue bonds). By using special legislature to design its economic development entity, a municipality is able to add specific features that are relevant to its specific context.

- Everett established the Everett Development and Financial Corporation for the purposes of commercial revitalization and development.

- Amherst included provisions for the development, operation and maintenance of park and recreational land and facilities.
- Salem included possible development options for the city’s waterfront area.
- Framingham included exercise of c.121B powers, consultation with the Industrial Development Finance Authority and while targeting the town’s central business district, undertaking activities town wide.
- Brockton established the Brockton 21st Century Corporation to expand and revitalize its commercial business districts and to expand its tax base.
- Billerica established the Billerica Financial Development Corporation to expand the town’s tax base and to attract new commercial development and business activities town wide and in targeted areas.
- Watertown established the Watertown Arsenal Development Corporation to aid private enterprise or public agencies in the conversion and redevelopment of the former federal military arsenal site including commercial and residential uses.
- Quincy established the Quincy 2000 Corporation to assist and promote the development and expansion of business/commercial activities in targeted commercial districts and to expand the city’s tax base.

In this way, EDICs have become the primary economic development tool for many municipalities from which all planning and program implementation originates.

ORGANIZING FOR ECONOMIC DEVELOPMENT
QUESTIONS TO ASK

1. What is municipality's organizational structure for economic development?

   - municipal departments
   - quasi-public entities
   - volunteer organizations
   - extra-local entities

2. Who are the economic development stakeholders, local and regional?

3. What is the organization's missions/function?

   - Is this a shared vision or do different stakeholders have different points-of-view.
   - How are differences resolved.

4. What is the organization's jurisdiction?

5. How is its agenda set and implemented?

6. Are there gaps in who/what/where it operates?

7. Are there gaps in what the organization and its stakeholders want to achieve and its mission/agenda of the entity?

8. Who is available to fill this gap?

   - by expanding mission/agenda
   - by finding other resources/entity

9. What models are available?

   - What organizational structure has the capacity to provide the tools needed to implement strategy and meet needs?
   - Is this outside the local organizational structure?
   - How can local structure be expanded to include this model?

9\. Is this a long term or short-term solution to problem?

   - Can it be adapted to changing circumstances/needs?
   - How does it "fit" within community structure?

APPENDIX F

Collin's Center

Economic Trends Report

6-2014

Economic Trends Report, Prepared for the Town of Winthrop

Edward J. Collins, Jr. Center for Public Management, University of Massachusetts Boston

ECONOMIC TRENDS REPORT

Prepared for the Town of Winthrop

June 2014

Edward J. Collins, Jr. Center for Public Management

McCORMACK GRADUATE SCHOOL OF POLICY AND GLOBAL STUDIES

UMASS BOSTON

TABLE OF CONTENTS

Introduction **1**

Comparison Communities 1

Data Sources 1

Executive Summary **3**

Residential Population and Labor Force 3

Local Business Economy 3

Land Use Trends 4

Business Survey 4

History of Winthrop **5**

Residential Population and Labor Force **9**

Local Business Economy **23**

Land Use Trends **35**

Business Survey Results **43**

Appendix A – Spending in Households with Children **51**

Appendix B- Claritas Retail Gap Data **55**

INTRODUCTION

This *Economic Trends* report provides a multi-decade look at the economy of the Town of Winthrop. It is hoped that the report will serve as a reference guide for residents, business persons, and policy makers seeking to grow the local economy, using facts and data to help identify strategies and goals for the future.

The report contains information on change in resident population, since residents oftentimes are a natural market for the goods and services provided by businesses within the community; they can also serve as a ready workforce for those businesses. It also looks at the number and type of business establishments in town and the jobs they provide. In the land use chapter, the report discusses where commercial property is located in town and what patterns of land use and parcel size can be identified. Finally, the report describes the results of a business survey that took place in May 2014. The report is divided into four chapters: 1) resident population and labor force;2) local business economy; 3) land use; and, 4) survey results.

Comparison Communities

Where possible, Winthrop is compared to six (6) other waterfront communities in Massachusetts. These include: Beverly, Chelsea, Hull, Revere, Salem, and Swampscott. The communities range in population from 10,292 (Hull) to 51,755 (Revere), according to the 2010 U.S. Census, and housed between 1,316 jobs (Hull) and 20,875 jobs (Beverly). All have access to one or more of the MBTA's transit services, including commuter rail, subway, ferry, and/or bus service, and are within the commute shed to Boston. Salem has a privately operated ferry service to Boston, as Winthrop had between 2010 and 2013. Of all of the communities, Beverly is the farthest from downtown Boston to the north (22.9 miles) and Hull is the farthest to the south (18.9 miles). Closest to the Boston financial district by driving is Chelsea City Hall (4.9 miles, 9 minutes without traffic), followed by Revere City Hall (6.7 miles, 11 minutes without traffic) and then Winthrop Town Hall (7.0 miles, 16 minutes without traffic).[1]

On many data points, the report also compares Winthrop to the State average.

Data Sources

This report uses six (6) predominant federal or regional data sources described below:

- *U.S. Census Bureau, Decennial Census* – In addition to population, age, and ethnicity, the decennial census also captures information on household size and housing.
- *U.S. Census Bureau, American Community Survey* – The American Community Survey has replaced the "long form" previously distributed every ten years. Instead, sampling is done annually across the country. ACS data includes greater detail into type of job worked, industry, educational attainment, income, travel time to work, etc.
- *U.S. Census Bureau, County Business Patterns* – County Business Patterns provides the number of establishments and number of employees during the week of March 12 of each year. ZIP Code Business Patterns provides the number of establishments by employment-size classes by detailed industry in the U.S. at the ZIP code level.
- *Bureau of Labor Statistics, Current Population Survey* – The Bureau of Labor Statistics (BLS) within the U.S. Department of Labor is the principal Federal agency responsible for measuring labor market activity, working conditions, and price changes in the economy. Labor

[1] All distances measured to 100 Federal Street, Boston by Google maps.

force projections are based on expectations of the future size and composition of the population, as well as on the trends in labor force participation rates of different age, gender, race, and ethnic groups, a total of 136 separate categories. The Current Population Survey (CPS) is a monthly survey of households conducted by the Bureau of Census for the Bureau of Labor Statistics.

- *MetroBoston DataCommon* – The MetroBoston DataCommon provides information about the region's people and communities across a variety of topics - from arts and education to the environment and transportation. It is a partnership between the Metropolitan Area Planning Council and the Boston Indicators Project at the Boston Foundation.

- *Nielsen Company, Claritas Retail Market Place (RMP)* – Claritas Retail Market Place (RMP) data are derived from two major sources of information. The demand data come from the Consumer Expenditure Survey (CE Survey) prepared by the BLS. The supply data are derived from the Census of Retail Trade (CRT), prepared by the U.S. Census. Additional data sources are incorporated to create both supply and demand estimates. The difference between demand and supply represents the opportunity gap or surplus available for each merchandise line in the specified reporting geography. A positive value signifies an opportunity gap, i.e., demand within the radius is greater than current sales, while a negative value signifies a surplus, i.e., sales exceed the demand within the identified radius and customers are coming from elsewhere to purchase the available goods. Data was purchased for the 1-, 2-, and 3-mile radius of Bowdoin Street in Winthrop.

The Winthrop Assessing Department also provided valuable information regarding commercial property in town, and local businesses provided information and insights into business activity via the business survey.

EXECUTIVE SUMMARY

In recent years, Winthrop's economy has seen some significant declines, including a 40% drop in local jobs between 1990 and 2010. As a result, it currently offers less than 0.2 jobs per resident in the labor force, as compared to other communities that have one local job per resident in the labor force or more. This means the daytime population in town goes down significantly, which then further impacts the health of local businesses in a potentially spiraling effect. Although some of the current economic data appear grim, the process of reflecting on this important data only empowers the community as it seeks to develop strategies to grow the economy. On a positive note, most Winthrop survey respondents indicate that their revenues have increased in the past three years, indicating that they are emerging from the national recession.

Despite its challenges, Winthrop has tremendous strengths on which to build. It has a resident population that has a greater proportion of high school graduates than the State average (although fewer residents on average have advanced degrees) and a strong foundation of small and independent businesses that are committed to the community, in part because many business owners are town residents. Winthrop also has an outstanding physical environment, with its beaches, marsh, and views, and is incredibly well situated for quick access to Boston and Logan Airport. These are only a few of the strengths upon which an economic development strategy can be built.

The findings of this trends report include:

Residential Population and Labor Force

1. Winthrop's population has declined over the past half-century at the same time the median age has risen.
2. The level of educational attainment and median household income in Winthrop are less than State averages.
3. The number of Winthrop residents in the labor force has declined over the past two decades.
4. Winthrop residents use public transportation to get to work at a much higher percentage than the State average; their transit commute times are shorter than residents of other communities.
5. Winthrop residents most commonly work in the following industry sectors: *Educational Services, and Healthcare and Social Assistance*; *Information, Finance, Insurance, and Real Estate*; and, *Professional, Scientific, Management and Administration and Waste Management* services.
6. By occupation, Winthrop residents most often work in *Management, Business, Science, and Arts* and *Sales and Office*.

Local Business Economy

7. Since 1990, Winthrop has lost over 1,100 local jobs (-41%), a trend that is directly opposite other comparison waterfront communities.
8. Winthrop offers fewer than 0.2 jobs per resident in the labor force.
9. Winthrop's economy is dominated by small establishments; larger employers are scarce.
10. Winthrop's local economy today is most heavily comprised of jobs in the *Educational and Health Services* sector, *Leisure and Hospitality* sector, and *Trade, Transportation and Utilities* sector.
11. The amount that Winthrop residents spend on retail goods exceeds Winthrop's local retail sales by $204 million, i.e., the equivalent of 68% of the residential community's retail spending is done out of town.[2]

[2] Nielsen Solution Center, "RMP Opportunity Gap – Retail Stores", reports for 1-, 2-, and 3-mile radii of 294 Bowdoin Street, Winthrop, prepared on March 26, 2014.

Land Use Trends

12. Clubs and lodges represent the greatest non-residential use of land in Winthrop, followed by retail (including restaurants and services), and mixed use. Industry/warehousing and vacant/parking also utilize significant land area.
13. Winthrop is home to many small commercial parcels.[3] In fact, three-quarters of non-residential parcels are 10,600 square feet in size or smaller.
14. Most commercial properties contain buildings that are low in scale (two stories or less). Considerable land is taken up by parking.
15. Many commercial properties in Winthrop meet the definition of "underutilized," i.e., the value of the building on the property is less than the value of the land.
16. Commercial property generates limited revenue for the Town of Winthrop.

Business Survey

17. Overwhelmingly, survey respondents had started their own independent businesses. On average, they have been in business for 28 years.
18. Approximately one-half of respondents lease the space in which their business is located; others own the space or work from their homes.
19. Universally, respondents indicate that more revenue is generated from within Winthrop than from any other geographic area, and almost 85% of revenue is generated from within I-95. They also indicate that the majority of their employees live in Winthrop.
20. While most customers reportedly arrive at Winthrop businesses via private vehicle, respondents did acknowledge customers using other forms of transportation. Employees also tend to drive alone.
21. Over half of respondents indicated that the amount of business changes seasonally, with summer being most frequently reported as the busiest time.
22. Most business owners reported that revenues increased in the past three years, although some experienced decreases. Increased costs at times offset the growth in revenue.
23. "Word of mouth" was by far the most commonly used marketing tool among respondents, and the tool most often claimed as generating the greatest amount of new business.
24. The majority of respondents indicated that they opened their business in Winthrop, at least in part, because Winthrop is where they live.
25. Respondents indicated that finding qualified labor is difficult.
26. Making Winthrop Center more attractive was among respondents' suggestions for how Winthrop can help grow the local economy.

[3] It should be noted that there are instances where a property owner may own more than one abutting parcel, thereby effectively creating a larger parcel, but ownership information was not available to the project team so instances where this was the case could not be determined.

HISTORY OF WINTHROP[4]

The land that would eventually become Winthrop was first claimed by Englishman Samuel Maverick in 1624. Maverick built a fortified trading post at the confluence of the Mystic and Charles Rivers and is considered the first non-native settler in the Boston Harbor area. Maverick called his holdings "Winnisimmet," which is the native word for "good spring nearby." The peninsula soon became known as Pullen Poynt (Pulling Point), because the waters between Shirley Hill and Deer Island, then an actual island, were so rough as to make it difficult to navigate under sail. As a result, sailing vessels had to be pulled through using ropes thrown to people onshore.

In 1632, the peninsula was annexed by the new town of Boston, which had just become new capital of the Massachusetts Bay Colony; it was used for pasture land and the production of fodder. Shortly thereafter, in 1637, the land was divided into 17 parcels and given by Governor John Winthrop (1587-1649) to 15 prominent members of the Colony, which included himself and William Pierce, provided that they build homes on the land within two years. It is Governor Winthrop for whom the town is named. William Pierce and three others – Joseph Bill, Edward Gibbons, and John Oliver – fulfilled their requirements of ownership; the others did not. The Pierce parcel was eventually acquired by Deane Winthrop, one of John Winthrop's five sons, who enlarged the home in 1675. Additions were added over the years, and the home still stands at 40 Shirley Street. The Deane Winthrop House is the oldest continually occupied home in the United States. Decades after the initial homes were built, in the 1690s, Winthrop only contained four to five farms owned by the Bill, Gibbons, Oliver, and Winthrop families.[5]

As the Massachusetts Bay Colony population grew, the area's role as an agricultural center became more important. In fact, grains and grasses were harvested and brought to Boston to feed the livestock there, and animals grazing in Winthrop would provide food for colonists. In 1739, the area that would become Chelsea, Revere, and Winthrop split away from

Boston Harbor Map, 1693

[4] With assistance from Winthrop resident G. David Hubbard II.

[5] The followers of Anne Hutchinson, who lived in Winthrop in the 1630's, "were tried and banished for their religious beliefs in 1637/8." Winthrop Improvement and Historical Association, Winthrop Then & Now, p. 15.

Boston to become the Town of Chelsea.

By the mid-1700s, the Point Chelsea/Pulling Point peninsula was home to a successful fishing industry, in addition to continuing its agricultural importance. In 1753, "the Southern tip was named Point Shirley after the then Royal Governor William Shirley."[6] Following the battle of Lexington and Concord on April 19, 1775, the Colonial militia began a blockade of Boston by closing the narrow isthmus that connected Boston to the mainland. While the British were able to resupply the garrisoned city by sea, supplies continued to dwindle. To further constrain supplies from reaching the British Army, the Massachusetts Safety Committee on May 14, 1775 ordered the removal of all livestock and supplies from Chelsea and other waterfront communities to protect it from scavenging troops. On May 27 and 28, Colonial and British forces skirmished in the Battle of Chelsea Creek with the British forging party returning to Boston empty handed. Following the Colonial "loss" at Bunker Hill, the British reinforced their fortifications at the Charlestown neck and at other harbor approaches. At the time, the colonists built a 40 foot long and three foot high stone wall on Shirley Hill. The fortification was occupied by 17 men with muskets who remained there for 30 days protecting the harbor from the British. They departed after they learned they would no longer be paid for their time.

Boston Area Map, American Colonial Era

After the war, the peninsula remained largely an agricultural district with few industries except for a salt works that was founded in 1780 in place of the former fisheries on Point Shirley. Fifty years later, in 1830, Joseph Warren Revere, the youngest son and business partner of Revolutionary War hero Paul Revere, founded a copper mill at Point Shirley. The Point Shirley works would eventually be closed with production shifting to Canton, Massachusetts. By 1839, the first bridge would be built over the Belle Isle Marsh to connect the peninsula with Hog Island (now the Orient Heights neighborhood of East Boston). At the time, Winthrop was home to 139 residents and 23 buildings.[7]

In a continuing quest for autonomy, the area that is now Winthrop and Revere broke away from the Town of Chelsea to become North Chelsea in 1846. North Chelsea in turn would split again, to become Revere and Winthrop, with the town of Winthrop being incorporated in 1852. In 1842, Winthrop's first hotel, the Taft Inn, was built at the far end of Point Shirley. It offered rooms for 200 guests and dining for 1,000 and was accessed via ferry. A breakfast club, including such notable people as Ralph Waldo Emerson, met at the inn. The building was razed in 1952.[8]

In 1877, tracks were laid for the Boston, Winthrop, and Point Shirley Railroad. The narrow gauge spur started at the Boston, Revere Beach, and Lynn Railroad at what is now the Orient Heights Blue Line Station and

[6] Winthrop Improvement and Historical Association, p. 6.

[7] Winthrop Improvement and Historical Association, p. 7.

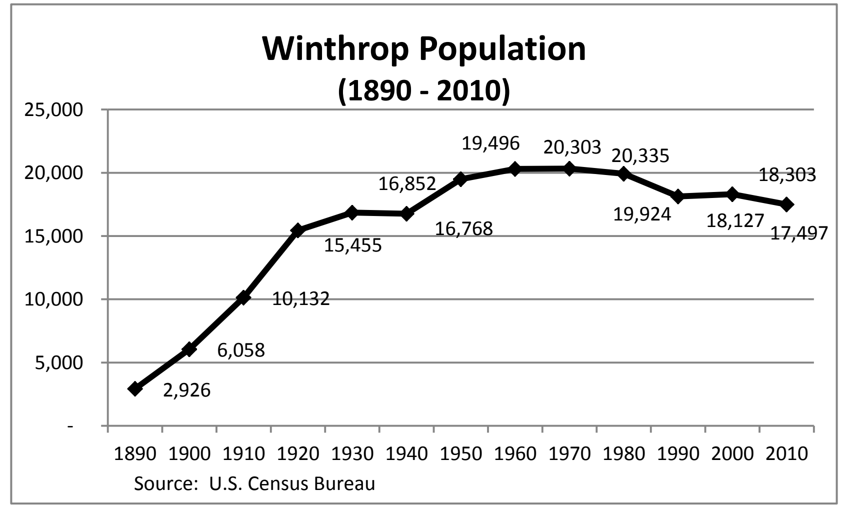
[8] Winthrop Improvement and Historical Association, p. 26 and conversation with G. David Hubbard II, June 10, 2014.

traversed the north and east side of town to Point Shirley on what is now Morton Street and Veterans Road. A second railroad entered town in 1880 when the Eastern Junction, Broad Sound Pier and Point Shirley Railroad began service. The Eastern Junction hugged the shoreline from Revere Beach to Point Shirley, where passengers could board a ferry to continue their journeys to Boston. The two railroads merged in 1880 to become the Boston, Winthrop, and Shore Railroad, which abandoned the Revere Beach alignment and realigned additional track to create the Winthrop Loop with nine stations.

Fort Banks was established in 1890 as part of a grand costal defense network up and down the eastern seaboard. At the start of the Spanish American War in 1898, land at Winthrop Heights was requisitioned to become Fort Heath. Both instillations served their country for some time, with Fort Banks being decommissioned in 1947 in the demilitarization following World War II. Fort Heath continued serving well into the cold war, providing support to the Nike Hercules surface-to-air missile systems until 1966.

With construction of the railroad, Winthrop began to grow, both as a suburban residential community and as a resort community. The residential population, which was 1,043 in 1880, grew almost three-fold by 1890, to just under 3,000 residents. Eventually, Winthrop was home to a reported 55 hotels. From the 1890s on, Winthrop was known for its neighborhoods – Delby's corner, Crest Avenue, French Square/Center, Point Shirley, McGees corner, and the Ocean Spray area, which each had small associated commercial areas.

In 1900, Dr. Metcalf opened the Winthrop Hospital on Winthrop Street, which remained in this location until the early 1930s. The hospital was then moved to Lincoln Street, where it employed as many as 200 people until 1992, when it closed. Among the factors that led to its closure was the increase in medical specialization since the founding of the hospital and the fact that the hospital relied upon Winthrop residents who began to access medical facilities in Boston and elsewhere in the region with increasing frequency.[9] A community health center took the hospital's place from 1992 until 1999, when it too closed. Since 1999, the property has remained vacant, with plans to convert it into senior housing being approved in 2012.



Deer Island eventually became part of the peninsula in 1938 as tide action from the Great New England Hurricane filled the Shirley Gut and the U.S. government built a road across facilitating the construction of Fort Dawes at the end of Deer Island in 1940. However, Deer Island continues to be part of the City of Boston.

Prohibition, the Great Depression, the advent of the automobile, and World War II resulted in changes to Winthrop. During the economic downturn and the war period, traveling to Winthrop for a vacation became less feasible for many families, and as the automobile became more affordable, they had options to go to other locations in Massachusetts. By 1940, Winthrop's rail lines were removed. Over time, the majority of hotels were torn down or converted to other uses, including rental

[9] Discussion with G. David Hubbard II, June 10, 2014.

housing. Today, Winthrop contains four lodging establishments, including the Harrington House B&B (3 rooms), Inn at Crystal Cove (28 rooms), Suburban Extended Stay (30 rooms), and the Winthrop Arms (9 rooms).

Winthrop Center has continued to serve as an important retail and service center throughout its existence, but it has faced increasing competition in recent years as a result of the emergence of suburban shopping malls in the 1950s and internet shopping, in very recent years. The conversion of the EB Newton School to the EB Newton Cultural Center has brought increasing activity back to Winthrop Center as people visit the Clock Tower Gallery, Winthrop History Room, the building's rehearsal space, community rooms, and Head Start Program.

