

Town of Manchester-by-the-Sea Chapter 40R Smart Growth Overlay District
Executive Office of Energy & Environmental Affairs: Planning Assistance Grant Proposal
May 14, 2020

Project Summary

The Town of Manchester-by-the-Sea (MBTS) seeks to adopt a Smart Growth Overlay District (SGOD) pursuant to MGL Chapter 40R. This effort will implement one of the recommendations of the Town's 2019 Master Plan, and builds on the Town's previous efforts, including establishment of a 40R assessment team and a community meeting on the subject. The Town now seeks to determine precise district boundaries, draft the zoning, develop design guidelines, submit a formal application to the MA Department of Housing & Community Development (DHCD), and build support for zoning adoption. The SGOD will result in new mixed-use and mixed-income development in MBTS to better meet housing need and demand and to work towards the Commonwealth's goal under M.G.L. Chapter 40B of at least 10% of year-round housing units on the Subsidized Housing Inventory (SHI).

EEA Planning Assistance Grant Proposal – Project Scope of Work

The proposed project is scoped in two phases. Phase 1 will begin in June 2020 and be supported by funding from MAPC and the Town. For Phase 2, MBTS is seeking a Planning Assistance Grant from the Executive Office of Energy and Environmental Affairs (EEA). Work would begin this fall and continue into February 2021.

PHASE 1

Task 1: Project Start-Up

Subtask 1.1: Review previous town plans and studies

A 40R SGOD has been under consideration by the Town for over a year as a strategy for guiding development in the Limited Commercial District, and is recommended by the Town's 2019 Master Plan. MAPC will review the master plan, as well as any other relevant policies and studies provided by the Town, to understand the local context and motivations for pursuing a 40R district. Additionally, MAPC will review the minutes, summaries, and/or input received as part of the assessment and engagement work conducted by the Town in the past year, to understand how residents and decision-makers perceive the opportunities and challenges, if any, posed by a 40R district.

Subtask 1.2: Review 40R guidance from DHCD

MAPC will conduct a review of recent 40R filings and 40R guidance and requirements issued by the state. MAPC will also engage directly with DHCD 40R staff to ensure consistency with DHCD goals from the outset.

Subtask 1.3: Community engagement strategy

MAPC staff will work with the Town to develop a community engagement strategy to identify stakeholders and potential advocates, guide the three engagement events described in this scope, and identify additional engagement opportunities that can be facilitated by town staff or working group members. Implementation of the strategy will primarily be the project partner's responsibility, including promotion of the plan and events. Likewise, the project partner will be responsible for identifying key opportunities for engaging town leadership. At this time, all

meetings and engagement for this project are planned to be virtual due to the social distancing needed under COVID-19; should that change, we will reconsider in-person engagement.

Subtask 1.4: Working group formation

MAPC will work with the town to identify members of a working group that will guide project development and advocate for adoption. It is important that this planning process is guided by those who are committed to advancing smart growth in town. The working group will be expected to provide input on plan recommendations and deliverables, conduct outreach for public events as directed by MAPC, and provide support at said public events. MAPC will work with the Town to identify members of the working group. Outreach to secure participation and to promote working group meetings will be done by the project partner.

Subtask 1.5: Site tour

MAPC staff will conduct a tour of the Limited Commercial District and adjacent areas. Although the tour will likely be self-directed due to the current need for social distancing, MAPC will rely on Town staff to provide context and guidance towards areas of note via an annotated map and notes. The tour will focus on an in-depth exploration of the study area, including existing land uses, topography, circulation, and relationship to surrounding areas. The tour may also include recent development elsewhere in town if relevant or illustrative of how residents perceive new housing.

Subtask 1.6: Project website

MAPC will create content for a project website that will serve as a central location for project materials, updates on the planning process, information on 4OR, and promotion of upcoming engagement opportunities. The project team and the Town will determine whether the website will be hosted by MAPC or by the town using content created by MAPC.

Meeting(s) None

Deliverable(s) Community Engagement Strategy, project website

Timeline June 2020

Task Estimate \$4,320 (work to be completed with separate funding)

Estimate In-Kind Town Match: 20 hours @ \$45 per hour = \$900

Task 2: Visioning Process

Subtask 2.1: Working group call #1

This first working group meeting will kick off the visioning process for the 4OR district. At the meeting, MAPC staff will provide an introduction to 4OR, give an overview of the project process and timeline, and review working group functions and expectations. Working group members will be asked to share their vision and goals for the area and offer input on the structure of the first virtual engagement event.

