

5.0 IMPLEMENTATION PLAN

5.1 Foundation of the Implementation Plan

The previous sections of the Master Plan illustrate and describe existing and potential building and land use scenarios (such as residential, commercial, civic, and mixed uses), infrastructure improvements, natural and man-made attributes, parking and streetscape enhancements, architectural preferences, and actions to be implemented in West Concord village. Detailed conceptual design scenarios for selected priority sites identified in the village are illustrated in Section 4, including building layout and use, associated parking areas, landscaping, pedestrian walkways and other amenities that could be constructed in West Concord. The Graphic Master Plan provides the vision for West Concord village; the details are articulated in the Implementation Plan below.

The Implementation Plan contains tools that have evolved out of a community-based approach to addressing the opportunities and constraints in West Concord. It establishes guidance for coordinated development and redevelopment, land use planning, and budgetary preparation. These tools will be further enhanced by consistent and meaningful input and feedback from the West Concord Task Force (WCTF), Town staff and officials, key stakeholders, and the general public. The Implementation Plan focuses on opportunities as well as inconsistencies with identified planning themes for the village. For example, the Plan identifies those properties under more intense development pressure and possible zoning revisions that take into consideration the scale of the building and the uses that would complement and bolster the existing businesses while maintaining the character of the village.

The Implementation Plan also includes a detailed “strategy board” or matrix with short, medium, and long-range tasks. Each project is organized by category: Policies and Regulations; Transportation Network; Housing Strategy; Community Development Strategies; Streetscape and Parking; Parks, Open Space & Trails; and, Infrastructure Management Strategies. Projects include “Demonstration” or short-term projects to be completed in one to two years, medium-term or mid-range projects to be completed in three to five years, and long-term or long-range projects to be completed in five to ten years. There are also projects listed as “ongoing” for projects that should be considered annually or as part of the work of the Town department or “undetermined” for those projects that are dependent on the actions of a property owner or group outside of Town government. A project leader, an existing town agency or group, is designated for each task and potential funding mechanisms are identified.

The Implementation Plan is the culmination of the existing conditions analysis and conceptual planning that evolved with the guidance of the WCTF, town leadership, and the West Concord community. Each component of the Implementation Plan relates to the overall vision and follows a logical implementation sequence. Ultimately, the Implementation Plan will direct the community toward accomplishing physical, economic, regulatory, and operational improvements in the project area under a phased approach. This comprehensive approach incorporates the planning themes identified in the Graphic Master Plan that are required to assure successful implementation.

This Implementation Plan will result in significant success for West Concord if the public and private sectors work together on project implementation on a consistent and long-term basis. It is recommended that a West Concord Advisory Committee be established to advise Town boards and committees on implementing the Master Plan and that a “West Concord Summit” take place annually to report on the progress of all Action Plan initiatives.

5.2 Policy and Regulatory Actions

Regulatory Actions and Strategies

Propose zoning amendments to the Business and Industrial Districts in West Concord (REG 1) – The Town of Concord’s land use regulations (zoning bylaw and subdivision regulations) as applicable to West Concord were evaluated to determine how effectively they are responding to the existing needs and future vision of the village center and surrounding neighborhoods. (The full evaluation is included in Appendix 4.)

This evaluation, combined with the key property characteristics and redevelopment potential identified in Section 2, was used as a base for a review of current land use regulations to determine how well they fit existing and desired land use patterns. Relevant zoning requirements, street design standards, and design guidelines and standards were depicted through images of model developments and graphically (typological or form-based code diagrams) to further illustrate how existing and new dimensional requirements (size, bulk, scale, setbacks, and coverage), allowable uses, landscaping, signage, lighting, and accessories regulations would affect the village.

This series of proposed land use regulations and design guidelines serve as a foundation for future regulatory amendments that will better fit the town's vision for redevelopment/revitalization in West Concord. Some of the key areas to be addressed in the zoning amendments are:

- Revisions to the table of allowable uses to remove auto-oriented development from the village center;
- Revision to the table of dimensional standards and other relevant requirements to ensure that the desired density, mix, and vertical definition of uses is allowed in the village center;
- Transportation systems and standards that recognize the existing and future intermodal nature of the village center;
- Adoption of zoning and other bylaws that support outdoor activities (*e.g.*, sidewalk cafés, vendor carts, public event venues) important in attracting customers and improving vitality;
- More flexible parking standards;
- Enhanced landscaping requirements that effectively address loading and trash storage, buffering, and screening between the village center and surrounding residential districts; and
- New restrictions on formula-based businesses and business size to ensure compatibility in scale with the village center.

Adopt business size and formula-based business restrictions (REG 2) – During the planning process concerns were raised about formula-based and oversized businesses having a potential negative impact on the West Concord Business District and the West Concord Industrial District. The purpose of regulating the number, location, and establishment of **formula-based businesses** in these districts is to maintain:

- The unique village character;
- The diversity and vitality of the district; and
- The quality of life for residents.