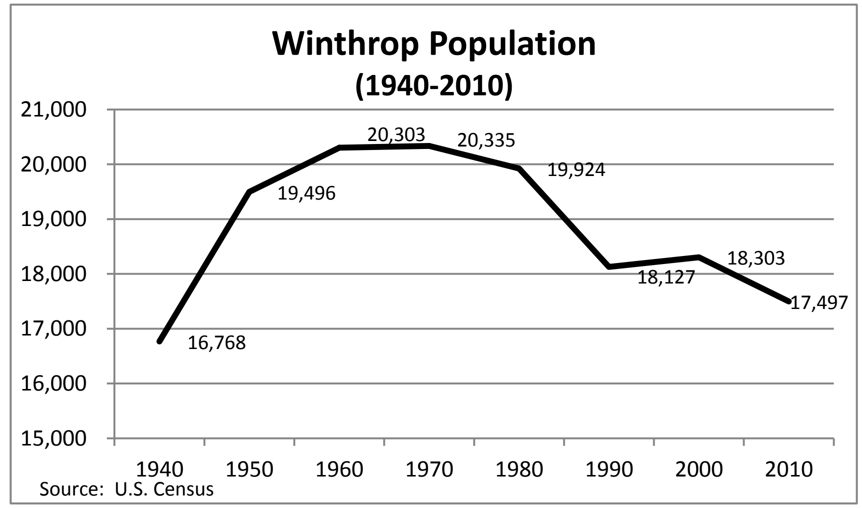
RESIDENTIAL POPULATION AND LABOR FORCE

1. Winthrop's population has declined over the past half-century at the same time the median age has risen.

After growing rapidly between 1940 and 1950, Winthrop's population leveled off and then declined from 1970 to 2010. Like most urban and inner-ring suburban communities, Winthrop experienced declines in population after World War II. Overall, Winthrop has lost over 2,800 residents (-14%) from its peak, falling from 20,335 residents in 1970 to 17,497 in 2010. This trend of declining population reversed itself in many urban areas and immigrant gateway communities in the U.S. during the past two decades, but not in Winthrop, which continued to fall in population. In fact, all of the comparison communities grew between 1990 and 2010, except Hull. Between 1990 and 2010, Beverly increased by 1,307 residents (3.4% growth), Chelsea by 6,467 residents (22.5% growth), Revere by 8,969 residents (21% growth), and Salem by 3,249 residents (8.5% growth).

Winthrop's pattern is somewhat unique in that the population stayed relatively level after WWII, until 1980, when a steep decline took place (-9%), followed by another decline from 2000 to 2010 (-4.4%). Recent data reveal an increase of roughly 440 residents in Winthrop between 2010 and 2012,[10] suggesting that Winthrop's population reversal is happening later than most. However, with only two years of data, it cannot be determined if the upward trend will continue.

At the same time the overall population decreased, Winthrop's median age increased, rising from 33.0 years of age in 1960 to 43.7 in 2010 (+10.7 years). This is a more extreme change than Massachusetts as a whole,



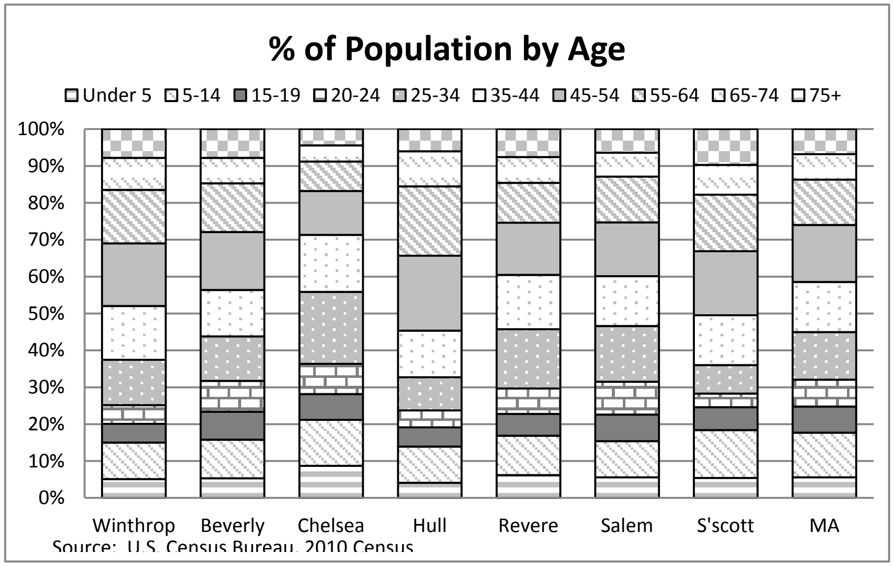
which increased in median age from 32.1 in 1960 to 39.1 in 2010 (+7 years). In contrast, several nearby communities have particularly low median ages today, including Boston (30.8), Chelsea (31.8), and Somerville (31.4). In terms of median age, Winthrop finds itself more closely aligned with communities farther outside the Boston metropolitan area, such as Beverly (40.1), Hull (47.4), and Swampscott (45.3).

When compared to the state average, Winthrop has a smaller percentage of children and youth, and a higher percentage of residents aged 55 and older. As of 2010, 20.1% of Winthrop residents were between the ages of 0-19, in contrast to 24.8% of Massachusetts residents. A total of 31% were aged 55 or older, where only 26% of State residents were in that age bracket.

The size of Winthrop's resident population and the composition of its households have a direct influence on the buying power of the community. In fact, the U.S. Census reports that the average retail expenditure per person in Massachusetts is $13,553 per year.[11] When taking into account

[10] U.S. Census, 2012 Population Estimate.

[11] U.S. Census Quickfacts, 2007.



the approximately 2,300 decline in resident population since 1960, this translates into a nearly $31.2 million reduction in retail spending.

Whether a child lives in a household affects spending patterns, as well. Data from the U.S. Department of Agriculture indicate that households in the Northeast spend a considerable amount per child each year, ranging from $13,788 for a child less than 1 year of age to $16,250 for a 15 year old.[12] (A description of the expenditure categories and what types of goods and services are included in each can be found in Appendix A.)

The formation of new households – in good economic times these are typically young adults leaving their parents' home or finding an apartment after college – also can contribute significantly to local spending. According to the New York Times, "(u)nder normal circumstances, each time a household is formed it adds about $145,000 to output that year as the spending ripples through the economy, according to an estimate last year from Mark Zandi, chief economist at Moody's Analytics."[13]

HOUSEHOLD SPENDING ON CHILDREN
Northeast U.S. – Urban and Suburban Communities
(Figures are for One Child by Age Only)

Age	Housing	Food	Transport	Clothing	Health-care	Childcare /Educ	Other	Total
< 1	$4,525	$1,588	$1,413	$925	$725	$4,063	$550	$13,788
10	$4,525	$2,675	$1,650	$850	$825	$3,013	$825	$14,363
15	$4,525	$2,888	$2,013	$1,100	$1,175	$3,788	$763	$16,250

Source: U.S. Department of Agriculture, 2014

[12] USDA, "USDA Cost of Raising A Child Calculator", retrieved from http://www.cnpp.usda.gov/tools/CRC_Calculator/default.aspx , April 22, 2014.
[13] Rampbell, Catherine, "Movin' Out", New York Times, November 9, 2012, retrieved from http://economix.blogs.nytimes.com/2012/11/09/movin-out/?_php=true&_type=blogs&_r=0, April 29, 2014.

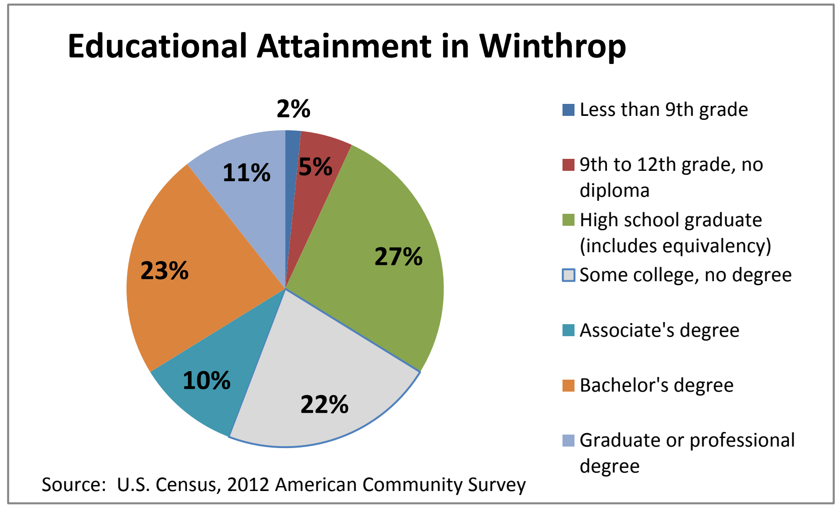
2. The level of educational attainment and median household income in Winthrop are less than State averages.

The percentage of Winthrop residents (aged 25 and older) who have earned higher level degrees (i.e., graduate or professional degrees) is less than the Commonwealth as a whole. In fact, only 11% of Winthrop residents hold advanced degrees, as compared to 17% across the State. While, on a positive note, the percent of residents with bachelor's degrees is higher than the Commonwealth, the rate of college attrition (i.e., adults who have some college education, but no degree) is significantly higher in Winthrop than across the State – 22% of Winthrop residents vs. the State average of 17% with "some college." Overall, the Town exceeds the Commonwealth in terms of residents with a high school degree or better, but it falls behind when comparing residents with bachelor's degrees or higher.

In addition, among the comparison communities, if the gateway cities[14] of Chelsea, Revere, and Salem are removed, Winthrop is found to have the lowest percentage of high school graduates and lowest percentage of residents with bachelor's degrees or higher. In Cambridge – a well-known outlier in the Boston metropolitan area – 73.8% of residents have a bachelor's degree or higher.

As is well recognized, in today's economy, jobs with higher levels of pay and benefits typically require higher levels of education, whether through an academic degree or technical training. (The table on the next page illustrates the relationship between level of education and income within Winthrop and across Massachusetts.)

Winthrop does stand out in some ways, however. First, the median income of workers with less than a high school degree is significantly



higher in Winthrop than the Commonwealth (+34.4%) and the comparison communities. Since employees with lower levels of education tend to work in hourly wage jobs, as opposed to salaried jobs, this may be because Winthrop residents are working more hours than other communities, or they may have access to higher-paying hourly jobs (the median earning in Winthrop divided by a standard work year of 2,080 hours translates into a wage of $14.69 per hour). No data source pinpoints the reason for this difference. The same is true for Winthrop residents with bachelor's degrees; they report earnings above the State average and the comparison communities.

Another difference is that the median earnings of the Winthrop residents with the highest level of educational attainment is significantly lower than the Commonwealth (-13.9%) and the comparison communities, with the exception of Chelsea. In terms of the impacts on local businesses, this means that not only do fewer Winthrop residents have higher level degrees, those that do are earning less than their peers in other communities.

If median earnings by education level is multiplied by the number of Winthrop residents aged 25 and above with that level of education, the

[14] The Commonwealth has identified 26 gateway cities. Under MGL Chapter 23, Section 3A, gateway communities have a population between 35,000 and 250,000, an average household income below the state average and an average educational attainment rate below the state average. The term "gateway" references the fact that there may be significant numbers of recent immigrants within the community.

EDUCATIONAL ATTAINMENT AMONG COMPARISON COMMUNITIES								
	Winthrop	**Beverly**	**Chelsea**	**Hull**	**Revere**	**Salem**	**Swamp-scott**	**MA**
< 9th grade	1.6%	1.8%	24.3%	2.7%	11.3%	5.2%	0.9%	4.9%
9th - 12th, no diploma	5.3%	4.1%	13.0%	3.1%	9.3%	6.7%	1.3%	6.0%
HS graduate	26.9%	24.9%	32.0%	26.2%	39.8%	24.2%	18.4%	25.9%
Some college, no degree	22.0%	18.9%	12.4%	22.2%	17.3%	18.5%	15.2%	16.6%
Associate's degree	10.4%	8.4%	4.5%	7.9%	5.7%	7.5%	7.7%	7.7%
Bachelor's degree	23.2%	24.6%	7.8%	22.9%	12.2%	24.2%	29.6%	22.2%
Grad or profess degree	10.6%	17.2%	5.9%	14.9%	4.4%	13.7%	26.9%	16.8%
% HS grad or higher	93.1%	94.0%	62.7%	94.2%	79.5%	88.0%	97.8%	89.1%
% Bachelor's degree or higher	33.8%	41.8%	13.8%	37.8%	16.7%	37.9%	56.5%	39.0%

Source: U.S. Census, American Community Survey (2008-2012)

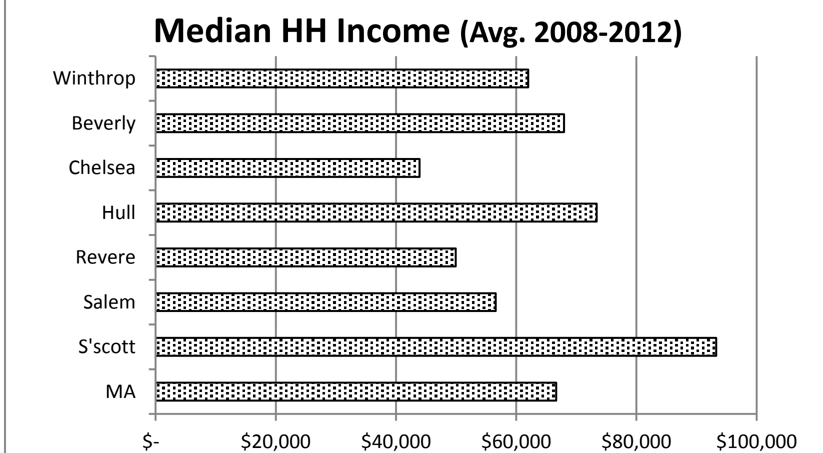
MEDIAN EARNINGS BY EDUCATIONAL ATTAINMENT (2012 dollars)								
	Winthrop	**Beverly**	**Chelsea**	**Hull**	**Revere**	**Salem**	**Swamp-scott**	**MA**
< HS graduate	$30,556	$23,542	$22,143	$22,153	$24,845	$23,346	$13,750	$22,741
HS graduate	$35,319	$34,352	$25,849	$34,712	$31,195	$33,145	$32,373	$32,190
Some college or Associate's degree	$41,675	$40,208	$34,774	$43,436	$39,553	$36,898	$50,139	$38,836
Bachelor's degree	$62,745	$54,382	$44,250	$49,455	$44,048	$51,271	$55,000	$55,467
Graduate or profess degree	$61,743	$68,454	$60,104	$77,443	$64,333	$67,215	$75,828	$71,690

Source: US Census, American Community Survey (2008-2012) relative buying power each group has can be determined.[15] From the table below, it can be seen that, based upon median earnings and the number of residents, those with "some college" or a bachelor's degree bring the most gross income into the Winthrop community. This is not the same in all communities. In Swampscott, for example, residents with graduate or professional degrees earn nearly $76,000 per year, and they represent a large portion of the total residential population. As a result, they are the largest income-generating segment of the Swampscott community.

GROSS EARNINGS BY LEVEL OF EDUCATION
(Winthrop residents aged 25+)

Level of Education	# residents	Gross Earnings
Less than HS graduate	927	$28.3M
High school graduate	3,612	$127.6M
Some college or assoc degree	4,351	$181.3M
Bachelor's degree	3,115	$195.5M
Graduate or prof degree	1,423	$87.9M

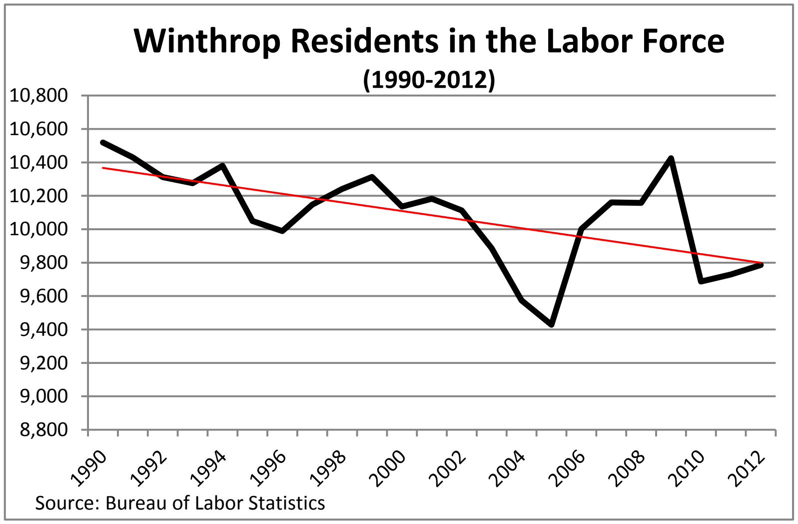
Overall, the median household income in Winthrop ($62,000) is 7% lower than the State average ($66,658), representing $4,700 less income in real dollars per household in Winthrop. Among the comparison communities, Winthrop finds itself in the middle, with Chelsea having the lowest household income at $43,919 per year and Swampscott at the highest level with $93,281 per household when averaging income earned between 2008 and 2012.



Source: U.S. Census, American Community Survey, 2012

[15] It should be noted that this does not represent actual income, as some residents with higher level degrees may be retired or underemployed and therefore generating less income than the median, and others may earn substantially more than the median. Additionally, since only median (as opposed to mean or average) data are available for this analysis, the figures likely understate the buying power of each category, especially among the highest level of education. Median is the midpoint of all of the responses submitted, as opposed to the average. In Winthrop, the mean household income is $62,000 per the U.S. Census American Community Survey where the average is $85,255.

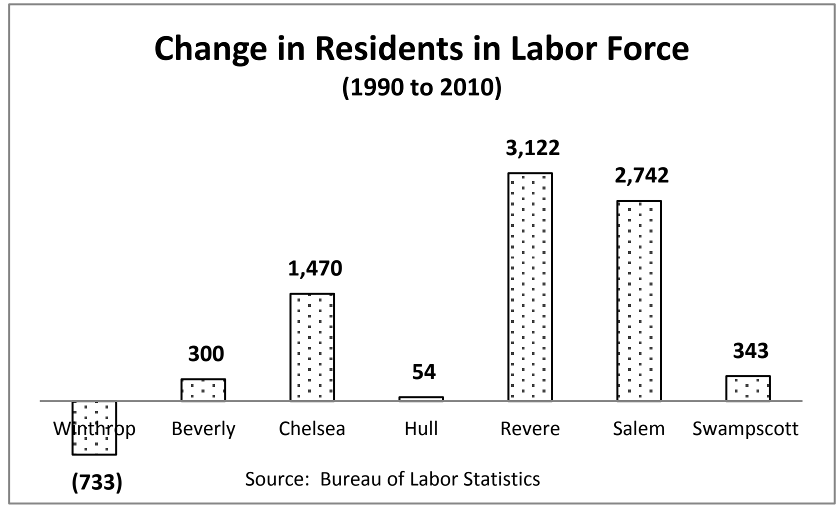
3. The number of Winthrop residents in the labor force has declined over the past two decades.



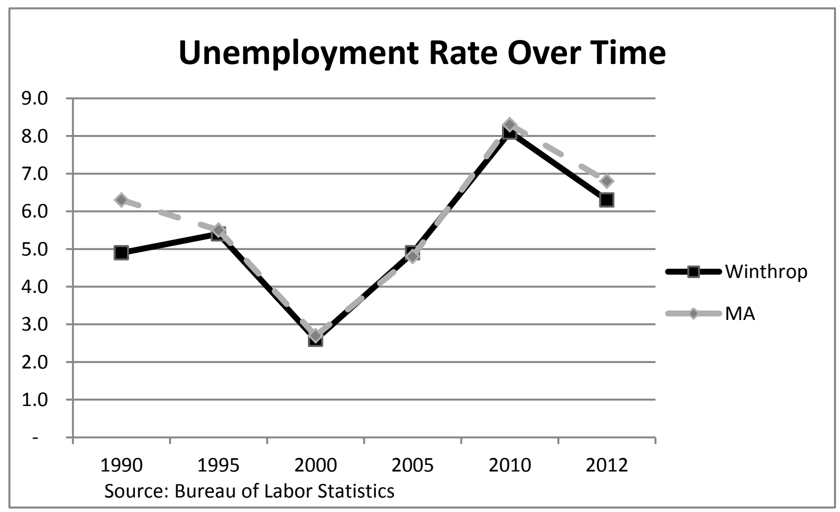
Since 1990, the number of Winthrop residents in the labor force has fluctuated, with significant peaks and valleys that do not directly align with the State and national economy. The reduction in the local labor force was most severe between 1999 and 2005 at the time when the Massachusetts economy was experiencing an extended period of growth. Another steep decline occurred in 2009-2010, a decline that more closely aligned with the Great Recession, even though economists indicate that the recession ended in the summer of 2009. Between 1990 and 2012, the absolute number of working residents declined by 733 workers (-7%). At the same time, Winthrop's overall population declined by 630 residents, revealing that the decrease in residents in the workforce exceeded that of the population as a whole.