Subtask 2.2: Virtual focus groups

MAPC will facilitate two virtual focus groups with a variety of stakeholders, which may include property owners within the district, town staff, members of town boards and commissions, and/or area residents or businessowners. The project team will discuss potential interview subjects with the project partner, who will then conduct outreach and coordinate attendance and scheduling.

Subtask 2.3: Virtual engagement #1

MAPC will conduct a virtual open house that will solicit input from residents on their vision for the area and confirm consensus on uses and density approach. This event will likely be asynchronous in format to allow ample opportunity to engage during the summer months. Possible content will be confirmed with the Town and the working group, and may include a visual preference survey or some other polling mechanism.

Subtask 2.4: Summary memo

MAPC will summarize the input received from the working group, focus groups, and virtual engagement. This input will be considered alongside existing Town plans and policies described in Subtask 1.1, and will be synthesized into a vision for the study area. This vision will be shared with the Town and the working group for feedback, after which it will be shared publicly on the project website.

- Meeting(s)** Working group call #1
Virtual engagement #1
- Deliverable(s)** Summary memo describing vision and process
- Timeline** June – July 2020
- Task Estimate** \$3,690 (work to be completed with separate funding)
- Estimate In-Kind Town Match: 15 hours @ \$45 per hour = \$675**

Task 3: Site Analysis

Subtask 3.1: Review of existing land uses & zoning

MAPC will review current land uses and zoning for parcels within the study area, and will create an inventory of parcels that may be included in the district. MAPC will assess each parcel for 40R eligibility, including identification of non-developable land and underutilized land.

Subtask 3.2: Parcel utilization analysis

Based on a comparison between the current underlying zoning in the study area and 40R zoning options, MAPC will identify and estimate the amount and type of new residential and commercial development that could be built under a new 40R district. MAPC will use this future build-out to estimate the potential incentive payments the Town would receive pending adoption of the 40R zoning and satisfying other eligibility criteria.

Subtask 3.3: 40R application calculations

MAPC will prepare an initial draft of the spreadsheets required for the DHCD application, including density calculations, development potential under 40R, and estimate of incentive payments. This task includes one revision of the spreadsheets after the district boundaries have been finalized.

- Meeting(s)** None
- Deliverable(s)** Tables to be used in 40R application
- Timeline** June – July 2020
- Task Estimate** \$3,375 (work to be completed with separate funding)
- Estimate In-Kind Town Match: 5 hours @ \$45 per hour = \$225**

Task 4: 40R Concept Development

Subtask 4.1: Zoning recommendations

Based on the project vision developed in Task 2, and in consultation with town staff, MAPC will develop recommendations for a 40R Smart Growth Overlay District (SGOD). These will include allowable uses, densities, high-level dimensional requirements, parking requirements, affordability requirements, and review process. If subdistricts are proposed, recommendations will also include how uses, density, and dimensional requirements vary by subdistrict. This task includes one round of revisions based on comments from the Town, the working group, and DHCD. It will be the Town's responsibility to share the recommendations with Town staff, board, and/or commissions, and to collect and consolidate any feedback.

Subtask 4.2: Draft district map

In concert with the zoning recommendations in Subtask 4.1, MAPC will coordinate with Town staff to propose district and, if applicable, subdistrict boundaries. District boundaries will also take into account parcel eligibility as determined in Task 3. It will be the project partner's responsibility to outreach to owners of parcels included in the district to ensure that they are aware of the project and their property's inclusion in the district. This task includes one round of revisions based on comments from the Town, the working group, and DHCD.

Subtask 4.3: Design guidelines recommendations

In conjunction with the previous two subtasks, MAPC will draft design guidelines recommendations. The recommendations will be grounded in an urban design framework for the entire district, which will consider connectivity and circulation within the district, connection to and integration with the surrounding area, focus or opportunity areas, and design principles for each subdistrict if applicable. The recommendations will also consider building- and site-scale guidelines to ensure that new development is designed in a thoughtful manner, with consideration for building massing and form, building orientation and relationship to the street, and approach to parking. This task includes one round of revisions based on comments from the Town, the working group, and DHCD.