WINTHROP WORKFORCE	
Labor Force	9,786
Employed	9,166
Unemployed	620
Unempl. Rate	6.3%
MA Unempl. Rate	6.8%

Source: BLS, 2012



Winthrop's reduced workforce contrasts directly with the comparison communities, which have all seen their labor force increase over the

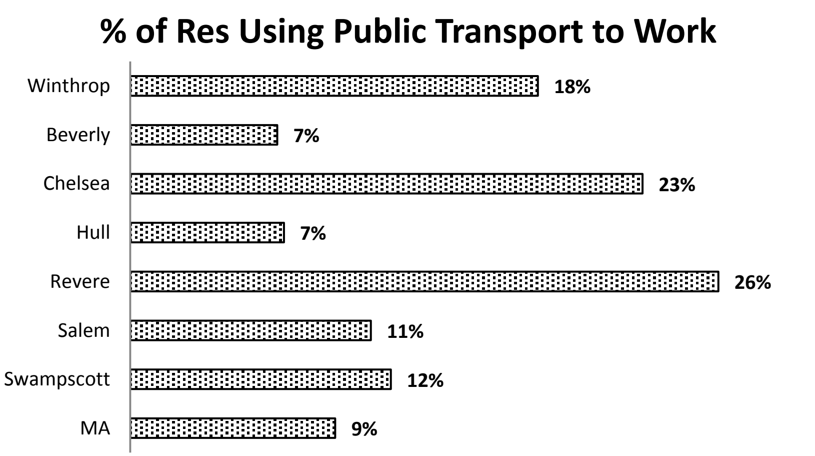


same period. Of particular note are the increases in resident workers in Revere (+3,122) and Salem (+2,742).

Despite the decline in the overall labor force, Winthrop's unemployment rate has moved in patterns similar to State averages since 1990. At times, including 1990-95 and 2010-12, Winthrop's unemployment rate has been lower than the State average. Specifically, in 2012, unemployment among Winthrop residents was 6.3%, when the State had a 6.8% unemployment rate.

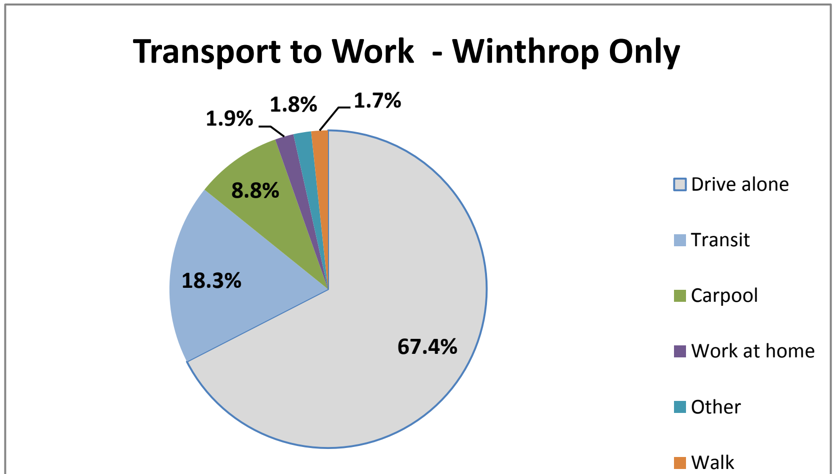
4. **Winthrop residents use public transportation to get to work at a much higher percentage than the State average; their transit commute times are shorter than residents of other communities.**

Winthrop residents use public transportation to commute to work at a rate almost twice as high as the State average: 18% of Winthrop residents vs. a State average of 9%. This translates into 1,651 Winthrop residents on average using public transportation each day during the work week.



Source: U.S. Census, American Community Survey (2008-2012)

In terms of transit commuters, Winthrop is only surpassed by Chelsea and Revere among the comparison communities and is not exceptionally far from the ridership share in the transit-rich communities of Brookline (26.4%) and Cambridge (26.5%). This is despite the fact that Winthrop does not have direct access to an MBTA station; instead, residents must take a MBTA-contracted and subsidized service (Paul Revere Transportation) to access the Orient Heights Blue Line Station. (It should be noted that the public ferry service in Winthrop was only in operation during a portion of the survey period. Ferry service with subsidy was available from 2010-12 and without subsidy in 2013. In addition, service was only available from May to October during these years.) Two comparison communities – Beverly and Hull – had a smaller percentage of transit riders than the Massachusetts average. Other Winthrop residents walk to work (153), use other means (162), or carpool (792).



Source: U.S. Census. American Community Survey (2008-2012)

Interestingly, a relatively small percentage of Winthrop residents work from home, a trend that is increasing across the U.S. Only 1.9%, or 172 residents, worked at home during the time of the ACS survey. This contrasts with the Commonwealth average (4.7%) and the communities of Beverly (5.2%) and Hull (4.4%). Other communities, such as Brookline and Cambridge, had even higher percentages of residents working from home, at 7.6% and 6.8%, respectively. Benefits of working at home include the shorter commute time and the additional "eyes on the street" where these residents live and work. Plus, more residents stay in their home community and might venture out for lunch or a coffee break during the work day.

COMMUTE TO WORK BY MODE								
	Winthrop	**Beverly**	**Chelsea**	**Hull**	**Revere**	**Salem**	**Swamp-scott**	**MA**
Drive Alone	67.4%	75.3%	49.2%	75.0%	57.9%	67.0%	76.0%	72.2%
Transit	18.3%	6.6%	23.0%	6.9%	26.4%	10.8%	11.7%	9.2%
Carpool	8.8%	5.8%	15.3%	6.8%	10.7%	9.6%	4.3%	8.1%
Work at home	1.9%	5.2%	1.9%	4.4%	1.4%	3.8%	3.3%	4.2%
Walk	1.7%	6.4%	8.2%	3.5%	2.1%	6.8%	3.0%	4.7%
Other	1.8%	0.7%	2.4%	3.4%	1.5%	2.1%	1.7%	1.6%

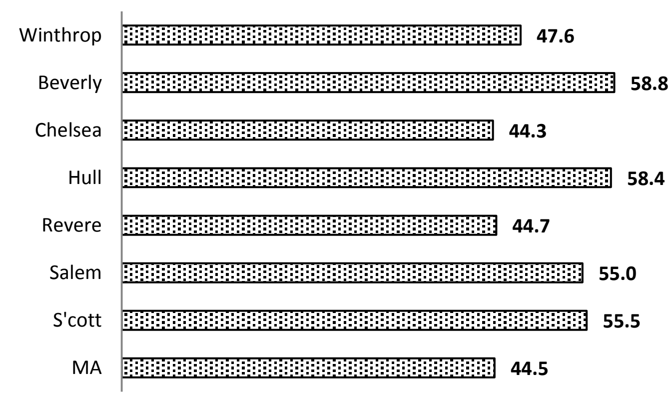
Source: U.S. Census, American Community Survey, 2008-2012

Across all modes of transportation, the time spent commuting to work by Winthrop residents was reported at just over 30 minutes. This is a few minutes higher than the State average, but commute times in the Commonwealth and across the comparison communities only had a 10 minute differential, ranging from 25.8 minutes (Beverly) to 35.2 minutes (Hull).

TRAVEL TIME TO WORK (all modes) (min)	
Winthrop	30.1
Beverly	25.8
Chelsea	29.2
Hull	35.2
Revere	30.1
Salem	28.4
Swampscott	29.7
MA	27.7

Where travel times did differ was with regard to travel by public transportation. In fact, the reported average commute time for Winthrop residents (47.6 minutes) is shorter than the times reported by residents of comparable waterfront communities. Beverly, Hull, Salem, and Swampscott all report average transit commute times of 55 minutes or more.

Mean Time to Work by Transit (min)



Source: U.S. Census, American Community Survey (2008-2012)

5. **Winthrop residents most commonly work in the following industry sectors: *Educational Services, and Healthcare and Social Assistance*; *Information, Finance, Insurance, and Real Estate*; and, *Professional, Scientific, Management and Administration and Waste Management* services.**

As was consistent in Massachusetts and the comparison communities, more Winthrop residents were employed in the *Educational Services, and Health Care and Social Assistance* industry sector than in any other sector. This sector includes teachers, doctors, nurses, and staff of social service agencies. The next two highest sectors – *Information, Finance, Insurance, and Real Estate* and *Professional, Scientific, Management, Administration, and Waste Management* – are also the next highest industry categories for Massachusetts, as well.

Where Winthrop residents differ is that a higher proportion work in *Arts, Entertainment, and Recreation and Lodging and Food Services* (+3.7%) and *Transportation, and Warehousing, and Utilities* (+5.2%) than the State average. Given the town's proximity to Logan Airport, Deer Island, and other transportation infrastructure, such as the nearby MBTA maintenance yard, it is perhaps not surprising that over 20% of residents work in these two industry sectors. Also of note is the fact that fewer Winthrop residents work in *Retail Trade* than the Massachusetts average and all of the comparison communities. Winthrop also has the smallest share of residents working in the *Manufacturing* sector.

RESIDENT EMPLOYMENT BY INDUSTRY SECTOR

	Winthrop	Beverly	Chelsea	Hull	Revere	Salem	Swamp-scott	MA
Educ services, health care / social assist	21.0%	24.3%	15.8%	21.6%	20.1%	24.9%	29.0%	25.7%
Info, finance, ins, & RE	12.8%	13.2%	9.0%	10.9%	10.1%	13.1%	12.0%	11.0%
Prof, scientific, mgmt, admin, waste mgmt	12.4%	10.7%	13.7%	9.6%	10.5%	12.3%	17.0%	12.5%
Arts, ent, recr, food, lodging	11.6%	7.5%	11.9%	8.2%	14.1%	8.6%	4.0%	7.9%
Transp, warehsng, utilities	9.0%	3.2%	3.5%	4.9%	8.0%	2.7%	4.6%	3.8%
Construction	8.0%	6.0%	7.9%	10.9%	6.3%	6.5%	4.1%	6.2%
Retail trade	6.6%	11.8%	11.2%	12.9%	11.7%	11.6%	10.1%	10.8%
Public administration	5.5%	4.3%	2.7%	6.9%	3.5%	3.7%	5.9%	4.0%
Other svcs (except publ admin)	4.3%	5.1%	7.0%	4.1%	6.3%	4.7%	3.5%	4.5%
Wholesale trade	4.2%	2.9%	3.8%	3.0%	3.0%	2.8%	3.8%	2.8%
Manufacturing	4.0%	10.8%	12.9%	5.0%	6.0%	8.5%	5.9%	10.1%
Armed forces	0.5%	0.1%	0.2%	0.8%	0.2%	0.2%	0.0%	0.2%
Agriculture & Mining	0.0%	0.1%	0.4%	1.2%	0.2%	0.3%	0.0%	0.4%

Source: U.S. Census, American Community Survey, 2005-2009

6. **By occupation, Winthrop residents most often work in *Management, Business, Science, and Arts* and *Sales and Office*.**

According to the U.S. Census Bureau, "(o)ccupation describes the kind of work the person does on the job"[16] and "(i)ndustry …describe(s) the kind of business conducted by a person's employing organization."[17] For example, someone who is a manager of a department store would be described of having an occupation of manager, but work within the retail industry. Information on occupational and industry are gathered by a series of questions of open ended questions that ask respondents what their duties are and where they work.

Among Winthrop's residents, 40% work in the broad category of *Management, Business, and Science and Arts Occupations*, 26% work in *Sales and Office Occupations*, and 17% in *Service Occupations.* (These categories are further broken down in the table on the next page.) Among the sub-categories, the most common occupations worked by Winthrop residents include:

- Office and administrative support occupations – 1,484 residents (16%);
- Management occupations – 1,182 residents (13%);
- Sales and related occupations – 883 residents (10%);
- Education, training, and library occupations – 609 residents (7%);
- Food preparation and serving related occupations – 575 residents (6%); and,
- Business and financial operations occupations – 571 residents (6%).

With the exception of food preparation, these occupations have reported median earnings in excess of $40,000 per year. However, only management occupations reported income above $70,000 per year. In addition, only a relatively modest number of Winthrop residents worked in some of the most highly paid occupations including:

- Arts, design, entertainment, sports, and media occupations ($82,969) – 139 residents;
- Architecture and engineering occupations ($80,469) – 125 residents;
- Computer and mathematical occupations ($73,179) – 239 residents;
- Health diagnosing and treating practitioners and other technical occupations ($64,063) – 280 residents;
- Law enforcement workers including supervisors ($62,813) – 97 residents;
- Installation, maintenance, and repair operations ($62,869); and,
- Health technologists and technicians ($62,549) – 254 residents.

As mentioned earlier, substantial education is required for each of these occupation types. Even installation and repair will typically require technical training or substantial on-the-job training to reach the higher levels of skill and experience.

WINTHROP RESIDENTS BY WORKER CLASS

	%	#
Private wage and salary workers	80.1%	7,360
Government workers	13.7%	1,008
Self-employed workers in own not incorporated business	5.8%	58
Unpaid family workers	0.4%	0
Total		**9,166**

Source: U.S. Census, Am Comm Survey, 2005-2009

[16] US Census Bureau, "Occupation", retrieved from http://www.census.gov/people/io/about/occupation.html, April 23, 2014.
[17] U.S. Census Bureau, "Industry", retrieved from http://www.census.gov/people/io/about/occupation.html, April 23, 2014.

In terms of where Winthrop residents work, the vast majority work for private employers, as is common in Massachusetts and in the comparison communities. Nevertheless, over 1,000 residents reported that they work for government agencies and 58 (est.) indicated that they were self-employed. A very small number (0.4%) reported that they worked for a family business and were unpaid.

WINTHROP RESIDENTS BY TYPE OF OCCUPATION			
Occupational Type	**Population**	**% of Total**	**Med Yrly Earnings**
Civilian employed population 16 years and over	9,228	100%	$45,978
Management, business, science, and arts occupations:	**3,728**	**40%**	**$63,140**
Management, business, and financial occupations:	**1,753**	**19%**	**$69,474**
Management occupations	1,182	13%	$73,929
Business and financial operations occupations	571	6%	$50,750
Computer, engineering, and science occupations:	**467**	**5%**	**$72,460**
Computer and mathematical occupations	239	3%	$73,179
Architecture and engineering occupations	125	1%	$80,469
Life, physical, and social science occupations	103	1%	$58,438
Education, legal, community service, arts, and media occupations:	**974**	**11%**	**$47,451**
Community and social services occupations	70	1%	$46,731
Legal occupations	156	2%	$50,991
Education, training, and library occupations	609	7%	$45,211
Arts, design, entertainment, sports, and media occupations	139	2%	$82,969
Healthcare practitioner and technical occupations:	**534**	**6%**	**$63,133**
Health diagnosing and treating practitioners and other technical occupations	280	3%	$64,063
Health technologists and technicians	254	3%	$62,549
Service occupations:	**1,602**	**17%**	**$22,345**
Healthcare support occupations	**110**	**1%**	**$26,875**
Protective service occupations:	**281**	**3%**	**$50,655**
Fire fighting and prevention, and other protective service workers including supervisors	184	2%	$40,673
Law enforcement workers including supervisors	97	1%	$62,813
Food preparation and serving related occupations	**575**	**6%**	**$18,750**
Building and grounds cleaning and maintenance occupations	**239**	**3%**	**$24,625**
Personal care and service occupations	**397**	**4%**	**$17,198**
Sales and office occupations:	**2,367**	**26%**	**$43,029**
Sales and related occupations	883	10%	$44,883
Office and administrative support occupations	1,484	16%	$40,192
Natural resources, construction, and maintenance occupations:	**744**	**8%**	**$62,069**
Construction and extraction occupations	371	4%	$61,131
Installation, maintenance, and repair occupations	373	4%	$62,869
Production, transportation, and material moving occupations:	**787**	**9%**	**$36,741**
Production occupations	182	2%	$33,269
Transportation occupations	424	5%	$42,121
Material moving occupations	181	2%	$31,488

Source: U.S. Census, American Community Survey, 2008-2012

THIS PAGE IS INTENTIONALLY BLANK

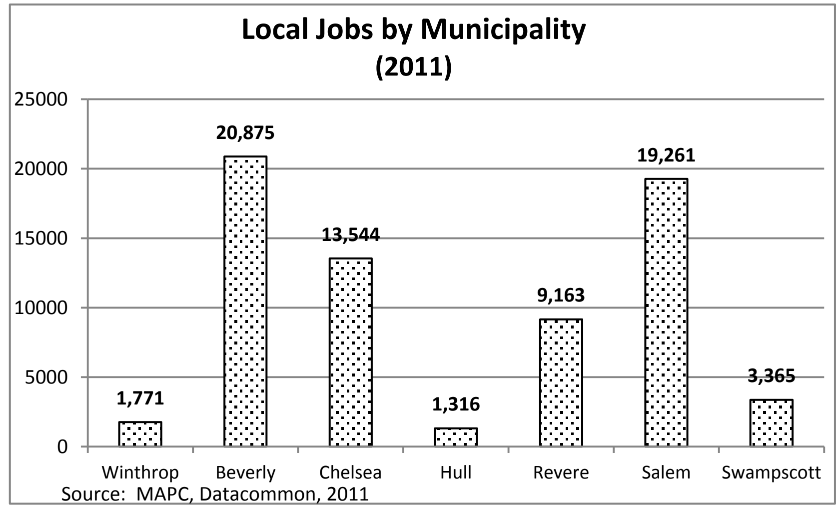
LOCAL BUSINESS ECONOMY

7. Since 1990, Winthrop has lost over 1,100 local jobs (-41%), a trend that is directly opposite other comparison waterfront communities.

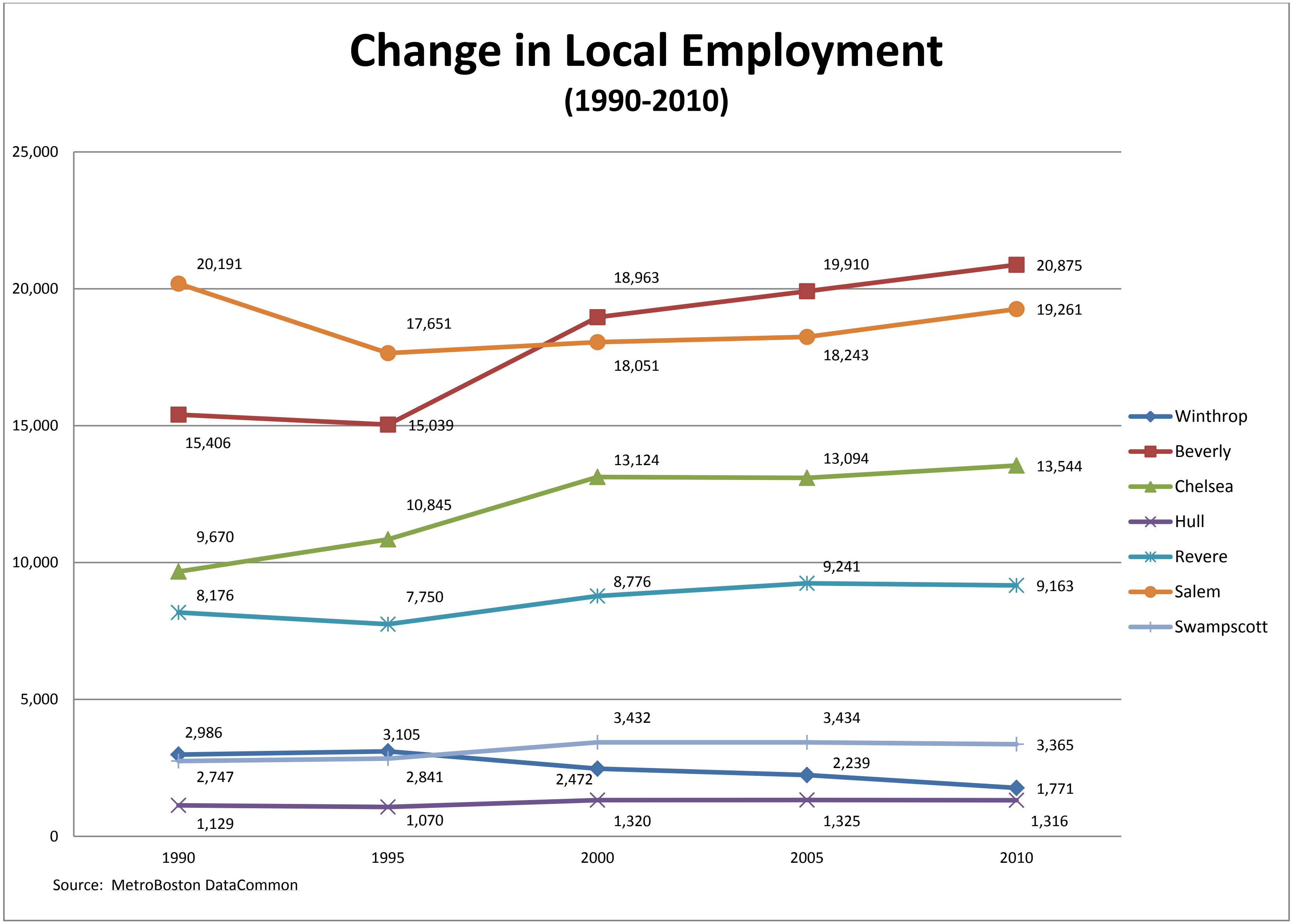
For over 20 years, Winthrop has been experiencing a steep decline in local employment. In 1990, Winthrop businesses offered 2,905 jobs in various employment sectors, a figure that had fallen to 1,798 by 2011 – a net loss of 1,107 jobs or a 41% decrease. The declines over each decade – 1990-2000 and 2000-2011 – were nearly the same, with the loss of 596 jobs between 1990 and 2000, and 511 jobs between 2000 and 2011. However, as a percent of total jobs, the more recent decline represents a larger proportion of the total jobs remaining in town. (It should be noted that the March 2014 Zip Code Business Patterns reports a further decline to 1,368 jobs; however, it does not offer the breakdown by sector that the 2011 data does, so the more detailed analysis must rely on 2011 data.)

The two decades of job decline in Winthrop are in direct contrast to the comparison communities, even when taking the 2008 recession into account. In fact, all of the comparison communities have seen some growth in jobs numbers between either 1990 and 2000 or between 2000 and 2010, even if they had declines in one of the two decades. Of particular note are Beverly (+35.5%), Chelsea (+40%), Hull (+17%), and Swampscott (+22%). Salem experienced a downturn in the early 1990s, but then experienced consistent increases in employment starting in 1995. Hull, which had less than half of the number of jobs that Winthrop had in 1990, was approaching parity with Winthrop by 2010.

Since 2001, Winthrop's job loss has been most prominent in the *Education and Healthcare* sectors, down 31% (243 jobs), and *Trade,*



Transportation and Utility sector, down 38% (158 jobs). Unfortunately, these are two of the top three job sectors driving Winthrop's local economy. The *Professional and Business* sector also underwent a large percentage decrease, a 54% decline with the loss of 98 jobs, as did the *Goods Producing* sector with a 40% decline and loss of 98 jobs. Some of the job losses were offset by increases in *Leisure and Hospitality* jobs (+60 jobs) and *Other* jobs (+33 jobs), but these were modest increases relative to the overall loss.

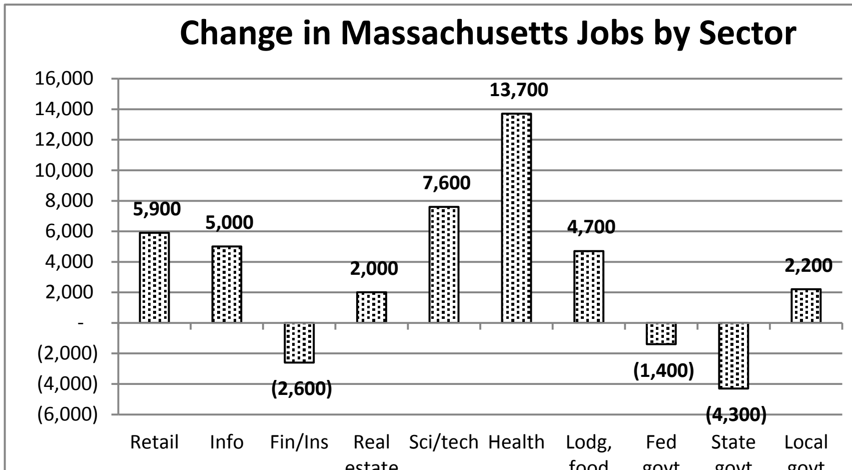

Change in Local Employment
(1990-2010)
25,000
20,000
15,000
10,000
5,000
0
1990
1995
2000
2005
2010
Winthrop
Beverly
Chelsea
Hull
Revere
Salem
Swampscott
20,191
17,651
18,051
18,243
19,261
15,406
15,039
18,963
19,910
20,875
9,670
10,845
13,124
13,094
13,544
8,176
7,750
8,776
9,241
9,163
2,986
3,105
2,472
2,239
1,771
2,747
2,841
3,432
3,434
3,365
1,129
1,070
1,320
1,325
1,316
Source: MetroBoston DataCommon

JOB CHANGE BY SECTOR (2001-2011)				
	# Jobs 2001	# Jobs 2011	# change	% change
All jobs	**2,309**	**1,798**	**-511**	**-22%**
Service Industries	**2,064**	**1,650**	**-414**	**-20%**
Edu and Hlth	794	551	-243	-31%
Transp, Trade & Util	414	256	-158	-38%
Info Tech	22	N/A	N/A	
Prof and Business	180	82	-98	-54%
Construction	162	134	-28	-17%
Financial Activities	104	114	10	10%
Leisure & Hospitality	254	314	60	24%
Manufacturing	0	14	14	
Other	126	159	33	26%
Goods Producing	**245**	**147**	**-98**	**-40%**

Source: MetroBoston Datacommon

On April 18, 2014, the *Boston Globe* reported that total employment in Massachusetts had reached a record high – higher than 2001, prior to the Great Recession. The paper further reported on those employment sectors that had seen significant one-year growth, and those that declined over the same time period, i.e., between March 2013 and 2014. While one year's data does not indicate a trend, the sectors that saw the most growth are those that are well recognized as strengths in Massachusetts. Of particular note is the dramatic increase in healthcare jobs across the Commonwealth (+13,700) and science/technology (+7,600), and the meaningful increases in retail (+5,900) and information (+5,000).[18]

Other than retail, which is combined with Leisure and Hospitality in the MetroBoston DataCommon, Winthrop does not have much presence in the dominant growth areas. While Winthrop does have 31 employers in the health and social services sector, not all are health based – eight (8) are childcare providers and eight (8) are homes for the elderly or disabled. Of the 15 remaining, most are modest in nature. Of the 13 businesses that are treating physicians, chiropractors, or dentists, 11 of them have nine (9) or fewer employees.



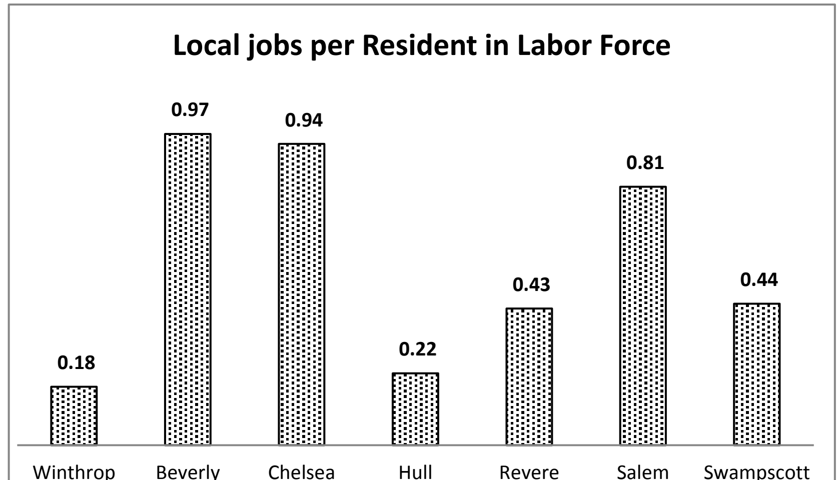
Source: Boston Globe, April 2014

[18] Woolhouse, Megan, "Employment hits a record 3.4m in March", Boston Globe, April 18, 2014.

8. **Winthrop offers fewer than 0.2 jobs per resident in the labor force.**

In 2010, Winthrop was host to 0.1 jobs per resident and 0.18 jobs per resident in the labor force.[19] These figures were the lowest among all of the comparison communities, which offered between 0.22 jobs for every resident in the labor force (Hull) to 0.97 jobs (Beverly). Cambridge, while not among comparable communities, offers 1.77 jobs for every resident in the labor force.

The number of jobs per resident in the labor force influences the local economy in a number of ways. First, in communities where the number of working residents is relatively even with the number of jobs, the daytime population of the community is approximately that of the evenings and weekends. This means for local businesses, such as restaurants and retail shops, the potential customer base remains relatively constant throughout the day. In communities with very few jobs per resident in the labor force, the daytime population will fall significantly during the week, since most residents will leave town for work. In Winthrop, with 9,228 residents in the labor force and only 1,798 jobs, the daytime population can be expected to fall by approximately 7,400 persons each week day, a very significant decrease in a community with 17,497 residents in 2010.[20] Secondly, in communities with larger employment bases, residents have a greater potential to find work close to home, thereby reducing commute times and increasing the potential that they would purchase typical goods and services closer to home. Most shoppers will try to purchase groceries and other small incidentals either close to their work or close



Source: U.S. Census, 2010, and County Business Patterns

to their home so as to reduce the number of side trips during their commute home or to work. Residents who work near their home may also build stronger relationships with local merchants who they might see during the work day, as opposed to only on the weekend or in the evening.

In communities like Cambridge, where the number of jobs exceeds the number of resident workers, the daytime population of the community goes up. As can be seen in Kendall Square, Central Square, and other parts of Cambridge, where large number of workers are located, foot traffic to local cafés, restaurants, and other shops can be quite high.

Report indicate that employers are finding that the type of workers they are most seeking (i.e., those with backgrounds in technology and science) desire shorter commutes and want to work in environments with an active street life where they can go out during lunch or immediately following the end of the work day. "To put it simply, the suburbs have lost their sheen: Both young workers and retiring Boomers are actively seeking to live in densely packed, mixed-use communities that don't require cars—that is, cities or revitalized

[19] Based upon population increase since 2010 (American Community Survey, 2012) and employment decrease in 2014 (Zipcode Business Patterns, March 2014), this ratio may be as low as approximately 0.14 jobs per resident in the workforce at the time of writing.
[20] Note that this does not take into account the fact that some residents may work late evening or night time shifts.

outskirts in which residences, shops, schools, parks, and other amenities exist close together."[21]

[21] Wieckowski, Anna, Harvard Business Review, "Back to the City", May 2010, retrieved from http://hbr.org/2010/05/back-to-the-city/ar/1, April 25, 2014.

9. **Winthrop's economy is dominated by small establishments; larger employers are scarce.**

The U.S. Census ZIP Code Business Patterns reports that of the 240 businesses[22] located in Winthrop in 2011, only 11 had over 20 employees, and only one of these had between 50 and 99 employees. On the other end of the spectrum, 152 businesses (63%) had between 1 and 4 employees, 49 (20.4%) had between 5 and 9 employees, and 28 (11.7%) had between 10 and 19 employees.

WINTHROP EMPLOYERS BY # OF EMPLOYEES						
Industry Sector	**Total**	**1-4**	**5-9**	**10-19**	**20-49**	**50-99**
TOTAL	240	152	49	28	10	1
Retail trade	37	24	8	3	2	0
Other svcs (exc. public)	37	26	9	1	1	0
Construction	35	30	4	1	0	0
Health care & social asst	31	9	9	11	1	1
Lodging / food services	24	9	7	3	5	0
Prof, scientific, tech svcs	15	13	2	0	0	0
Finance & insurance	11	5	2	4	0	0
Real estate	11	9	2	0	0	0
Arts, entertain, & rec	10	7	1	2	0	0
Admin, Waste Mgmt Srvs	8	6	2	0	0	0
Transp & warehousing	7	5	1	0	1	0
Wholesale trade	5	3	1	1	0	0
Educational services	5	3	0	2	0	0
Manufacturing	2	1	1	0	0	0
Information	2	2	0	0	0	0

Source: ZIP Code Business Patterns- 2011 US Census

Each of the industry sectors is broken down into smaller industries, revealing greater detail about the types and size of businesses. For example, Winthrop's sole business reporting more than 50 employees is a childcare provider, whose business falls within the *Healthcare and Social Assistance* sector. Overall, Winthrop houses seven (7) reported childcare providers, three of which have nine (9) or fewer employees, three which have between 10 and 19 employees, and the large one with more than 50 employees.

Among those businesses with 20-49 employees, the majority (5 businesses) are in the *Lodging and Food Services* sector. This can be further broken down to reveal that three of the five are full service restaurants, one is a limited service restaurant, and one is a "snack and non-alcoholic beverage bar." Also within the *Health Care and Social Assistance* sector is one business with 20-40 employees – an ambulance service. The one business within *Transportation and Warehousing* sector that has 20-49 employees is a bus transportation company. Interestingly, the two reporting nursing care facilities indicated they only had between 10 and 19 employees.[23]

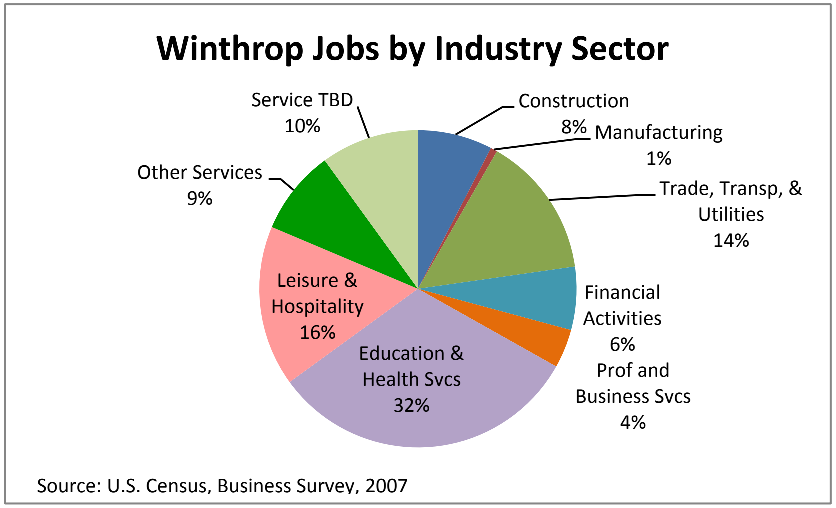
Among very small businesses, *Construction*, *Other Services*, and *Retail Trade* was the most common industry sector. Based upon other data sources (see below), it can be determined that the 35 construction businesses have 134 employees, an average of 2.6 employees per business.

[22] The Zip Code Business Patterns uses payroll data to generate its reports. Therefore, workers who are paid as contractors or who are unpaid will not be included in this data.

[23] Some of these businesses may have left Winthrop since collection of the reported data. In addition, data are reported at the headquarters of a company. Even if the workers are actually physically located in another municipality, their presence will be reported where payroll is processed.

All of the comparison communities housed businesses substantially larger than Winthrop's current businesses. Even Hull, which had fewer total jobs than Winthrop, had a nursing care facility with more than 100 employees. Swampscott, which had the fewest jobs after Winthrop, contained three businesses with over 100 employees each. These included two supermarkets and one nursing care facility.

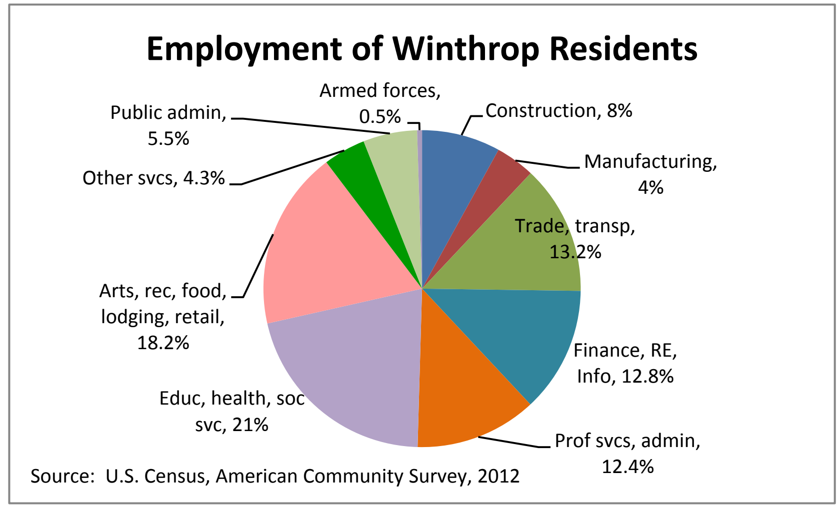
10. **Winthrop's local economy today is most heavily comprised of jobs in the *Educational and Health Services* sector, *Leisure and Hospitality* sector, and *Trade, Transportation and Utilities* sector.**



In Winthrop, *Education and Health Services* remains the largest employment sector, despite steep declines in jobs between 2000 and 2010. These include medical, pharmaceutical, clinical laboratory, nursing and allied health professions, in addition to jobs in education in the public and private institutions. The second largest sector is *Leisure and Hospitality,* which overtook *Trade, Transportation and Utilities* in 2009. This resulted from the recent growth in leisure and hospitality jobs coupled with the decline in trade, transportation, and utility jobs in recent years, with a particularly deep loss of 80 jobs between 2004 and 2005. Following these three sectors, at 10% of total jobs, are service jobs of unknown type.[24]

[24] Some data by sector was suppressed by the Census Bureau, due to the fact that there were too few business reporting. These have been grouped into "Service TBD" in the graphic above.

The mix of jobs in Winthrop does differ from the comparison communities and the Commonwealth in a number of ways. First,



Winthrop houses substantially fewer professional services jobs than the Commonwealth as a whole and all of the comparison communities. With only 4.6% of jobs being in professional services, the share of such jobs in Winthrop is approximately one-third of that of the Commonwealth and one-fourth of that sector in the Boston inner core communities. On the other hand, Winthrop has a substantially larger share of workers in the *Leisure and Hospitality* sector when compared to the Commonwealth. However, Hull's share of *Leisure and Hospitality* jobs is twice that of Winthrop and Swampscott's share is approximately the same. Winthrop also has a smaller share of *Financial Services* jobs than the Boston Inner Core, but is aligned with the Commonwealth as a whole.

Somewhat of a mismatch exists between the industry sectors found in Winthrop and the industry sectors in which Winthrop residents work. Of note is the fact that over 25% of residents work in the finance, real estate, and professional services sectors, whereas only 10% of jobs in town fall within those sectors. In addition, the share of jobs in education, health and social services exceeds that of the percent of residents, 32% as compared to 21%, respectively. The percent of jobs and percent of residents working in leisure, hospitality, and retail are very similar, as is construction, and trade, transportation, and utilities.

Nevertheless, even if the proportionate share of different employment sectors aligned more closely with the type of work done by Winthrop residents, the fact that the number of jobs per resident in the workforce is so low would mean that most Winthrop residents would still need to continue to leave town to get to work.

PERCENT OF JOBS BY JOB SECTOR (2011)

	Total	Profess Svc	%	Trade, Transp	%	Leisure & Hosp	%	Financial Svc	%	Info	%	Other	%
Winthrop	1,798	82	4.6%	256	14.2%	314	17.5%	114	6.3%			159	8.8%
Beverly	21,365	2,496	11.7%	3,172	14.8%	1,685	7.9%	1,158	5.4%	714	3.3%	1,346	6.3%
Chelsea	13,889	1,422	10.2%	4,271	30.8%	751	5.4%	375	2.7%	22	0.2%	504	3.6%
Hull	1,262	74	5.9%	217	17.2%	376	29.8%	32	2.5%	8	0.6%	63	5.0%
Revere	8,891	666	7.5%	2,326	26.2%	1,415	15.9%	364	4.1%	237	2.7%	455	5.1%
Salem	19,417	1,056	5.4%	2,987	15.4%	2,689	13.8%	703	3.6%	147	0.8%	954	4.9%
Swampscott	3,448	252	7.3%	764	22.2%	611	17.7%	129	3.7%			165	4.8%
MA	3,146,952	465,590	14.8%	557,508	17.7%	318,120	10.1%	203,626	6.5%	83,343	2.6%	135,339	4.3%
INNER CORE	1,005,466	187,226	18.6%	129,602	12.9%	99,444	9.9%	112,470	11.2%	31,782	3.2%	42,761	4.3%

Source: MetroBoston DataCommon

11. The amount that Winthrop residents spend on retail goods exceeds Winthrop's local retail sales by $204 million, i.e., the equivalent of 68% of the residential community's retail spending is done out of town.[25]

Data from 2014, indicate that Winthrop residents are expending $301 million in retail sales, including restaurants this year. This includes $49.8 million on motor vehicles and parts, $38 million at food and beverage stores, $36.1 million at general merchandise stores, and $34.4 million at foodservice and drinking establishments (see Appendix B for a complete report). However, the supply of those items in Winthrop falls well below demand. This type of local consumer demand that is satisfied outside of the local retail community is referred to as "leakage". The opposite, i.e., when sales exceed local demand, is called an "opportunity surplus."

In Winthrop, there are three categories of retail stores where 2014 sales exceeds the demand generated by local residents (i.e., within a 1 mile radius of the center of Winthrop). These include: Household Appliance Stores (+$2.7 million), Hardware Stores (+$3.2 million), and Pharmacies and Drug Stores (+$10.2 million). A small surplus is also found in the category of conveniences stores (+$343,000). Overall, more than $16.3 million of business is being done within Winthrop in these retail categories that is not immediately demanded by the local resident population. In effect, those dollars are being "imported" from outside of town in support of local businesses. When looking at the difference between demand and sales at a 3 mile radius, it can be seen that nearly all of the hardware sales within the 3 mile is generated by the stores within Winthrop, i.e., $5.87 million in sales within Winthrop and $5.9 million within 3 miles. Nevertheless, $5 million of demand remains unmet within the 3-mile radius, presenting a potential marketing opportunity for the Winthrop hardware stores. In contrast, pharmaceutical needs within three miles are well served by the existing businesses, and there are more sales in household appliances within 3 miles than actual demand. This is most likely because Revere's Beach Sales appliance store is within the 3-mile radius.

WINTHROP SALES THAT EXCEED LOCAL DEMAND (2014)

	1 Mile Radius[26]			**3 Mile Radius**		
Category	2014 Demand ($MM)	2014 Sales ($MM)	Diff ($MM)	2014 Demand ($MM)	2014 Sales ($MM)	Diff ($MM)
Household appliance	$0.7	$3.4	($2.7)	$3.0	$6.8	($3.8)
Hardware stores	$2.67	$5.87	($3.2)	$10.9	$5.9	$5.0
Pharmacies and drug	$13.0	$23.2	($10.2)	$50.7	$50.6	$0.1

Source: Nielsen Company, Claritas Retail Market Place

However, in every other category of retail sales, local demand is not being met by sales within the local business community. In theory, this presents an opportunity for increased business, if residents can be attracted to shop closer to home. Of course, not all types of retail business identified are currently located within Winthrop and others, such as department stores, may not be appropriate given the Town's parcel size and location. That said, significant leakage can be found in several retail categories where some level of sales are already occurring within Winthrop. These include: grocery stores; beer, wine,

[25] Nielsen Solution Center, "RMP Opportunity Gap – Retail Stores", reports for 1-, 2-, and 3-mile radii of 294 Bowdoin Street, Winthrop, prepared on March 26, 2014.