Subtask 4.4: Working group call #2

At the second working group meeting, MAPC will provide an overview of the recommendations developed in the previous three subtasks and will seek members' feedback to ensure that recommendations are consistent with the vision for the area. Working group members will also provide guidance on the format for the second virtual engagement event.

Subtask 4.5: Virtual engagement #2

MAPC will design a virtual public engagement activity to provide background on 40R districts, give an overview of the study area, and share the zoning recommendations with the public. Format and content will be determined in consultation with the working group and may include a digital presentation or webinar followed by polling.

Meeting(s)	Working group call #2 Virtual engagement #2
Deliverable(s)	40R SGOD recommendations
Timeline	August – October 2020
Task Estimate	\$8,615 (work to be completed with separate funding)
Estimate In-Kind Town Match:	20 hours @ \$45 per hour = \$900

PHASE 2

Task 5: Draft 40R SGOD

Subtask 5.1: Draft zoning language

Working with the Town, MAPC will draft zoning language for a 40R SGOD. As prescribed by 40R, the Smart Growth Zoning must be an all-inclusive, separate section of the town's zoning bylaw. This task includes up to three (3) rounds of revisions based on comments from Town staff, the working group, DHCD 40R staff, the Town's legal Counsel, and input from the public.

Subtask 5.2: Draft design guidelines

In coordination with Subtask 5.2, MAPC will draft design guidelines for the 40R SGOD. These may be incorporated into the zoning bylaw or may be standalone guidelines. This task includes up to three (3) rounds of revisions based on comments from Town staff, the working group, DHCD 40R staff, the Town's legal Counsel, and input from the public.

Subtask 5.3: Working group call #3

At the third working group meeting, MAPC will provide an overview of the draft zoning language and design guidelines. This meeting will focus on reviewing and refining the details of the bylaw in advance of presenting it to the public. Working group members will also provide guidance on the format and content for the third virtual engagement event.

Subtask 5.4: Virtual engagement #3

MAPC will prepare for and attend a virtual event to share the draft 40R SGOD and solicit public feedback. This virtual engagement may be in the form of an asynchronous open house or may be structured as a virtual forum. Specific format and content will be determined in consultation with the working group.

Subtask 5.5: Final zoning, map, and design guidelines

MAPC will deliver the revised 40R SGOD draft—including zoning bylaw language, design guidelines, and district map—to the Town's legal Counsel and to DHCD for final review.

Meeting(s)	Working group call #3 Virtual engagement #3
Deliverable(s)	Draft 40R SGOD, including zoning language, map of district, and design guidelines
Timeline	October 2020 – January 2021
Task Estimate	\$15,570 (EEA share: \$11,937; non-state match: \$3,633)
Estimate In-Kind Town Match:	20 hours @ \$45 per hour = \$900

Task 6: Local Adoption Support

Subtask 6.1: Public engagement materials

To facilitate broader understanding of and support for the 40R SGOD, MAPC will create engagement materials to promote the proposed zoning and communicate its benefits, as well as to answer common questions and address concerns. Content will be determined in consultation with Town staff and the working group and may include an explanation of 40R and its benefits to the public, a user-friendly overview of the proposed 40R SGOD, or a Q&A to address concerns that were raised during this planning process.

Subtask 6.2: Working group call #4/Town meeting training

MAPC staff will hold a training session for working group members to equip them to successfully advocate for the project leading up to and at Town Meeting. This training will equip members to speak confidently about the 40R SGOD and respond to difficult questions, with a particular focus on leading discussion and answering questions at Town Meeting.

Subtask 6.3: Planning Board Presentation

MAPC will give one presentation on the 40R SGOD to the Planning Board or, if requested, a joint meeting of the Planning Board and the Board of Selectmen. Public input from the hearing will be collected for the 40R application to DHCD.

Subtask 6.4: Town Meeting Presentation

If requested by the Town, MAPC will present the 40R SGOD at Spring Town Meeting. Any presentation at Town Meeting should include participation from working group members.