[26] Winthrop's two household appliance stores include: Winthrop Appliance Service on Myrtle Street and Complete Appliance Services Plus on Edgehill Avenue. Hardware stores include Woodside Ace Hardware on Main Street and Shirley TrueValue Hardware on Shirley Street. Pharmacies include CVS and Samuel's Pharmacy on Woodside Avenue, and Brown's Rexall Drug on Winthrop Street.

and liquor stores; gasoline stations; jewelry stores; sporting goods; office supplies, stationery, and gift stores; and foodservice and drinking places. Another relatively modest gap exists in the bookstore/newsstand category.

WINTHROP SALES THAT ARE LOWER THAN LOCAL DEMAND (2014)						
	1 Mile Radius			3 Mile Radius		
Category	2014 Demand ($MM)	2014 Sales ($MM)	Diff ($MM)	2014 Demand ($MM)	2014 Sales ($MM)	Diff ($MM)
Grocery store	$25.6	$6.0	$19.6	$113	$50.5	$62.5
Beer, wine, liquor	$10.2	$1.2	$9.0	$42.9	$3.6	$39.4
Gasoline	$29	$8.3	$20.7	$116.6	$37.8	$78.8
Jewelry	$5.2	$0.5	$4.7	$19.4	$4.4	$14.9
Sporting Goods	$2.6	$0.1	$2.5	$11.7	$0.5	$11.3
Office Supplies	$4.0	$0.5	$3.5	$7.6	$.7	$6.9
Foodservice / drinking	$34.4	$15.4	$19	$146.3	$231	($84.7)

Source: Nielsen Company, Claritas Retail Market Place

In terms of grocery stores, only $6 million of Winthrop's $25.6 million of demand is being met locally. Today, the Winthrop Marketplace is the "only full service grocery market in town."[27] The Winthrop Assessors Office reports that the building is approximately 5,700 square feet in size, dramatically smaller than large grocery stores such as Stop and Shop or Whole Foods which are typically 40,000 square feet or larger, and even smaller than small grocery retailers such as Foodies in Boston. The closest Boston comparables are Trader Joes in the Back Bay (7,117 sf) and Foodies in the South End (8,162 sf). Even at the 3-mile radius, a $62.5 million deficit exists in grocery store sales, meaning that local sales are only addressing approximately 45% of demand.

For beer, wine, and liquor, only approximately 12% of local demand is being met within Winthrop. This means that on the order of $9 million in retail sales is leaving the community. At the 3-mile radius, even less demand is being met, with only 8.4% of demand being satisfied within 3 miles. This means that $39.4 million in retail sales are being satisfied elsewhere.

Gasoline is another category where demand within one mile and three miles of the center of Winthrop is not being met locally. Of the $20.7 million in unmet demand, $16 million of this is within the subcategory of gasoline station with convenience store. Jewelry sales in Winthrop are projected to total approximately $500,000 this year, whereas demand is for $5.2 million based upon the resident population and their shopping patterns ($4.7 million gap). For sporting goods, approximately $2.5 million of unmet demand exists.

By the U.S. Census's definition, businesses that fall into the Office Supplies, Stationery, and Gift category sell stationery, school supplies, office supplies, office equipment and furniture, and computer supplies (not computers themselves). The data indicate that approximately $500,000 in sales of these types of items occurs within Winthrop, as compared to $4.0 million in demand – resulting in a very significant $3.5 million gap.

Within the food service and drinking category, considerable unmet demand exists within Winthrop, but an oversupply exists within the 3-mile radius (due to the fact that sales at Logan Airport food establishments are included within the 3-mile radius). Of particular note is that only approximately one-third of total demand for full service restaurants is being met within the Town of Winthrop – $5.2 million of $15.6 million in demand. This is despite the fact that

[27] Winthrop Marketplace, retrieved from http://www.winthropmktplace.com/, April 28, 2014.

Winthrop contains several regionally-known restaurants. Significant demand also exists for limited service eating establishments, and special food services, which includes caterers and food trucks. A total of $1.4 million in demand exists for drinking place that does not include food service.

FOOD SERVICE & DRINKING (2014)

	1 Mile Radius			2 Mile Radius		
Category	2014 Demand ($MM)	2014 Sales ($MM)	Diff ($MM)	2014 Demand ($MM)	2014 Sales ($MM)	Diff ($MM)
Food svce /drinking	$34.4	$15.4	$19.0	$63.3	$36.2	$27.1
Full Svc Rest	$15.6	$5.2	$10.4	$28.7	$13.0	$15.7
Lmtd Svc Eating	$13.7	$8.5	$5.2	$25.3	$19.6	$5.7
Special Foodsvc	$3.7	$1.7	$2.0	$6.8	$3.3	$3.5
Drinking Place	$1.4	0	$1.4	$2.5	$0.25	$2.25

Source: Nielsen Company, Claritas Retail Market Place

Within a 2-mile radius, significant unmet demand in food service and drinking exists. In fact, less than half of the demand for full service restaurants is being met, as is demand for special food services. Limited service eating is better served, with approximately 80% of demand being met, while very limited sales are being made for drinking establishments without food within the 2-mile radius.

Although in some of the categories where a gap exists, the type of establishment providing that type of good is significantly larger than the realistic footprint of a retail business in Winthrop (e.g., department store), there are some categories of retail where demand exists and where businesses could be relatively modest in size. These include: nursery and garden center; specialty food; optical goods; clothing; and, used merchandise. In the area of nursery and garden center, local unmet demand is $3 million, a figure that grows to $12.1 million within the 3-mile radius. Given that there appear to be no garden centers within the 3 mile radius, opportunity in this area appears significant.

Clothing is the next largest category of demand where significant funds are being expended outside of town ($13.7 million in unmet demand). This is a more challenging area in that Winthrop historically had several clothing stores that have closed, and internet shopping is capturing substantial portions of demand for clothes. Nevertheless, Winthrop does have a remaining children's clothing store in the Center. Demand for used merchandise is relatively small in Winthrop ($420,000 in unmet demand), but this is an area that is growing around the country, especially used clothing stores.

OTHER RETAIL (2014)

	1 Mile Radius			3 Mile Radius		
Category	2014 Demand ($MM)	2014 Sales ($MM)	Diff ($MM)	2014 Demand ($MM)	2014 Sales ($MM)	Diff ($MM)
Nursery/ Garden Ctr	$3.0	0	$3.0	$12.1	$0	$12.1
Specialty food	$3.1	$0.7	$2.4	$14.1	$3	$11.1
Optical goods	$0.74	$0.03	$0.7	$3.15	$.045	$2.7
Clothing	$14.5	$0.75	$13.7	$62.4	$14.7	$47.7
Used merch	$0.62	$0.2	$0.42	$2.7	$.6	$2.1

LAND USE TRENDS

12. Clubs and lodges represent the greatest non-residential use of land in Winthrop, followed by retail (including restaurants and services), and mixed use. Industry/warehousing and vacant/parking also utilize significant land area.

According to data from the Winthrop Assessing Department, the Winthrop Golf Course is the single largest non-residential parcel in town, making clubs and lodges the single largest land use in town. At 12 acres in size, the golf course, clubhouse, and associated parking constitute nearly 70% of land occupied by clubs and lodges. Following the golf course in size are the parcels on which the Elks Lodge and dock are located (2.4 acres), the Cottage Park Yacht Club (.89 acres), and the Winthrop Yacht Club (.48 acres).[28] At 12,200 sf (.28 acres), the Pleasant Park Yacht Club is considerably smaller than the others.

Retail uses, which include restaurants and services, occupy just under 460,000 sf (10.55 acres) of land combined, followed by mixed use at 430,800 sf (9.89 acres). For the purpose of this report, "mixed use" refers to parcels that have more than one type of land use, frequently with retail on the ground floor and office and/or residential above. However, not all mixed use properties are multi-story; they can simply have two different types of uses side by side.

As is well known, retail uses are clustered in the Central Business District, along Main Street at Pleasant Street, on Shirley Street at

[28] These figures exclude associated parking, which is addressed under "vacant / parking".

NON-RESIDENTIAL LAND USES IN WINTHROP

	Bldg (sf)	Land (sf)	Land (ac)
Club/Lodge	176,455	715,834	16.43
Retail	227,506	459,698	10.55
Mixed Use	255,483	430,797	9.89
Vacant/Parking		345,445	7.93
Industrial/Warehouse	115,201	238,503	5.48
Automotive	59,110	175,864	4.04
Office	54,830	104,137	2.39
Town	24,184	57,499	1.32
Bank	23,707	46,396	1.07
Lodging	55,546	44,632	1.02
Funeral	15,198	39,192	0.90

Source: Town of Winthrop, Assessing Department, May 2014

Washington Street, at Magee Corner, Crystal Cove, and at Crest Avenue/Highland Avenue. Other retail businesses are scattered throughout the community, sometimes without other businesses nearby. With the exception of some of the restaurants, which draw customers from a large radius, most of the retail businesses are local-serving in nature. These include hair and nail salons, dry cleaners and laundromats, the Winthrop Marketplace grocery store, pet services, mini-markets, sub shops, and optometrists with associated retail sales. Other than Dunkin' Donuts and CVS, Winthrop does not appear to be home of any chain stores or corporate restaurants. As mentioned earlier, retail uses that draw customers from outside of Winthrop include the hardware stores, and pharmacies and drug stores. Services include law offices and insurance offices, which may have a mix of customers that are local and from outside of town.

Parcels that are vacant or are used for surface parking, including boat parking, total just under eight (8) acres of land. Altogether, approximately 17% of Winthrop's 200 or so non-residential parcels (36 parcels) are identified as either vacant or parking. Of these, 28 parcels are less than 15,000 sf each and eight (8) are larger. The single largest parking area is on Washington Street and totals 1.1 acres in size. When all of the parcels associated with the Elks Club are taken together, including the parking, building, and dockyards, they total 3.7 acres. As can be seen from the aerial photo, buildings in the Washington Street area are separated by several hundred feet of asphalt, immediately adjacent to the waterfront in the Washington Street-Shirley Street area.

Aerial photo of Washington Street
Source: Google Earth, May 2014

Industrial and warehouse uses (nearly 5.5 acres) and automotive uses (just over 4.0 acres) collectively occupy a significant portion of Winthrop's non-residential land. A cluster of auto/industrial uses can be found along Argyle Street, interspersed with a few residences. Excluding the residences, the Argyle Street parcels total just under 2 acres of land. A highly visible cluster of auto uses are also located in the Central Business District on Pauline Street and Woodside Avenue, and a moving company can be found just off of Fremont Street on Burrill Terrace.

Most parcels that contain office use only – as opposed to mixed use – are medical in nature, including dentists and optometrists, and modest in size. The two most significant exceptions are Vasquez Adjustors on Adams Street (.32 acres) and the East Boston Neighborhood Health Center on Sturgis Street (.97 acres).

13. Winthrop is home to many small commercial parcels.[29] In fact, three-quarters of non-residential parcels are 10,600 square feet in size or smaller.

Of the 213 non-residential parcels identified (commercial condos are excluded), 156 (73%) are 10,000 sf or less in size, and 191 (90%) are 20,000 sf or less in size. As a result, the median non-residential parcel in Winthrop contains just under 6,300 sf. Five of the town's largest parcels include the golf course, three clubs/lodges, and one parcel used for parking for one of the lodges.

The largest parcel currently used for the retail or mixed use is 1-49 Main Street, where Belle Isle Seafood has relocated (1.47 acres). This is followed by Michaels Mall (1.3 acres), 120 Banks Street – the former home of Viking Oil and current home of RPM Fitness (1.2 acres) and 26 Main Street (.97 acres), where the Mobil gas station is located.[30] The Ace Hardware on Main Street also is above average in size (.61 acres), as is the vacant parcel on Pleasant Street between the Pleasant Park Yacht Club and the rear of the Ace Hardware (.74 acres).

Collectively, the three parcels on the south side of Main Street and the vacant lot on Pleasant Street total just over 3.0 acres. On the north side, the Mobil gas station, Dunkin' Donuts, and boat yards total 1.45 acres; with the nearby Belle Isle boat yard being 1 acre in size. At the corner of Putnam and Pauline Streets, Michaels Mall property (1.3 acres) and Nick's place (.73 acres) total just over 2 acres.

Main Street parcels

[29] It should be noted that there are instances where a property owner may own more than one abutting parcel, thereby effectively creating a larger parcel, but ownership information was not available to the project team, so instances where this was the case could not be determined.

[30] The apartment complex at 550 Pleasant Street, which has commercial space on the ground floor, is exactly 1 acre in size, but most of that land area is dedicated to residential use so is not included here.

14. Most commercial properties contain buildings that are low in scale (two stories or less). Considerable land is taken up by parking.

The term "floor area ratio," or FAR, which represents the ratio of building area to land area, is often used to describe the intensity of activity on a property. For example, a 5,000 sf building on a 10,000 sf lot has a FAR of 0.5, where a 10,000 sf building on a 5,000 sf lot has a FAR of 2.0.

In Winthrop, approximately two-thirds of non-residential parcels are built with a FAR of less than 1.0, meaning that the amount of built square footage on the site is less than the area of the lot. Only two parcels were found to have a ratio above 2.0, including the Winthrop Arms hotel (2.13 FAR) and 1-9 Pauline Street, the former home of Amanda Oakleaf baking (2.02 FAR). Following these are the Stasio Building Supply at 39 Walden Street (1.65 FAR), 36 Woodside Ave, the former home of Center Café (1.65 FAR), and the Alia Restaurant at 499 Shirley Street (1.63 FAR). Interestingly, the Wadsworth Building on Winthrop Street, which has a very strong street presence, only has an FAR of 1.31 due to the large parking lot behind the building.

A total of 120 (68%) of the 177 non-residential parcels (excluding vacant lots, parking, and commercial condos) have a FAR of less than 1.0. The current land uses on these properties include:

- Automotive – 20 parcels
- Bank – 4 parcels
- Club / Lodge – 4 parcels[31]
- Funeral Home – 3 parcels
- Industrial / Warehouse – 11 parcels
- Lodging -1 parcel
- Mixed use – 26 parcels
- Office - 7 parcels
- Retail – 45 parcels

In some locations in Winthrop, parking is a more dominant land use than business. As can be seen in the aerial photo below, the municipal parking lot, and parking at Michaels Mall, Nick's restaurant, and MSA Mortgage are almost as large as the surrounding building footprints. Also intensively parked is the Bartlett Road area, which is dominated by the Bank of America parking lot. Previously mentioned was the Washington Street area near the Elks Lodge, which has considerable parking.

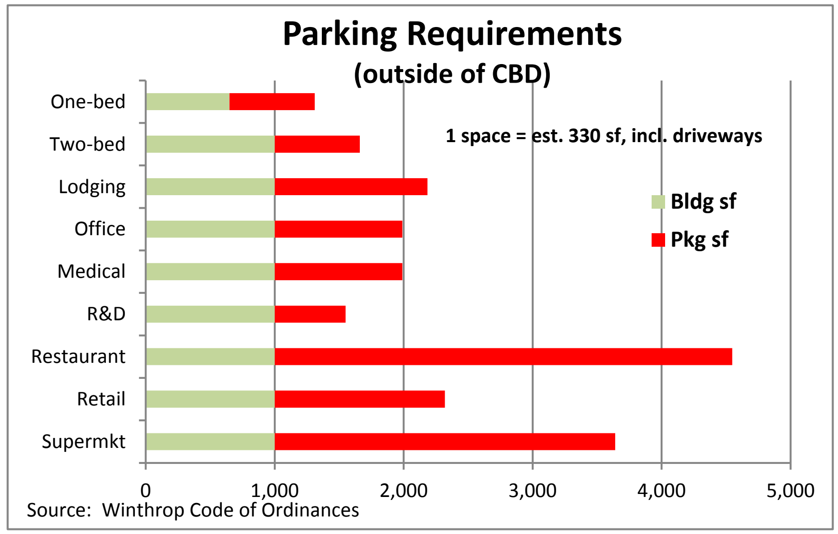
Putnam Street at Pauline Street

[31] Does not include parking if is on a separate parcel. If abutting parcels were incorporated, the FAR would be lowered.

Rear of 25 Bartlett Road

The Town's parking requirements are a contributor to this situation. As can be seen from the graphic below, in areas outside of the Central Business District (CBD), at times more land area is required to meet the parking requirement than the use has itself. Of particular note are restaurants, supermarket, and retail where the amount of space required for parking is two to four times greater than the business use itself. The requirements for restaurants are particularly complex and include spaces per seat, spaces per employee, and spaces per floor area in a function room. The parking requirement for lodging is also multi-facetted, requiring spaces per room, per employee, per restaurant seat, and per floor area in a function room, even though it may be expected that some attendees at a function may be guests at the lodging establishment. The small parcel size found in Winthrop coupled with the Town's parking requirements can make designing a building on a parcel outside of the CBD difficult and may, in fact, compel a strip mall form of design as the most efficient use of the lot area.

Within the CBD, some of the space requirements are reduced and credit is provided for on-street parking and the municipal lot. As a result, business establishments less than 3,000 sf in size do not require parking on site, but those larger than 3,000 sf and residences still do. However, if mixed use development in the CBD is contemplated, the residential parking requirement may prove to be a challenge, given the small typical parcel size.



15. **Many commercial properties in Winthrop meet the definition of "underutilized," i.e., the value of the building on the property is less than the value of the land.**

One measure of whether a parcel is underutilized is whether the structure(s) on the site is worth more than the underlying land. This measure is often used by developers seeking to identify potential opportunity sites in a community. In Winthrop, of 177 non-residential parcels (excluding vacant lots, parking, and commercial condos), 107 (60.5%) have a land value that is greater than the building value.[32]

COMMERCIAL PARCELS WITH HIGHER RATIOS OF BUILDING VALUE TO LAND VALUE

Business	Address	Ratio
Suburban Extended Stay	312 Shirley St	4.66
Winthrop Arms	130 Grovers Ave	4.20
CVS	1-7 Woodside Ave	3.80
Michael's Mall	10-34 Putnam St	3.75
EBNHC Elder Services	26 Sturgis St	3.48
Bank of America	25 Bartlett Rd	2.78
McCormick's Florist, etc.	197-05 Winthrop St	2.76
Webster FCU	15 Woodside Ave	2.74
Alia Restaurant, Barber	499-03 Shirley St	2.32
Wadsworth Bldg	214-24 Winthrop St	2.23
Center Café (former)	36 Woodside Ave	2.22
Amanda Oakleaf (former)	1-9 Pauline St	2.20
Citgo, Honey Dew	2-16 Shirley St	2.17
Ferrara & Sons	19 Revere St	2.03

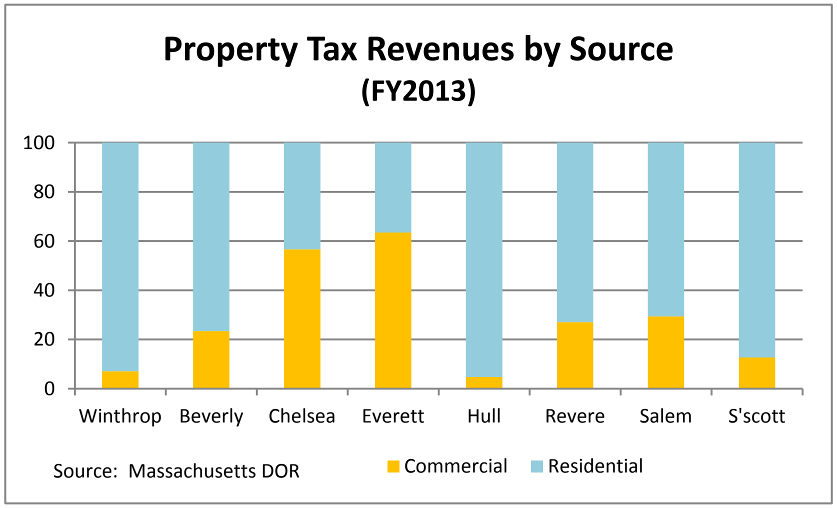
Source: Town of Winthrop, Assessing Department, May 2014

[32] This does not take into account abutting parcels under the same ownership that act as one.

Even more significantly, on 44 of these properties (25%), the ratio of the building value to land value was less than 0.5. In contrast, a snapshot of residential properties indicates a much higher percentage have a building value that exceeds the value of the land. On a randomly selected page of the Assessors data (28 Beach Road to 58 Beacon Street), 21 of 32 residential parcels (65.6%) had a building value equal to or greater than the land value, plus an additional 4 had a building value that was 95-99% that of the land. In fact, none of the residential properties had a ratio building to land value of less than .87.

In terms of the more intensively developed properties, if clubs/lodges are excluded, only 14 parcels have a ratio of building to land value of 2 or greater. Among these are the Suburban Extended Stay (4.66), the Winthrop Arms (4.2), and the CVS pharmacy (3.8). Not only does this ratio give an indicator of the amount of activity on a property, it also directly and adversely impacts Town revenues. An argument could be made that as a result of the underutilization of commercial property in Winthrop, the residential tax payer covers a larger portion of the Town budget than in more commercially developed communities, such as Cambridge or even Everett.

16. Commercial property generates limited revenue for the Town of Winthrop.



The value and amount of commercial property in Winthrop has an influence on the resources available to meet community service needs. When considering the share of revenue generated by commercial property (including personal property) versus residential property, it can be seen that only 7% of Winthrop's property tax revenues in FY2013 were generated by commercial property. This is the lowest of all the comparison communities, with the exception of Hull. In Chelsea and Everett, in particular, more than half of the property tax revenues were generated by commercial property, 56.7% and 63.5%, respectively. In contrast, in Cambridge two-thirds of all property tax revenues are generated by commercial property.