- Meeting(s)** Working group call #4
Planning Board Hearing
- Deliverable(s)** Engagement materials, presentation
- Timeline** January – April 2021
- Task Estimate** \$7,337 (EEA share: \$5,625; non-state match: \$1,712)
- Estimate In-Kind Town Match: 25 hours @ \$45 per hour = \$1,125**

Task 7: Application to DCHD

Subtask 7.1: Prepare application

Once the 40R SGOD is locally adopted, MAPC will prepare the 40R application and map for submission to DHCD on behalf of the Town. The application package will include the application form and required tables; required maps, including a locator map, underlying zoning map, and SGOD map; SGOD zoning bylaw language and design standards; and summary of comments received at the Planning Board hearing.

Subtask 7.2: Infrastructure capacity/needs

The Town anticipates that the current infrastructure in the area will be insufficient for a future 40R district. MAPC will provide a high-level summary of anticipated infrastructure needs and potential strategies for meeting these needs.

- Meeting(s)** None
- Deliverable(s)** 40R SGOD Application to DHCD
- Timeline** May 2021
- Task Estimate** \$2,275 (EEA share: \$1,744; non-state match: \$531)
- Estimate In-Kind Town Match: 5 hours @ \$45 per hour = \$225**

Task 8: Project Management

This task covers project management, which includes monitoring progress towards the execution of this scope, monitoring the budget, managing the project team, coordinating internal and external meetings, and maintaining communication with the Town and with DHCD 40R staff.

- Task Estimate** \$4,518 (EEA share: \$3,464; non-state match: \$1,054)

Task 9: Direct Costs

This task also includes travel reimbursement for the site visit (subtask 1.5) as well as an allowance for additional travel in the event that in-person meetings become a possibility.

Task Estimate \$300 (EEA share: \$230; non-state match: \$70)

Total Fee	\$50,000
Proposed EEA Grant	\$23,000
MAPC Match	\$7,000 (30% of requested EEA amount)
Other funds	\$20,000

Estimated Total In-Kind Town Match: 110 hours @ \$45 per hour (including overhead) = \$4,950

Total Match including MAPC funds and Town In-Kind = \$11,950 = 52% of Requested EEA Grant

Consistency with Grant and Other Criteria

This proposal is consistent with the following Planning Assistance Grant Program evaluation criteria:

- Demonstrates consistency with the MA Sustainable Development Principles; specifically, it provides for sustainable housing production
- Implements a Smart Growth Toolkit technique – Chapter 40R
- Pursues a Housing Choice Best Practice – Have an approved 40R Smart Growth District
- Advances a Community Compact Best Practice commitment – Adopt Chapter 40R SGOD

Consistency with the Commonwealth's Sustainable Development Principles

This proposal also aligns with the Baker Administration's land conservation and development objectives, including the following Massachusetts Sustainable Development Principles:

- **Advance Equity:** Promote, through plans, regulations, and investments, equitable sharing of the benefits and burdens of development including access to housing. ...Provide technical and strategic support for inclusive community planning and decision making to ensure social, economic, and environmental justice. Ensure that the interests of our most vulnerable populations and future generations are not compromised by today's decisions.
- **Expand Housing Opportunities:** Support the construction and rehabilitation of homes to meet the needs of people of all abilities, income levels, and household types. Build homes near jobs, transit, and where services are available. ...Foster the development of housing, particularly multifamily and smaller single-family homes, in a way that is compatible with the community's character and vision, while providing new housing choices for people of all means.

Consistency with Other Evaluation Criteria

This proposal positions MBTS to implement the 40R Smart Growth Toolkit Technique, to pursue the Housing Choice Best Practice of an approved SGOD, and to advance the Community Compact 40R Best Practice. This SGOD will facilitate dense mixed-income residential and mixed-use development located near other uses, such as commercial and office spaces. This will ensure MBTS has housing in a suitable location and efficiently utilizes land through higher-density development. The housing will be mixed income with a high percentage of affordable homes for lower-income

residents. The Town is also interested in improving multi-modal connectivity between the SGOD and town center.

Proposed Zoning

The development of a SGOD for MBTS will include development of the following articles:

- 40r SGOD zoning
- Map of district
- Design guidelines

Project Timeline

Manchester 40R SGOD Timeline													
TASKS	FY21												
	Jun 20	July 20	Aug 20	Sept 20	Oct 20	Nov 20	Dec 20	Jan 20	Feb 20	Mar 20	Apr 20	May 20	Jun 20
<i>Phase 1</i>													
Task 1 Project Startup	■												
Task 2 Visioning Process	■	■											
Task 3 Site Analysis	■	■											
Task 4 40R Concept Development			■	■	■								
<i>Phase 2</i>													
Task 5 Draft 40R SGOD					■	■	■	■					
Task 6 Local Adoption Support								■	■	■	■		
Task 7 40R Application to DHCD												■	
<i>Working Group Call/Virtual Meeting</i>	●			●			●		●				
<i>Virtual Engagement Events</i>		●			●			●					
<i>Board Meetings/Town Meeting</i>										●	●		

Project Budget

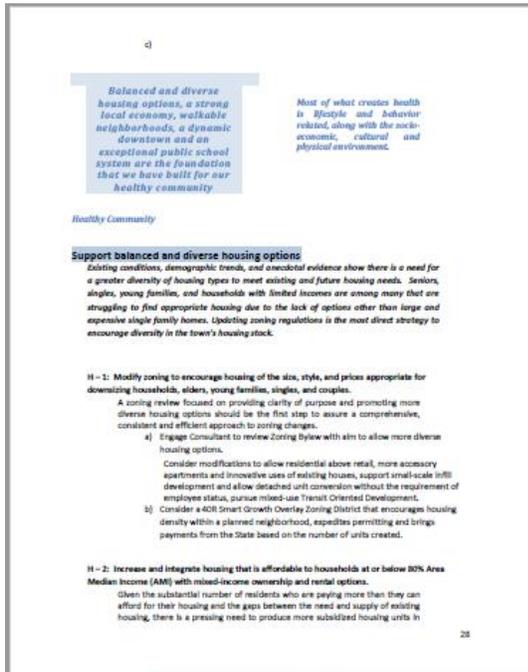
The MBTS Chapter 40R SGOD process will span fiscal years 2020 and 2021. Work will begin with other funding in June 2020 and continue through June 2021. In addition to local funds and a technical assistance award from MAPC to cover early work, MAPC will commit \$7,000, a 30% match on the requested grant amount.