While the limited amount of commercial business in Winthrop may be one reason why commercial property tax receipts are so low, it should also be noted that the tax rate paid by commercial property in Winthrop is lower than all of the comparison communities with the exception of Hull. Everett, in particular, has established a very high rate on its commercial property, and in FY2013 had the highest rate of any municipality in Massachusetts. In contrast, Winthrop is ranked 224 out of 351 cities and towns in the Commonwealth.

RESIDENTIAL AND COMMERCIAL PROPERTY TAX RATES[33]

	Res Rate	Res Rank	Comm Rate	Comm Rank
Winthrop	14.91%	170	14.91%	224
Beverly	13.64%	221	24.86%	62
Chelsea	14.13%	208	34.20%	10
Everett	15.64%	130	43.04%	1
Hull	13.47%	230	13.47%	261
Salem	16.38%	97	31.46%	24
Swampscott	18.84%	21	35.02%	5

Source: Boston Globe, March 26, 2013

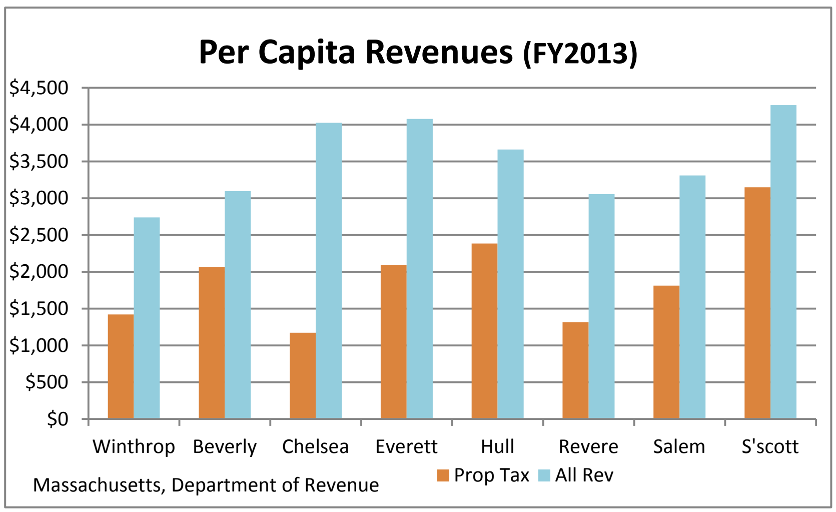
According to the Massachusetts Department of Revenue, in FY2013, Winthrop generated $1,420 in property tax revenues per person. This places the Town behind all of the comparison communities except for Chelsea and Revere. Particularly substantial revenues were generated by Swampscott ($3,147 per capita) and Hull ($2,384 per capita). Both Beverly and Everett had per capita property tax revenues in excess of $2,000, approximately one-third greater than the amount generated in Winthrop. When all resources are taken into account, Winthrop falls to last place among the comparison communities in terms of revenue available per capita. This is due to the fact that Chelsea and Revere, which generate less property tax per capita than Winthrop, receive

[33] Douglas, Craig, "Massachusetts Property Tax Rates in 2013, by city and town", Boston Globe, March 26, 2013, retrieved from http://www.bizjournals.com/boston/blog/bbj_research_alert/2013/03/massachusetts-property-tax-rates-for.html, May 13, 2014.

LOCAL REVENUES Per Capita (FY2013)[1]		
	Prop Tax	**All Rev**
Winthrop	$1,420	$2,738
Beverly	$2,065	$3,094
Chelsea	$1,171	$4,023
Everett	$2,094	$4,075
Hull	$2,384	$3,660
Revere	$1,313	$3,054
Salem	$1,811	$3,309
Swampscott	$3,147	$4,264

Source: Massachusetts Department of Revenue

more Local Aid than Winthrop does, raising them above Winthrop in terms of total resources available on a per capita basis



BUSINESS SURVEY RESULTS

In May 2014, the Collins Center at UMass Boston made a survey available to businesses in Winthrop online and in hard copy. The purpose of the survey was to gather some basic information about the businesses, their customer base, and their employees, and to gain an understanding of recent trends in revenues and expenses. (A copy of the survey questionnaire can be found in Appendix C.)

17. Overwhelmingly, survey respondents had started their own independent businesses. On average, they have been in business for 28 years.

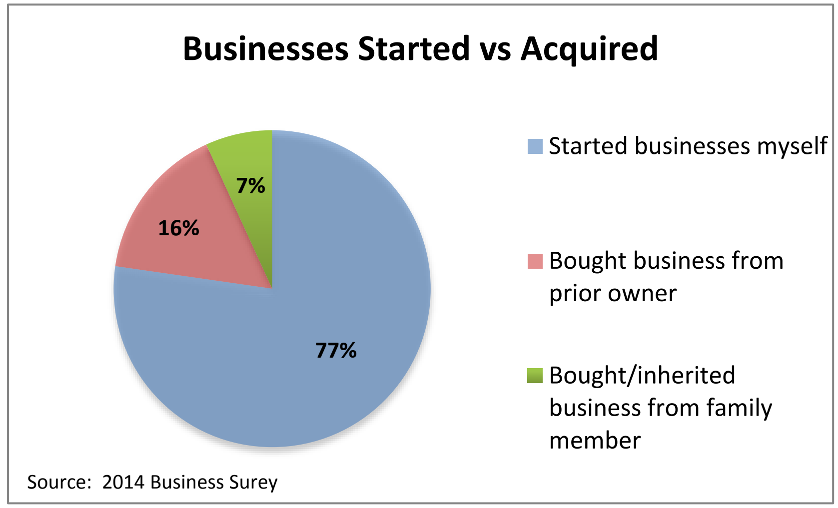
The majority of businesses responding to the survey had been started by the current owner (34 out of 44 respondents). Seven (7) businesses were purchased from a prior owner while, 3 others were purchased or inherited from a family member.

Very few businesses (only 4 out of 47 responses) are part of a chain,[34] including only one business in the hotel and food services sector and none within the retail sector.

Responses were received from many different employment sectors that largely mirrored US Census data on the types of jobs found in Winthrop.

The greatest number of responses came from within the hotel and food services, retail trade, finance and insurance, and health care and social assistance sectors. Within Winthrop, these are among the largest sectors based on number of establishments. Construction and 'other' services represent two other large sectors in Winthrop.

[34] For survey purposes, chain was defined as an enterprise operating 5 or more identical businesses.



SURVEY RESPONDENTS BY SECTOR		
Business Sector	**Number (46 total)**	**Sector as % of Winthrop bus.[35]**
Admin and Waste Management	1	3%
Arts, Entertain and Recreation	2	4%
Construction	4	14%
Finance and Insurance	6	4%
Health Care and Social Assistance	5	12%
Hotel and Food Services	9	10%
Info Technology	2	<1%
Manufacturing	1	<1%

[35] MetroBoston DataCommon.

Other Services (excl. Public Admin)	3	15%
Prof, Scientific, Tech Services	4	6%
Real Estate	3	4%
Retail Trade	6	15%

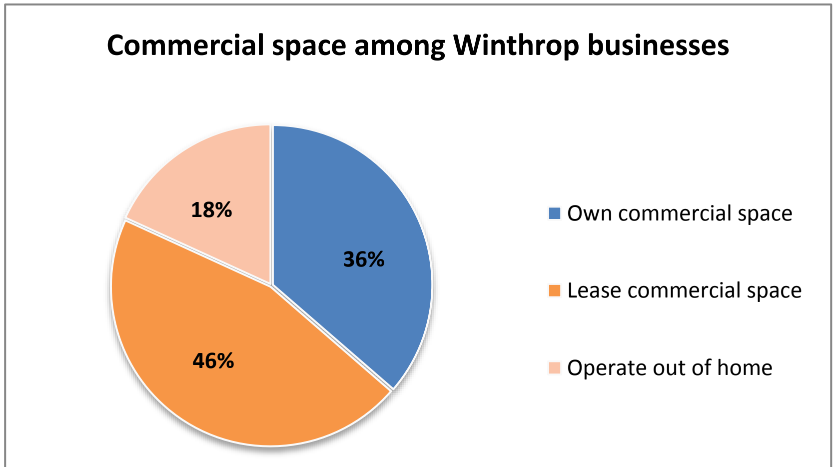
Source: 2014 Winthrop Business Survey, MetroBoston Data Common

Of the respondents, over 50% indicated that their businesses had been in existence for twenty or more years in Winthrop, and fully 85% of them have passed the 5-year mark. Of the respondents, only 7 indicated they had opened since 2009. Given that the attrition rate for small businesses flattens out after year 5, by which point 50% of businesses have closed,[36] the businesses found in Winthrop are long-lived and likely more stable. On the other hand, evidence does not indicate that many new businesses are opening in Winthrop, at least not in recent years.

Among those that opened recently, the majority (4) are in the hotel and food services sector, one in health and social services, one in professional, scientific and tech services, and one retail business. Most often, jobs in these sectors, with the exception of health and social services, tend to require lower education levels and compensate at lower wage levels.

[36] http://www.bls.gov/bdm/entrepreneurship/bdm_chart3.htm

18. Approximately one-half of respondents lease the space in which their business is located; others own the space or work from their homes.



Source: 2014 Business Survey

Overall, more respondents lease rather than own their commercial space (20 vs 16). While leasing can provide a business with the opportunity to relocate to respond to emerging opportunities or market conditions, it also leaves the businesses somewhat vulnerable when landlords seek to increase rents. On the other hand, owning a property can provide long term stability to a business during an economic downturn, especially if it has low mortgage and maintenance costs.

The majority of retailers (5 out of 6) and half of the food and hotel businesses (4 out of 8) lease rather than own.

Sectors where business is conducted out of the owner's home include construction, hotel and food services, information technology services, 'other' services, and professional, scientific and technical services.

19. Universally, respondents indicate that more revenue is generated from within Winthrop than from any other geographic area, and almost 85% of revenue is generated from within I-95. They also indicate that the majority of their employees live in Winthrop.

On average, respondents report that almost 50% of revenue comes from customers within Winthrop and 85% of revenue from within I-95. For retail businesses, an average of 77% of revenue is reportedly generated by local customers, while another 22% comes from customers within Massachusetts but outside of Winthrop. Within food and hotel services, 83% of revenue is generated from within the state, and almost half of that within Winthrop. Only two businesses reported greater than 2% of revenue as coming from international customers; both are within the hotel and food services sector. Among these, the one business that reported generating over 50% of revenue from international customers listed 'proximity to airport' as a driver for operating its Winthrop business.

PERCENT OF REVENUE BY CUSTOMER LOCATION

Sector	Within Winthrop	Within MA, outside of Winthrop	Within U.S., outside of MA	Outside of U.S.
All	48%	42%	6%	4%
Hotel/Food	37%	46%	5%	12%
Retail	77%	22%	1%	0%
Real Estate	67%	33%	0%	0%

Source: 2014 Winthrop Business Survey

Among revenue generated within Massachusetts but outside of Winthrop, almost half is reportedly generated from customers within a 1-3 mile radius and almost all from customers within I-95.

Most sectors attract the majority of their employees from within Winthrop, with the exception of finance and insurance businesses which attract more than one-half of employees from outside of Winthrop, but within I-95. Retail businesses, in particular, secure the vast majority of their employees from within Winthrop, and hotel and food services from within a 6 mile radius of Winthrop.

20. While most customers reportedly arrive at Winthrop businesses via private vehicle, respondents did acknowledge customers using other forms of transportation. Employees also tend to drive alone.

Among 39 respondents, just over one-quarter (11 businesses) reported that some customers (a minority, ranging from 1%-25%) arrive via MBTA bus or subway, and one business (hotel and food service) reported that 50% of customers arrive via MBTA bus or subway. Only one respondent reported customers arriving at their place of business via commuter rail.

A total of 24 respondents indicated that their customers walk to their establishment, with the percentage of walkers averaging 18%, but ranging up to 60% for one business. Within the retail sector, respondents indicated that, on average, 20% of their customers walk to their place of business. Overall, only two businesses reported a very small minority of their customers using bikes.

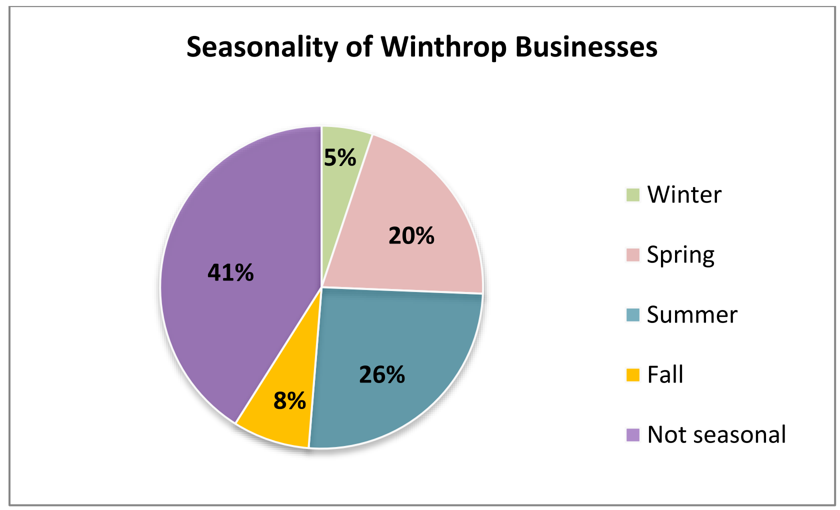
Among 32 respondents, the vast majority reported that employees drive alone to get to work. Six businesses reported that some employees use the MBTA (ranging from 1 to 8 workers), while none of their employees commute via MBTA commuter rail. A total of 15 businesses reported at least one worker walking to work and 5 reported some use of carpooling. The figures on driving to work are particularly interesting in light of the large numbers of employees that live in Winthrop and are therefore no more than one mile away from their place of work.

21. Over half of respondents indicated that the amount of business changes seasonally, with summer being most frequently reported as the busiest time.

A total of 58% of 39 respondents (23 businesses) indicated their business is seasonal. Of those seasonal businesses, summer and spring are by far the busiest.

In particular, all retail businesses reported a level of seasonality, with two businesses indicating summer is busiest, two reporting spring, and one fall. Among hotel and food service businesses, four reported summer as busiest, one spring, and three businesses reported no seasonality.

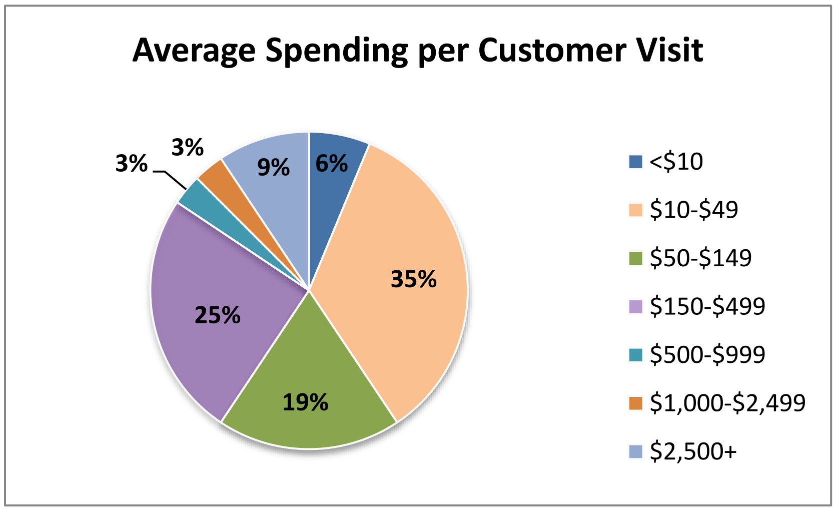
Overall, winter and fall were found to be the slowest periods of the year.



22. **Most business owners reported that revenues increased in the past three years, although some experienced decreases. Increased costs at times offset the growth in revenue.**

A sizeable majority (64%) of respondents reported that revenue has increased in the past 3 years (24 out of 37 respondents), whereas 21% (8 businesses) reported a decrease in revenue over the same time period. While responses tended to vary within sectors, overall, all finance and insurance businesses indicated an increase in revenues, 6 out of 8 hotel and food service businesses indicated an increase, and either an increase or 'no change' was reported among all retail businesses.

Despite revenue growth among almost two-thirds of reported businesses, over half (18 out of 34 respondents) indicated that profits had fallen, as expenses out-paced revenue growth. Among the remainder, 10 respondents (29%) report increased profits, while 7 respondents (20%) report no change.



The most commonly reported factors driving expenses up included:

- Cost of insurance and health benefits,
- Workers' salaries,
- Cost of information technology;
- Local taxes and fees, and,
- Cost of goods or materials.

The average amount spent per customer was reportedly within the $10-$49 range. This amount was reported among 11 out of 32 respondents, including all of the retail businesses. The range reported with the second highest frequency was an average customer spending of $150-$499, followed by $50-$149.

23. "Word of mouth" was by far the most commonly used marketing tool among respondents, and the tool most often claimed as generating the greatest amount of new business.

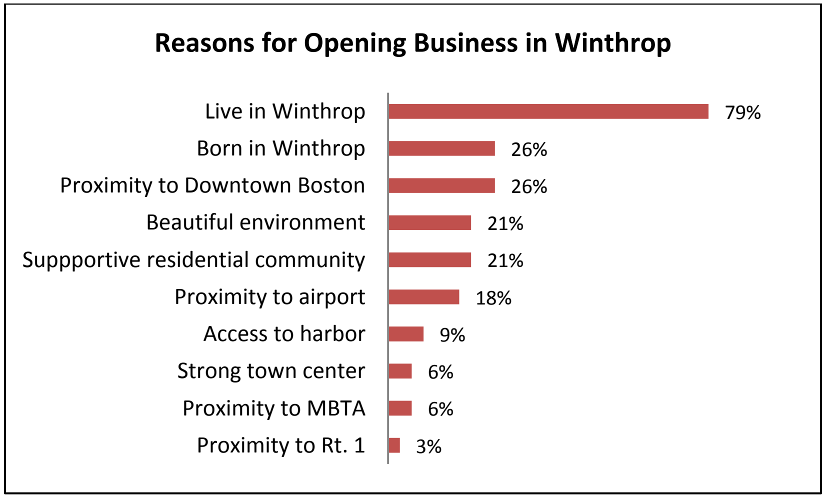
Nearly all respondents (35 out of 39 respondents or 88%) use "word of mouth" or customer referrals as a marketing tool. Business websites, the local newspaper, the Chamber of Commerce, and search engine optimization are among the other most popular marketing tools reported. Among least popular are regional newspapers, local TV, trade shows or business expos, trade or business journals, and formal business networking groups. Three business claim not to market at all.

MARKETING TOOLS USED BY WINTHROP BUSINESSEs		
Marketing Tool	# of Businesses Using (among respondents)	% of Business Using (among respondents)
Word of Mouth / Customer Referrals	35	88%
Business website	22	55%
Chamber of Commerce	17	43%
Local paper	16	41%
Search Engine Optimization	15	38%
Social media	15	38%
Direct mail	10	25%
Cross promotion	9	23%
Business networking sites	8	20%
Online customer referral sites	8	20%
Printed business listings	8	20%
Formal bus networking groups	6	15%
Trade or business journals	4	10%
Trade shows or business expos	3	8%
Local TV	3	8%
Regional paper	1	3%

Source: 2014 Winthrop Business Survey

The businesses marketing strategy appears to have produced results, given that almost two-thirds of respondents, (18 of 28) reported word of mouth or customer referrals as their leading source of new business. Internet/website/online advertising came in at a distant second, with 5 combined responses. Only 3 respondents listed the Chamber among their top three most effective marketing tools, despite it being the third most popular marketing tool used.

24. The majority of respondents indicated that they opened their business in Winthrop, at least in part, because Winthrop is where they live.



Among 34 respondents, living in Winthrop was by far the greatest contributing factor as to why owners opened businesses in town (27 out of 34 respondents).[37] Proximity to downtown Boston was a distant second, listed by 9 respondents, while proximity to the airport was listed by 6 respondents. Seven respondents were influenced at least in part by what they consider to be a supportive residential community. While the beautiful environment was selected by seven respondents, access to the harbor was listed as being a factor in their decision to open a business by only three respondents. Winthrop's town center and its proximity to the MBTA appear to have had little influence on generating new businesses within the community (among respondents).

[37] The question was worded as "what attracted you to open a business in Winthrop?" Thus, folks who responded 'living in Winthrop' as a reason for opening their business were not those who may have moved to Winthrop specifically to open a business or subsequent to opening their Winthrop business.

25. Respondents indicated that finding qualified labor is difficult.

Twenty-two out of the 34 respondents (64%) find it difficult or very difficult to find qualified labor, whereas only 11% reported it 'not difficult,' and none reported it easy. Within the professional sectors of finance and insurance and professional, scientific and technical services, 7 out of 8 respondents indicated it was difficult or very difficult to find qualified labor.

26. Making Winthrop Center more attractive was among respondents' suggestions for how Winthrop can help grow the local economy.

Respondents had over a dozen suggestions on ways to help Winthrop grow its business economy, including:

- Clean and beautify the Center;
- Open a supermarket, and other businesses that will fill a local need;
- Encourage residents to support local businesses;
- Create a more business friendly environment and allow for more signage to increase awareness of offerings;
- Develop the center business area, and rezone for mixed use;
- Attract non-residents to do business in Winthrop;
- Increase amount of commercial space in Winthrop; and,
- More networking within Chamber.

APPENDIX A

TYPES OF EXPENSES FOR HOUSEHOLDS WITH CHILDREN

USDA

THIS PAGE IS INTENTIONALLY BLANK

TYPES OF EXPENSES FOR HOUSEHOLDS WITH CHILDREN

Housing expenses consist of shelter (mortgage payments, property taxes, or rent; maintenance and repairs; and insurance), utilities (gas, electricity, fuel, cell/telephone, and water), and house furnishings and equipment (furniture, floor coverings, major appliances, and small appliances).

Food expenses consist of food and nonalcoholic beverages purchased at grocery, convenience, and specialty stores; dining at restaurants; and household expenditures on school meals.

Transportation expenses consist of the monthly payments on vehicle loans, down payments, gasoline and motor oil, maintenance and repairs, insurance, and public transportation (including airline fares).

Clothing expenses consist of children's apparel such as diapers, shirts, pants, dresses, and suits; footwear; and clothing services such as dry cleaning, alterations, and repair.

Health care expenses consist of medical and dental services not covered by insurance, prescription drugs and medical supplies not covered by insurance, and health insurance premiums not paid by an employer or other organization. Medical services include those related to physical and mental health.

Child care and education expenses consist of day care tuition and supplies; baby-sitting; and elementary and high school tuition, books, fees, and supplies. Books, fees, and supplies may be for private or public schools. The average child care and education expenses used in the Calculator are based on families who have these expenses. If you do not have these expenses, expenditures on a child should be adjusted to account for this.

Miscellaneous expenses consist of personal care items (haircuts, toothbrushes, etc.), entertainment (portable media players, sports equipment, televisions, computers, etc.), and reading materials (nonschool books, magazines, etc.).

Source: USDA, "Cost of Raising a Child Calculator", retrieved from
http://www.cnpp.usda.gov/tools/CRC_Calculator/default.aspx, April 22, 2014

THIS PAGE IS INTENTIONALLY BLANK

APPENDIX B

CLARITAS RETAIL GAP ANALYSIS

(1-, 2-, and 3- mile radius of Winthrop, MA)

Nielsen Group

THIS PAGE IS INTENTIONALLY BLANK

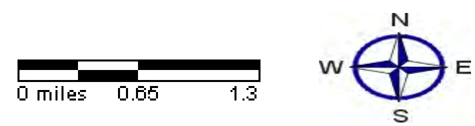
Area Map

Retail Gap Analysis

294 BOWDOIN ST
WINTHROP,MA 02152-1737
Coord: 42.374066, -70.978899
Radius - See Appendix for Details

Legend

- Point
- Interstate Highways
- US Highways
- State Highways
- Major Highways
- Major Roads
- Roads
- Railroads
- Landmarks
- Parks
- Hydrography
- Airports
- Block Groups
- Tracts
- MCD
- Area Zip Codes
- YPD
- County



Appendix: Area Listing

Area Name:

Type: Radius 1

Radius Definition:

294 BOWDOIN ST	Center Point:	42.374066		-70.978899
WINTHROP, MA 02152-1737	Circle/Band:	0.00	-	1.00

Area Name:

Type: Radius 2

Radius Definition:

294 BOWDOIN ST	Center Point:	42.374066		-70.978899
WINTHROP, MA 02152-1737	Circle/Band:	0.00	-	2.00

Area Name:

Type: Radius 3

Radius Definition:

294 BOWDOIN ST	Center Point:	42.374066		-70.978899
WINTHROP, MA 02152-1737	Circle/Band:	0.00	-	3.00

RMP Opportunity Gap - Retail Stores

Retail Gap Analysis

Radius 1: 294 BOWDOIN ST, WINTHROP, MA 02152-1737, 0.00 - 1.00 Miles, Total

Retail Stores	2014 Demand (Consumer Expenditures)	2014 Supply (Retail Sales)	Opportunity Gap/Surplus
Total Retail Sales Incl Eating and Drinking Places	301,264,716	97,007,362	204,257,354
Motor Vehicle and Parts Dealers-441	49,800,521	23,234,348	26,566,173
Automotive Dealers-4411	41,884,125	22,829,361	19,054,764
Other Motor Vehicle Dealers-4412	3,220,581	347,803	2,872,778
Automotive Parts/Accsrs, Tire Stores-4413	4,695,815	57,184	4,638,631
Furniture and Home Furnishings Stores-442	6,356,309	1,248,566	5,107,743
Furniture Stores-4421	3,423,338	1,130,877	2,292,461
Home Furnishing Stores-4422	2,932,971	117,689	2,815,282
Electronics and Appliance Stores-443	5,676,906	3,475,248	2,201,658
Appliances, TVs, Electronics Stores-44311	4,091,482	3,475,248	616,234
Household Appliances Stores-443111	741,899	3,475,248	(2,733,349)
Radio, Television, Electronics Stores-443112	3,349,583	0	3,349,583
Computer and Software Stores-44312	1,406,161	0	1,406,161
Camera and Photographic Equipment Stores-44313	179,264	0	179,264
Building Material, Garden Equip Stores -444	31,177,136	7,306,137	23,870,999
Building Material and Supply Dealers-4441	27,010,064	7,306,137	19,703,927
Home Centers-44411	10,979,296	580,323	10,398,973
Paint and Wallpaper Stores-44412	460,040	0	460,040
Hardware Stores-44413	2,672,400	5,868,086	(3,195,686)
Other Building Materials Dealers-44419	12,898,329	857,728	12,040,601
Building Materials, Lumberyards-444191	5,065,453	320,988	4,744,465
Lawn, Garden Equipment, Supplies Stores-4442	4,167,072	0	4,167,072
Outdoor Power Equipment Stores-44421	1,136,009	0	1,136,009
Nursery and Garden Centers-44422	3,031,063	0	3,031,063
Food and Beverage Stores-445	38,979,658	7,944,338	31,035,320
Grocery Stores-4451	25,603,256	6,020,564	19,582,692
Supermarkets, Grocery (Ex Conv) Stores-44511	23,896,169	3,970,398	19,925,771
Convenience Stores-44512	1,707,087	2,050,165	(343,078)
Specialty Food Stores-4452	3,147,565	718,037	2,429,528
Beer, Wine and Liquor Stores-4453	10,228,838	1,205,737	9,023,101
Health and Personal Care Stores-446	16,330,848	23,406,879	(7,076,031)
Pharmacies and Drug Stores-44611	12,984,745	23,208,808	(10,224,063)
Cosmetics, Beauty Supplies, Perfume Stores-44612	1,142,666	163,011	979,655
Optical Goods Stores-44613	739,217	35,060	704,157
Other Health and Personal Care Stores-44619	1,464,220	0	1,464,220

RMP Opportunity Gap - Retail Stores

Retail Gap Analysis

Radius 1: 294 BOWDOIN ST, WINTHROP, MA 02152-1737, 0.00 - 1.00 Miles, Total

Retail Stores	2014 Demand (Consumer Expenditures)	2014 Supply (Retail Sales)	Opportunity Gap/Surplus
Gasoline Stations-447	29,015,788	8,272,131	20,743,657
Gasoline Stations With Conv Stores-44711	21,425,648	5,422,127	16,003,521
Other Gasoline Stations-44719	7,590,140	2,850,004	4,740,136
Clothing and Clothing Accessories Stores-448	14,489,041	747,926	13,741,115
Clothing Stores-4481	7,610,841	208,839	7,402,002
Men's Clothing Stores-44811	408,597	0	408,597
Women's Clothing Stores-44812	1,840,023	0	1,840,023
Children's, Infants Clothing Stores-44813	413,546	0	413,546
Family Clothing Stores-44814	3,954,232	102,361	3,851,871
Clothing Accessories Stores-44815	335,500	0	335,500
Other Clothing Stores-44819	658,944	106,478	552,466
Shoe Stores-4482	1,080,265	0	1,080,265
Jewelry, Luggage, Leather Goods Stores-4483	5,797,935	539,087	5,258,848
Jewelry Stores-44831	5,221,298	539,087	4,682,211
Luggage and Leather Goods Stores-44832	576,637	0	576,637
Sporting Goods, Hobby, Book, Music Stores-451	5,703,616	830,923	4,872,693
Sporting Goods, Hobby, Musical Inst Stores-4511	4,855,713	431,448	4,424,265
Sporting Goods Stores-45111	2,587,623	66,249	2,521,374
Hobby, Toys and Games Stores-45112	1,357,277	16,805	1,340,472
Sew/Needlework/Piece Goods Stores-45113	379,741	64,004	315,737
Musical Instrument and Supplies Stores-45114	531,072	284,390	246,682
Book, Periodical and Music Stores-4512	847,903	399,475	448,428
Book Stores and News Dealers-45121	734,631	399,475	335,156
Book Stores-451211	652,080	399,475	252,605
News Dealers and Newsstands-451212	82,551	0	82,551
Prerecorded Tapes, CDs, Record Stores-45122	113,272	0	113,272
General Merchandise Stores-452	36,094,356	41,004	36,053,352
Department Stores Excl Leased Depts-4521	15,160,570	0	15,160,570
Other General Merchandise Stores-4529	20,933,786	41,004	20,892,782
Miscellaneous Store Retailers-453	8,376,113	1,076,863	7,299,250
Florists-4531	319,685	193,041	126,644
Office Supplies, Stationery, Gift Stores-4532	4,019,201	537,748	3,481,453
Office Supplies and Stationery Stores-45321	1,970,198	0	1,970,198
Gift, Novelty and Souvenir Stores-45322	2,049,004	537,748	1,511,256
Used Merchandise Stores-4533	619,499	189,754	429,745
Other Miscellaneous Store Retailers-4539	3,417,727	156,320	3,261,407
Non-Store Retailers-454	24,909,334	4,058,093	20,851,241
Foodservice and Drinking Places-722	34,355,089	15,364,907	18,990,182
Full-Service Restaurants-7221	15,576,808	5,203,585	10,373,223

RMP Opportunity Gap - Retail Stores

Retail Gap Analysis

Radius 1: 294 BOWDOIN ST, WINTHROP, MA 02152-1737, 0.00 - 1.00 Miles, Total

Retail Stores	2014 Demand (Consumer Expenditures)	2014 Supply (Retail Sales)	Opportunity Gap/Surplus
Limited-Service Eating Places-7222	13,720,739	8,470,887	5,249,852
Special Foodservices-7223	3,671,380	1,690,435	1,980,945
Drinking Places -Alcoholic Beverages-7224	1,386,161	0	1,386,161
GAFO *	72,339,430	6,881,415	65,458,015
General Merchandise Stores-452	36,094,356	41,004	36,053,352
Clothing and Clothing Accessories Stores-448	14,489,041	747,926	13,741,115
Furniture and Home Furnishings Stores-442	6,356,309	1,248,566	5,107,743
Electronics and Appliance Stores-443	5,676,906	3,475,248	2,201,658
Sporting Goods, Hobby, Book, Music Stores-451	5,703,616	830,923	4,872,693
Office Supplies, Stationery, Gift Stores-4532	4,019,201	537,748	3,481,453

RMP Opportunity Gap - Retail Stores

Retail Gap Analysis

Radius 2: 294 BOWDOIN ST, WINTHROP, MA 02152-1737, 0.00 - 2.00 Miles, Total

Retail Stores	2014 Demand (Consumer Expenditures)	2014 Supply (Retail Sales)	Opportunity Gap/Surplus
Total Retail Sales Incl Eating and Drinking Places	545,622,530	211,371,401	334,251,129
Motor Vehicle and Parts Dealers-441	86,471,374	26,669,397	59,801,977
Automotive Dealers-4411	72,490,989	25,982,451	46,508,538
Other Motor Vehicle Dealers-4412	5,614,122	383,539	5,230,583
Automotive Parts/Accsrs, Tire Stores-4413	8,366,263	303,407	8,062,856
Furniture and Home Furnishings Stores-442	11,399,898	1,780,852	9,619,046
Furniture Stores-4421	6,131,044	1,663,163	4,467,881
Home Furnishing Stores-4422	5,268,853	117,689	5,151,164
Electronics and Appliance Stores-443	10,406,713	4,532,029	5,874,684
Appliances, TVs, Electronics Stores-44311	7,509,397	4,423,784	3,085,613
Household Appliances Stores-443111	1,344,541	3,655,310	(2,310,769)
Radio, Television, Electronics Stores-443112	6,164,856	768,474	5,396,382
Computer and Software Stores-44312	2,578,705	108,245	2,470,460
Camera and Photographic Equipment Stores-44313	318,612	0	318,612
Building Material, Garden Equip Stores -444	55,406,321	8,189,711	47,216,610
Building Material and Supply Dealers-4441	47,968,206	8,189,711	39,778,495
Home Centers-44411	19,622,375	580,323	19,042,052
Paint and Wallpaper Stores-44412	797,846	883,574	(85,728)
Hardware Stores-44413	4,848,104	5,868,086	(1,019,982)
Other Building Materials Dealers-44419	22,699,880	857,728	21,842,152
Building Materials, Lumberyards-444191	8,992,498	320,988	8,671,510
Lawn, Garden Equipment, Supplies Stores-4442	7,438,115	0	7,438,115
Outdoor Power Equipment Stores-44421	1,995,259	0	1,995,259
Nursery and Garden Centers-44422	5,442,857	0	5,442,857
Food and Beverage Stores-445	72,277,776	29,564,125	42,713,651
Grocery Stores-4451	47,571,677	26,805,917	20,765,760
Supermarkets, Grocery (Ex Conv) Stores-44511	44,405,606	22,830,415	21,575,191
Convenience Stores-44512	3,166,070	3,975,502	(809,432)
Specialty Food Stores-4452	5,871,255	900,361	4,970,894
Beer, Wine and Liquor Stores-4453	18,834,844	1,857,847	16,976,997
Health and Personal Care Stores-446	29,620,080	29,206,741	413,339
Pharmacies and Drug Stores-44611	23,531,049	28,521,660	(4,990,611)
Cosmetics, Beauty Supplies, Perfume Stores-44612	2,068,288	451,648	1,616,640
Optical Goods Stores-44613	1,361,797	35,060	1,326,737
Other Health and Personal Care Stores-44619	2,658,945	198,373	2,460,572

RMP Opportunity Gap - Retail Stores

Retail Gap Analysis

Radius 2: 294 BOWDOIN ST, WINTHROP, MA 02152-1737, 0.00 - 2.00 Miles, Total

Retail Stores	2014 Demand (Consumer Expenditures)	2014 Supply (Retail Sales)	Opportunity Gap/Surplus
Gasoline Stations-447	51,927,140	14,257,936	37,669,204
Gasoline Stations With Conv Stores-44711	38,530,422	5,947,555	32,582,867
Other Gasoline Stations-44719	13,396,718	8,310,381	5,086,337
Clothing and Clothing Accessories Stores-448	26,778,670	1,449,819	25,328,851
Clothing Stores-4481	14,298,134	244,330	14,053,804
Men's Clothing Stores-44811	773,988	0	773,988
Women's Clothing Stores-44812	3,438,828	0	3,438,828
Children's, Infants Clothing Stores-44813	784,248	0	784,248
Family Clothing Stores-44814	7,442,550	102,361	7,340,189
Clothing Accessories Stores-44815	627,163	0	627,163
Other Clothing Stores-44819	1,231,357	141,969	1,089,388
Shoe Stores-4482	2,063,533	666,402	1,397,131
Jewelry, Luggage, Leather Goods Stores-4483	10,417,002	539,087	9,877,915
Jewelry Stores-44831	9,347,549	539,087	8,808,462
Luggage and Leather Goods Stores-44832	1,069,453	0	1,069,453
Sporting Goods, Hobby, Book, Music Stores-451	10,469,225	830,923	9,638,302
Sporting Goods, Hobby, Musical Inst Stores-4511	8,975,827	431,448	8,544,379
Sporting Goods Stores-45111	4,819,407	66,249	4,753,158
Hobby, Toys and Games Stores-45112	2,510,845	16,805	2,494,040
Sew/Needlework/Piece Goods Stores-45113	664,273	64,004	600,269
Musical Instrument and Supplies Stores-45114	981,302	284,390	696,912
Book, Periodical and Music Stores-4512	1,493,398	399,475	1,093,923
Book Stores and News Dealers-45121	1,285,681	399,475	886,206
Book Stores-451211	1,136,400	399,475	736,925
News Dealers and Newsstands-451212	149,281	0	149,281
Prerecorded Tapes, CDs, Record Stores-45122	207,717	0	207,717
General Merchandise Stores-452	66,945,407	1,047,466	65,897,941
Department Stores Excl Leased Depts-4521	28,223,184	818,638	27,404,546
Other General Merchandise Stores-4529	38,722,223	228,828	38,493,395
Miscellaneous Store Retailers-453	15,166,905	1,431,427	13,735,478
Florists-4531	570,064	196,907	373,157
Office Supplies, Stationery, Gift Stores-4532	7,280,045	727,542	6,552,503
Office Supplies and Stationery Stores-45321	3,543,931	0	3,543,931
Gift, Novelty and Souvenir Stores-45322	3,736,114	727,542	3,008,572
Used Merchandise Stores-4533	1,135,212	246,445	888,767
Other Miscellaneous Store Retailers-4539	6,181,585	260,533	5,921,052
Non-Store Retailers-454	45,444,769	56,233,570	(10,788,801)
Foodservice and Drinking Places-722	63,308,253	36,177,405	27,130,848
Full-Service Restaurants-7221	28,679,391	13,027,033	15,652,358

RMP Opportunity Gap - Retail Stores

Retail Gap Analysis

Radius 2: 294 BOWDOIN ST, WINTHROP, MA 02152-1737, 0.00 - 2.00 Miles, Total

Retail Stores	2014 Demand (Consumer Expenditures)	2014 Supply (Retail Sales)	Opportunity Gap/Surplus
Limited-Service Eating Places-7222	25,344,227	19,623,700	5,720,527
Special Foodservices-7223	6,774,615	3,272,459	3,502,156
Drinking Places -Alcoholic Beverages-7224	2,510,020	254,213	2,255,807
GAFO *	133,279,957	10,368,631	122,911,326
General Merchandise Stores-452	66,945,407	1,047,466	65,897,941
Clothing and Clothing Accessories Stores-448	26,778,670	1,449,819	25,328,851
Furniture and Home Furnishings Stores-442	11,399,898	1,780,852	9,619,046
Electronics and Appliance Stores-443	10,406,713	4,532,029	5,874,684
Sporting Goods, Hobby, Book, Music Stores-451	10,469,225	830,923	9,638,302
Office Supplies, Stationery, Gift Stores-4532	7,280,045	727,542	6,552,503

RMP Opportunity Gap - Retail Stores

Retail Gap Analysis

Radius 3: 294 BOWDOIN ST, WINTHROP, MA 02152-1737, 0.00 - 3.00 Miles, Total

Retail Stores	2014 Demand (Consumer Expenditures)	2014 Supply (Retail Sales)	Opportunity Gap/Surplus
Total Retail Sales Incl Eating and Drinking Places	1,228,444,231	652,030,271	576,413,960
Motor Vehicle and Parts Dealers-441	183,363,011	81,333,530	102,029,481
Automotive Dealers-4411	153,679,422	76,274,944	77,404,478
Other Motor Vehicle Dealers-4412	12,041,616	837,734	11,203,882
Automotive Parts/Accsrs, Tire Stores-4413	17,641,973	4,220,852	13,421,121
Furniture and Home Furnishings Stores-442	24,369,060	6,342,958	18,026,102
Furniture Stores-4421	13,008,670	3,083,123	9,925,547
Home Furnishing Stores-4422	11,360,390	3,259,835	8,100,555
Electronics and Appliance Stores-443	23,768,195	13,005,041	10,763,154
Appliances, TVs, Electronics Stores-44311	17,219,763	12,837,755	4,382,008
Household Appliances Stores-443111	3,000,675	6,784,883	(3,784,208)
Radio, Television, Electronics Stores-443112	14,219,088	6,052,872	8,166,216
Computer and Software Stores-44312	5,867,864	167,286	5,700,578
Camera and Photographic Equipment Stores-44313	680,568	0	680,568
Building Material, Garden Equip Stores -444	118,039,710	21,160,703	96,879,007
Building Material and Supply Dealers-4441	101,824,900	21,160,703	80,664,197
Home Centers-44411	42,066,937	9,534,751	32,532,186
Paint and Wallpaper Stores-44412	1,619,387	883,574	735,813
Hardware Stores-44413	10,925,827	5,868,086	5,057,741
Other Building Materials Dealers-44419	47,212,749	4,874,291	42,338,458
Building Materials, Lumberyards-444191	18,766,724	1,824,120	16,942,604
Lawn, Garden Equipment, Supplies Stores-4442	16,214,810	0	16,214,810
Outdoor Power Equipment Stores-44421	4,137,089	0	4,137,089
Nursery and Garden Centers-44422	12,077,721	0	12,077,721
Food and Beverage Stores-445	170,021,100	57,080,092	112,941,008
Grocery Stores-4451	112,997,518	50,528,717	62,468,801
Supermarkets, Grocery (Ex Conv) Stores-44511	105,554,875	39,788,523	65,766,352
Convenience Stores-44512	7,442,643	10,740,194	(3,297,551)
Specialty Food Stores-4452	14,136,895	2,970,248	11,166,647
Beer, Wine and Liquor Stores-4453	42,886,687	3,581,127	39,305,560
Health and Personal Care Stores-446	64,013,164	52,257,482	11,755,682
Pharmacies and Drug Stores-44611	50,663,721	50,554,743	108,978
Cosmetics, Beauty Supplies, Perfume Stores-44612	4,423,433	691,636	3,731,797
Optical Goods Stores-44613	3,154,499	445,550	2,708,949
Other Health and Personal Care Stores-44619	5,771,511	565,553	5,205,958