Manchester 40R SGOD Budget

#	TASKS	HOURS	BUDGET	EEA GRANT	MAPC FUNDS	TIMEFRAME	
PHASE 1							
1	Project Startup	<i>Work to be completed with separate funding</i>					
1.1	Review previous town plans and studies	5	\$ 450	\$ -	\$ -	-	
1.2	Review 40R guidance from DHCD	5	\$ 450	\$ -	\$ -	-	
1.3	Community engagement strategy	16	\$ 1,440	\$ -	\$ -	-	
1.4	Working group formation	5	\$ 450	\$ -	\$ -	-	
1.5	Site tour	5	\$ 450	\$ -	\$ -	-	
1.6	Project website	12	\$ 1,080	\$ -	\$ -	-	
<i>Deliverable(s) Community engagement strategy</i>		Total	48	\$ 4,320	\$ -	\$ -	June
2	Visioning Process	<i>Work to be completed with separate funding</i>					
2.1	Working group call #1	6	\$ 540	\$ -	\$ -	-	
2.2	Two virtual focus groups	8	\$ 720	\$ -	\$ -	-	
2.3	Virtual engagement #1	19	\$ 1,710	\$ -	\$ -	-	
2.4	Summary memo	8	\$ 720	\$ -	\$ -	-	
<i>Deliverable(s) Summary memo describing project vision</i>		Total	41	\$ 3,690	\$ -	\$ -	June - July
3	Site Analysis	<i>Work to be completed with separate funding</i>					
3.1	Review of existing land uses & zoning	8.5	\$ 765	\$ -	\$ -	-	
3.2	Parcel utilization analysis	19	\$ 1,710	\$ -	\$ -	-	
3.3	40R application calculations	10	\$ 900	\$ -	\$ -	-	
<i>Deliverable(s) Tables to be used in 40R application</i>		Total	37.5	\$ 3,375	\$ -	\$ -	June - July
4	40R Concept development	<i>Work to be completed with separate funding</i>					
4.1	Zoning recommendations	29.5	\$ 2,655	\$ -	\$ -	-	
4.2	Draft district map	15	\$ 1,370	\$ -	\$ -	-	
4.3	Design guidelines recommendations	18	\$ 1,620	\$ -	\$ -	-	
4.4	Working group call #2	8	\$ 720	\$ -	\$ -	-	
4.5	Virtual engagement #2	25	\$ 2,250	\$ -	\$ -	-	
<i>Deliverable(s) 40R SGOD recommendations</i>		Total	95.72	\$ 8,615	\$ -	\$ -	Aug - Oct
Total PHASE 1 to be completed using Town and MAPC funds			\$ 20,000	\$ -	\$ -	-	
PHASE 2							
5	Draft 40R SGOD						
5.1	Draft zoning language	45	\$ 4,050	\$ 3,105	\$ 945		
5.2	Draft design guidelines	35	\$ 3,150	\$ 2,415	\$ 735		
5.3	Working group call #3	8	\$ 720	\$ 552	\$ 168		
5.4	Virtual engagement #3	50	\$ 4,500	\$ 3,450	\$ 1,050		
5.5	Final zoning, map, and design guidelines	35	\$ 3,150	\$ 2,415	\$ 735		
<i>Deliverable(s) Draft 40R SGOD, including zoning language, map of district, and design guidelines</i>		Total	173	\$ 15,570	\$ 11,937	\$ 3,633	Oct - Jan
6	Local Adoption Support						
6.1	Public engagement materials	37	\$ 3,330	\$ 2,553	\$ 777		
6.2	Working group call #4/Town meeting training	26.5	\$ 2,385	\$ 1,829	\$ 556		
6.3	Planning Board Presentation	10	\$ 900	\$ 690	\$ 210		
6.4	Town Meeting Presentation	8	\$ 722	\$ 553	\$ 168		
<i>Deliverable(s) Engagement materials, presentations</i>		Total	81.52	\$ 7,337	\$ 5,625	\$ 1,712	Jan - April
7	40R Application to DHCD						
7.1	Prepare application	15	\$ 1,375	\$ 1,054	\$ 321		
7.2	Infrastructure capacity/needs	10	\$ 900	\$ 690	\$ 210		
<i>Deliverable(s) 40R SGOD Application to DHCD</i>		Total	25.28	\$ 2,275	\$ 1,744	\$ 531	May
8	Project Management	50	\$ 4,518	\$ 3,464	\$ 1,054	Ongoing	
9	Direct Costs	0	\$ 300	\$ 230	\$ 70	Ongoing	
Total for Phase 2: Submitted for EEA Planning Grant			\$ 30,000	\$ 23,000	\$ 7,000		
TOTAL FOR PHASE 1 AND 2			552	\$ 50,000			

MBTS Master Plan Implementation

MBTS' 2019 Master Plan establishes balanced and diverse housing options as a goal. On page 28, the plan calls for the Town to "modify zoning to encourage housing of the size, style, and prices appropriate for downsizing households, elders, young families, singles, and couples." A key strategy to advance this recommendation is adoption of a 40R Smart Growth Overlay Zoning District that "encourages housing density within a planned neighborhood, expedites permitting, and brings payments from the State based on the number of units created."



Support balanced and diverse housing options

Existing conditions, demographic trends, and anecdotal evidence show there is a need for a greater diversity of housing types to meet existing and future housing needs. Seniors, singles, young families, and households with limited incomes are among many that are struggling to find appropriate housing due to the lack of options other than large and expensive single family homes. Updating zoning regulations is the most direct strategy to encourage diversity in the town's housing stock.

H – 1: Modify zoning to encourage housing of the size, style, and prices appropriate for downsizing households, elders, young families, singles, and couples.

A zoning review focused on providing clarity of purpose and promoting more diverse housing options should be the first step to assure a comprehensive, consistent and efficient approach to zoning changes.

- a) Engage Consultant to review Zoning Bylaw with aim to allow more diverse housing options.
Consider modifications to allow residential above retail, more accessory apartments and innovative uses of existing houses, support small-scale infill development and allow detached unit conversion without the requirement of employee status, pursue mixed-use Transit Oriented Development.
- b) Consider a 40R Smart Growth Overlay Zoning District that encourages housing density within a planned neighborhood, expedites permitting and brings payments from the State based on the number of units created.