RMP Opportunity Gap - Retail Stores

Retail Gap Analysis

Radius 3: 294 BOWDOIN ST, WINTHROP, MA 02152-1737, 0.00 - 3.00 Miles, Total

Retail Stores	2014 Demand (Consumer Expenditures)	2014 Supply (Retail Sales)	Opportunity Gap/Surplus
Gasoline Stations-447	116,609,987	37,826,794	78,783,193
Gasoline Stations With Conv Stores-44711	87,014,021	18,417,826	68,596,195
Other Gasoline Stations-44719	29,595,966	19,408,968	10,186,998
Clothing and Clothing Accessories Stores-448	62,416,909	14,734,984	47,681,925
Clothing Stores-4481	35,175,113	8,081,874	27,093,239
Men's Clothing Stores-44811	1,936,735	0	1,936,735
Women's Clothing Stores-44812	8,231,464	3,614,999	4,616,465
Children's, Infants Clothing Stores-44813	2,086,582	185,934	1,900,648
Family Clothing Stores-44814	18,467,139	2,976,036	15,491,103
Clothing Accessories Stores-44815	1,501,857	1,127,445	374,412
Other Clothing Stores-44819	2,951,336	177,460	2,773,876
Shoe Stores-4482	5,353,057	1,767,650	3,585,407
Jewelry, Luggage, Leather Goods Stores-4483	21,888,739	4,885,460	17,003,279
Jewelry Stores-44831	19,356,026	4,447,473	14,908,553
Luggage and Leather Goods Stores-44832	2,532,714	437,987	2,094,727
Sporting Goods, Hobby, Book, Music Stores-451	24,546,926	8,628,312	15,918,614
Sporting Goods, Hobby, Musical Inst Stores-4511	21,323,166	883,601	20,439,565
Sporting Goods Stores-45111	11,718,880	463,741	11,255,139
Hobby, Toys and Games Stores-45112	5,951,041	71,466	5,879,575
Sew/Needlework/Piece Goods Stores-45113	1,344,296	64,004	1,280,292
Musical Instrument and Supplies Stores-45114	2,308,949	284,390	2,024,559
Book, Periodical and Music Stores-4512	3,223,760	7,744,711	(4,520,951)
Book Stores and News Dealers-45121	2,742,334	7,338,443	(4,596,109)
Book Stores-451211	2,407,694	957,312	1,450,382
News Dealers and Newsstands-451212	334,640	6,381,131	(6,046,491)
Prerecorded Tapes, CDs, Record Stores-45122	481,426	406,268	75,158
General Merchandise Stores-452	158,780,893	5,998,708	152,782,185
Department Stores Excl Leased Depts-4521	67,840,584	2,901,978	64,938,606
Other General Merchandise Stores-4529	90,940,309	3,096,729	87,843,580
Miscellaneous Store Retailers-453	33,643,079	15,324,892	18,318,187
Florists-4531	1,219,454	1,742,738	(523,284)
Office Supplies, Stationery, Gift Stores-4532	16,142,922	3,812,524	12,330,398
Office Supplies and Stationery Stores-45321	7,625,295	699,583	6,925,712
Gift, Novelty and Souvenir Stores-45322	8,517,627	3,112,941	5,404,686
Used Merchandise Stores-4533	2,653,283	574,287	2,078,996
Other Miscellaneous Store Retailers-4539	13,627,420	9,195,343	4,432,077
Non-Store Retailers-454	102,578,265	107,324,776	(4,746,511)
Foodservice and Drinking Places-722	146,293,932	231,012,000	(84,718,068)
Full-Service Restaurants-7221	66,134,939	82,607,586	(16,472,647)

RMP Opportunity Gap - Retail Stores

Retail Gap Analysis

Radius 3: 294 BOWDOIN ST, WINTHROP, MA 02152-1737, 0.00 - 3.00 Miles, Total

Retail Stores	2014 Demand (Consumer Expenditures)	2014 Supply (Retail Sales)	Opportunity Gap/Surplus
Limited-Service Eating Places-7222	58,870,380	81,115,666	(22,245,286)
Special Foodservices-7223	15,701,612	58,737,644	(43,036,032)
Drinking Places -Alcoholic Beverages-7224	5,587,000	8,551,104	(2,964,104)
GAFO *	310,024,906	52,522,527	257,502,379
General Merchandise Stores-452	158,780,893	5,998,708	152,782,185
Clothing and Clothing Accessories Stores-448	62,416,909	14,734,984	47,681,925
Furniture and Home Furnishings Stores-442	24,369,060	6,342,958	18,026,102
Electronics and Appliance Stores-443	23,768,195	13,005,041	10,763,154
Sporting Goods, Hobby, Book, Music Stores-451	24,546,926	8,628,312	15,918,614
Office Supplies, Stationery, Gift Stores-4532	16,142,922	3,812,524	12,330,398

* GAFO (General merchandise, Apparel, Furniture and Other) represents sales at stores that sell merchandise normally sold in department stores. This category is not included in Total Retail Sales Including Eating and Drinking Places.

Nielsen' RMP data is derived from two major sources of information. The demand data is derived from the Consumer Expenditure Survey (CE Survey), which is fielded by the U.S. Bureau of Labor Statistics (BLS). The supply data is derived from the Census of Retail Trade (CRT), which is made available by the U.S. Census.Additional data sources are incorporated to create both supply and demand estimates.

The difference between demand and supply represents the opportunity gap or surplus available for each retail outlet in the specified reporting geography. When the demand is greater than (less than) the supply, there is an opportunity gap (surplus) for that retail outlet. For example, a positive value signifies an opportunity gap, while a negative value signifies a surplus.

RMP Opportunity Gap - Retail Stores

Retail Gap Analysis

Appendix: Area Listing

Area Name:

Type: Radius 1 | Reporting Detail: Aggregate | Reporting Level: Block Group

Radius Definition:

294 BOWDOIN ST
WINTHROP, MA 02152-1737

Latitude/Longitude 42.374066 -70.978899
Radius 0.00 - 1.00

Area Name:

Type: Radius 2 | Reporting Detail: Aggregate | Reporting Level: Block Group

Radius Definition:

294 BOWDOIN ST
WINTHROP, MA 02152-1737

Latitude/Longitude 42.374066 -70.978899
Radius 0.00 - 2.00

Area Name:

Type: Radius 3 | Reporting Detail: Aggregate | Reporting Level: Block Group

Radius Definition:

294 BOWDOIN ST
WINTHROP, MA 02152-1737

Latitude/Longitude 42.374066 -70.978899
Radius 0.00 - 3.00

Project Information:

Site: 1

Order Number: 973646686

ABOUT THE CENTER

The Edward J. Collins, Jr. Center for Public Management in the McCormack Graduate School of Policy and Global Studies at the University of Massachusetts Boston was established in 2008 to improve the efficiency and effectiveness of all levels of government. The Center is funded by the Commonwealth and through fees charged for its services.

Edward J. Collins, Jr. Center for Public Management
John W. McCormack Graduate School of Policy and Global Studies
University of Massachusetts Boston
100 Morrissey Blvd.
Boston, MA 02125
(617) 287-4824 (t)
(617) 287-5566 (f)
http://www.umb.edu/cpm

UMASS BOSTON
EDWARD J. COLLINS, JR. CENTER FOR PUBLIC MANAGEMENT
JOHN W. McCORMACK GRADUATE SCHOOL OF POLICY AND GLOBAL STUDIES
UNIVERSITY OF MASSACHUSETTS BOSTON

APPENDIX G

Funding Strategies

Funding Strategies

The following list of programs and funding tools should be considered when developing a roadmap for the implementation of improvements and priority development projects:

- DHCD has funding available for communities interested in creating a Housing Production Plan. Learn more: http://www.mass.gov/hed/community/40b-plan/housing-production-plan.html

- Consider adopting the Community Preservation Act (CPA), a smart growth tool that helps communities preserve open space and historic sites, create affordable housing, and develop outdoor recreational facilities. CPA allows communities to create a local community preservation fund for open space protection, historic preservation, affordable housing and outdoor recreation. Community preservation monies are raised locally through the imposition of a surcharge of no more than 3% of the tax levy against real property, and the town must adopt CPA by ballot referendum. Learn more: http://www.communitypreservation.org

- Preservation Massachusetts administers the Predevelopment Loan Fund, which offers financing to conduct predevelopment work, such as architectural or feasibility studies, for an historic redevelopment project. The applicant must have site control and sites must be on or eligible for the National Historic Register. Website: www.preservationmass.org/programs/predevelopment-loan-fund-2/

- Encourage property owners to apply for state and federal historic tax credits, which can be used to fill gaps in capital stack and will help maintain local character:

  The Federal Historic Preservation Tax Incentives program provides a tax credit for up to 20% of costs directly related to the rehabilitation of historic structures. The process is overseen by the National Park Service and the State Historic Preservation Office. The design and construction must adhere to a set of standards to ensure that the work is completed with respect to the historic integrity of the buildings and grounds. However, this funding source is a significant part of addressing the economic equation and has been commonly used for decades. By following the set process and guidelines, a landlord or developer can generate tax credits that can be sold to a third party for cash equity to invest into the redevelopment project. Secondary markets are in place in Massachusetts, and elsewhere to sell such credits. The federal program is not competitive at this time, so credits are available for projects that follow the designated process.

  The Massachusetts Historic Rehabilitation Tax Credit Program is managed by the Massachusetts Historic Commission under the Secretary of the Commonwealth. Under this program a certified rehabilitation project on an income-producing property is eligible to receive up to 20% of the cost of certified rehabilitation expenditures in state tax credits. There is an annual limit on the amount of tax credits available through the Commonwealth's program, so selection criteria is employed to ensure that funds are distributed to the projects that provide the most public benefit. The popular program will be in place through 2022. The state program is capped each year, so projects must compete for credits with other projects across the state. Website: www.sec.state.ma.us/mhc/mhctax/taxidx.htm

- The Massachusetts Preservation Projects Fund is a state-funded 50% reimbursable matching grant program established in 1984 to support the preservation of properties, landscapes, and sites (cultural resources) listed in the State Register of Historic Places. Eligible activities include pre-development, development, and acquisition projects. Website: www.sec.state.ma.us/MHC/mhcmppf/mppfidx.htm

- The MHC Survey and Planning Grant Program is a federally funded, reimbursable, 50/50 matching grant program to support historic preservation planning activities in communities throughout the state. Annual grants are contingent on Massachusetts' federal budget allocation. MHC is required to pass through grant awards representing 10% of its total annual federal funding allocation to Certified Local Governments. Eligible activities include completion of cultural resource inventories, nomination of significant properties to the National Register of Historic Places, completion of community-wide preservation plans, and other types of studies, reports, publications and projects that relate to the identification and protection of significant historic properties and sites. Website: www.sec.state.ma.us/MHC/mhchpp/Surveyandplanning.htm

- Walk Boston is a non-profit pedestrian advocacy and grant-making organization dedicated to improving walking conditions in cities and towns across the Commonwealth. The organization partners with cities and towns to make them more walkable and ensure that pedestrian needs and safety are considered in discussions around transportation improvements. Website: http://www.walkboston.org/

- The Congress for the New Urbanism (CNU) is an international nonprofit organization working to build vibrant communities where people have diverse choices for how they live, work, and get around. CNU provides trainings and technical assistance to public officials and land use professionals interested in making their communities more compact, mixed-use and walkable. Learn more: http://www.cnunewengland.org/

- The Commonwealth's MassWorks Infrastructure Program should be looked to for help funding public infrastructure projects. The intent of this program is as follows:

  The MassWorks Infrastructure Program provides a one-stop shop for municipalities and other eligible entities seeking public infrastructure funding to support economic development and job creation. The MassWorks Infrastructure Program provides infrastructure grants for work including, but not limited to, sewers, utility extensions, streets, roads, curb-cuts, parking facilities, site preparation and improvements on publicly owned land, demolition, pedestrian walkways, and water treatment systems to support four project types:

  - *Multi-family housing development at a density of at least 4 units to the acre (both market and affordable units)*
  - *Economic development in weak or distressed areas*

- *Community revitalization to promote mixed-use development*
- *Transportation improvements to enhance safety in small, rural communities*

In FY17, the Town of Winthrop requested $2,453,850 for improvements in Harold French Square. Although the FY17 application was unsuccessful, the Town has positioned itself well for funding through the creation of this CBD vision. Conversations with the Executive Office of Housing and Economic Development are ongoing regarding that request.

http://www.mass.gov/hed/economic/eohed/pro/infrastructure/massworks/

- Create a Parking Management District and Enterprise Fund to finance construction and operation of municipal parking structure as new development unfolds over the long-term. Providing shared parking solutions can allow for lower project cost, as well as the potential to maximize density and/or building area. Common, shared public parking and inviting, safe street parking can be a significant asset to incent a project.

- MassDOT's Complete Streets program provides up to $50,000 in technical assistance and $400,000 in construction funding for communities that meet a series of requirements. To qualify, a community must have a municipal employee attend Complete Streets training; create a Complete Streets Policy that scores at least 80 on a scale of 100; and draft a "Complete Streets Prioritization Plan." Website: http://www.massdot.state.ma.us/highway/DoingBusinessWithUs/LocalAidPrograms/CompleteStreets.aspx

- Provide decreased and predictable real estate taxes. The Commonwealth of Massachusetts defines and allows for a series of property tax-based incentive programs that could be leveraged in Winthrop to help incent investment and redevelopment. These solutions target the economic fundamentals by increasing the amount of annual income that a developer/landlord can realize. By decreasing the annual operating expenses to the landlord or developer, they see higher returns, and are in a more favorable position to borrow money from banks. In essence, the temporary reduction of property taxes increases the value of the redevelopment for a period of time - typically with very low taxes during construction, lease-up and through early years of building stabilization and operations.

  The Tax Increment Financing (TIF), District Improvement Financing (DIF), and/or Special Tax Assessment (STA) programs should be further explored.

  Tax Increment Financing (TIF). A TIF Agreement is a local real estate property tax exemption negotiated and executed between a host municipality and an expanding or relocating company. The business must be making a significant private investment that increases the base assessed value of the property as the tax abatement is given only on the incremental increase in the property value. Learn more: http://www.mass.gov/hed/economic/eohed/bd/econ-development/eligibility/real-estate-incentives/

District Improvement Financing (DIF) is an economic tool that promotes redevelopment by use of public/private partnerships. DIF channels tax dollars into targeted redevelopment districts. Once a district and program have been certified, the town has the ability to use various tools to implement the program. These include acquiring land, constructing or reconstructing improvements (such as buildings, roads, schools and parks), incurring indebtedness and pledging tax increments and other project revenues for repayment of these debts. Initial funding for these activities is usually accessed through the posting of a bond by the city or town. Learn more: www.massdevelopment.com/assets/pdfs/districtimprovementfinancing_brochure.pdf

Special Tax Assessment (STA): A STA is a local real estate property tax exemption negotiated and executed between a host municipality and an expanding or relocating company. A STA exempts a percentage of the total property tax liability of the real property of a parcel. Learn more: http://www.mass.gov/hed/economic/eohed/bd/econ-development/eligibility/real-estate-incentives/

It is recommended that the Town of Winthrop evaluate and adopt the appropriate real estate property tax based program, and then to clearly define and map the process to realize that benefit. Marketing this advantage, in a clear and transparent manner, will help to incentivize landlords to re-invest and help developers evaluate local opportunities. One of the significant impacts of these programs is the ability for developers and landlords to see a predictable part of their own equation as they evaluate potential investments.

- Consider designating the Winthrop Middle School site into a 43D Priority Development site. This program offers communities a tool to promote targeted economic and housing development. 43D provides a transparent and efficient process for municipal permitting by guaranteeing local permitting decisions on priority development sites within 180 days. Other benefits of the program are priority consideration for the Mass Works Infrastructure Program grants, brownfields remediation assistance, and other financing through quasi-public organizations. The community must identify a qualifying parcel as a priority development site, and obtain permission of its owner [if private] for participation in the program. Learn more: http://www.mass.gov/hed/economic/eohed/pro/zoning-and-permitting/43d/

- Consider designating the former Middle School site a Smart Growth Zoning Overlay District, also known as a Chapter 40R district. Chapter 40R targets higher residential densities and mandates a percentage of affordable units. While this mechanism allows for a more streamlined approvals process and immediate access to state funding to assist Town's with the development process, as well as help offset the cost of educating school-age children who move into the district, programs such as 40R should be carefully vetted to ensure that they support the full range of development alternatives that might present themselves. Learn more: http://www.mass.gov/hed/community/planning/chapter-40-r.html

- Programs within the Massachusetts Department of Housing and Community Development (DHCD):

  The Community Development Block Grant (CDBG) Program provides assistance for housing, community, and economic development projects that assist low and moderate-income residents in eligible communities. Municipalities with populations under 50,000 must apply to the competitive state program. Website: www.mass.gov/hed/community/funding/community-development-block-grant-cdbg.html

Within the CDBG Program is the Economic Development Fund. The purpose of this Fund is to provide financing for projects that create and/or retain jobs, improve the tax base, or otherwise enhance the quality of life in the community. Example projects include: public infrastructure or rehabilitation project to support the re-use of a downtown commercial or mixed commercial/residential building; pre-development planning study; or revolving business loan program. Website: http://www.mass.gov/hed/community/funding/economic-development-fund-edf.html

The Massachusetts Downtown Initiative offers professional consultant services valued up to $15,000 are provided to towns to assist with specific issues related to downtown revitalization efforts. Website: www.mass.gov/hed/community/planning/massachusetts-downtown-initiative-mdi.html

- PLACEMAKING

The National Endowment for the Arts (NEA) administers the Our Town program, which supports creative placemaking projects through three categories: arts engagement projects, cultural planning projects, or design projects. This competitive federal grant program is open to non-profit organizations and municipal governments. Website: www.arts.gov/grants-organizations/our-town/introduction

MassDevelopment launched a new program in June 2016 called "Commonwealth Places." Eligible participants may crowdfund up to $50,000 toward placemaking projects. Successful crowdfunding campaigns will result in a matching grant of up to $50,000 from MassDevelopment. Applications are being accepted on a rolling basis. Website: http://www.massdevelopment.com/what-we-offer/real-estate-services/commonwealth-places

The National Trust for Historic Preservation administers the National Trust Preservation Funds program, which supports planning studies and other activities to protect historic places and may be used to conduct feasibility studies to determine how historic facilities could appropriately be returned to productive use. Funding may not be used for construction or property acquisition. This is a competitive grant program open to non-profit organizations and members of the National Main Street Network. Website: www.preservationnation.org/resources/find-funding/preservation-funds-guidelines-eligibility.html

The Massachusetts Land and Water Conservation Fund provides up to 50% of the total project cost for the acquisition, development and renovation of a park, recreation or conservation area. Municipalities, special districts and state agencies are eligible to apply. Access by the general public is required. Website: www.mass.gov/eea/grants-and-tech-assistance/grants-andloans/dcs/grant-programs/massachusetts-land-and-water-conservation-fund.html

The Massachusetts Parkland Acquisitions and Renovations for Communities Program was established to assist municipalities in acquiring and developing land for park and outdoor recreation purposes. Any town with a population of 35,000 or more year-round residents, or any city regardless of size, that has an authorized park /recreation commission is eligible to participate in the program. Communities that do not meet the population criteria listed above may still qualify under the "small town," "regional," or "statewide" project provisions of the program. Grants are available for the acquisition of land and the construction, or renovation of park and outdoor recreation facilities. Access by the general public is required. Up to $250,000 of funding is set aside for grants in the Small Town category. Website: www.mass.gov/eea/grants-and-tech-assistance/grants-and-loans/dcs/grant-programs/massachusetts-local-acquisitions-for-natural.html

The Massachusetts Cultural Council [MCC] supports access to the arts, sciences and humanities. MCC provides Local Cultural Councils with grant funding to support locally selected community based projects. In addition, MCC has the Cultural Facilities Fund, which is a competitive program to fund the acquisition, design, repair, renovation and construction of non-profit and municipal cultural facilities. The Adams Arts Program is a competitive grant program that funds community-based, creative economy projects. Website: http://www.massculturalcouncil.org/

- The Massachusetts Small Business Development Center Network provides one-to-one free comprehensive and confidential services focusing on, business growth and strategies, financing and loan assistance as well as strategic, marketing and operational analysis. In addition, low cost educational training programs are offered across the state targeted to the needs of small business. Website: www.msbdc.org

- The Collaborative Workspaces program is a new initiative by the Executive Office of Housing and Economic Development and MassDevelopment. The Collaborative Workspace Program provides funds to accelerate the pace of new business formation, job creation and entrepreneurial activity in Massachusetts communities, by supporting infrastructure that funds community-based innovation. Eligible collaborative workspace applicants may apply for either Seed Grants for predevelopment and feasibility work, or Fit-out Grants for building improvements and equipment purchases. Learn more: http://www.massdevelopment.com/what-we-offer/financing/grants/collaborative-workspace-program

- The Winthrop Chamber of Commerce, Inc. is a wide selection of businesspeople working in conjunction with the Town's elected and appointed officials. Its goal is to foster the economic enhancement of Winthrop's businesses and business districts so as to maintain long-term economic vitality and growth. Website: http://winthropchamber.com/