Preserving and enhancing an appropriate balance of independent and formula businesses will maintain and promote the long-term economic health of businesses and the community as a whole. These goals are identified in the Comprehensive Long Range Plan of 2005, the Village Centers Study of 2007, the Call to Action of 2008, the West Concord Task Force Public Survey of 2009, committee and public comments in public meetings and public forums of the West Concord Task Force, and the West Concord Master Plan.

Specific provisions of a formula-based business amendment should ensure that:

- A limit is set on the number of formula-based businesses (no more than what currently exist in the village Center, or a slight increase to allow property owners some additional flexibility);
- The business is compatible with existing surrounding uses and designed and operated in a non-obtrusive manner to preserve the community's distinctive character and ambiance;
- The business promotes diversity and variety to assure a balanced mix of uses available to serve residents and visitors;
- The business does not increase the intensity of use on the site to a level that will adversely impact pedestrian or motor vehicle traffic;
- The business does not exceed a certain size (*i.e.*, 3,000 to 4,000 sq. ft. gross floor area) and has no drive-through facilities; and

Store size caps ensure that new development is of a scale appropriate to the village center. A number of communities in Massachusetts, recognizing that their local economies can absorb only so much large-scale retail

without causing numerous small scale businesses to close, have enacted zoning rules that prohibit stores over a certain size (*e.g.*, Andover, Boxborough, and Northampton). Store size caps help to sustain the vitality of small-scale, pedestrian-oriented business districts, which in turn nurtures local business development within the districts. Store size caps prevent the many negative impacts of big-box development, such as increased traffic congestion and over-burdened public infrastructure. They promote walkability and protect the character of the community by ensuring that new development is at a scale in keeping with existing buildings. Store size caps do not single out particular companies and prevent them from doing business. Instead, they require all retailers to build stores that are appropriately sized for the community. It is recognized that different retail stores have different requirements for floor area (for example, a grocery store requires more floor area than a jewellery store); therefore it will be important to revise the zoning bylaw to consider these various retail uses and establish appropriate store size caps.

Adopt design guidelines for West Concord village center (REG 5) – Design guidelines establish reasonable expectations regarding the character and quality of site design and exterior building design in meeting clear public goals for West Concord. Design guidelines are often established for site planning and landscape design, urban design (composition of buildings and spaces), architectural design, or signage design. They should encourage (or possibly require) building and site design characteristics desired for new construction and the adaptive reuse, alteration, expansion, or modification of existing buildings in the village center.

Design guidelines should be clear and serve to inform business and property owners and their designers about what is desired by the community and provide them with ideas and guidance in the redevelopment, expansion or alteration of their properties. The overall objective is to foster a blend of the best of traditional and contemporary design; design that should represent the best match between the needs of human users, the architectural heritage and character of West Concord, and the natural and rural attributes of the surrounding landscape. Appendix 4 contains a series of design guidelines and standards recommended for the Industrial and Business Districts in West Concord. These are based on and expand upon the draft Design Guidelines prepared by the Town of Concord Department of Planning and Land Management for the Planning Board in 2009.

The recommended design standards and guidelines graphically illustrate specific preferences for treating building facades, entries, window placement, awnings, signage, and other building elements. While prepared as design guidelines to be adopted by the Planning Board, several components could be formally adopted into the zoning bylaw after a trial period and in coordination with future form-based codes for the village center. The general framework of the proposed West Concord Design Guidelines and Standards is described below:

- **Purpose** – The general purpose of proposed design guidelines and standards is to preserve and enhance the village's cultural, economic, and historical resources by providing for a detailed review of changes in land use, the appearance of structures, and the appearance of sites, which may affect these resources. The review process is intended to:
 - Enhance the social and economic viability of the village by preserving property values and promoting the attractiveness of West Concord as a place to live, work, play, shop, and learn;
 - Encourage the conservation of buildings and groups of buildings that have aesthetic or historic significance;
 - Prevent alterations that are incompatible with the existing environment or that are of inferior quality or appearance; and
 - Encourage flexibility and variety in compatible and complementary future development.
- **Review Process** – The Concord Planning Board is responsible for Site Plan Review (when all proposed changes or uses conform to the requirements of the Zoning Bylaw) or for providing a site plan recommendation to the Board of Appeals when a special permit is required. The Planning Board reviews applications and makes recommendations concerning the conformance of a proposed development to the requirements of the zoning bylaw and will use the design guidelines and standards in that evaluation and recommendation process. Reviewable actions include significant alteration of existing sites and buildings,

expansion of existing buildings and sites, and new development within the proposed West Concord Business District and West Concord Industrial District.

- **Design Components** – The proposed Design Guidelines and Standards include the following key components, which should be considered in the course of design review of a proposed action:
 - **Scale** – The scale of a structure or landscape alteration refers to the relationship between the horizontal and vertical proportions of a structure or landscape as compared to the human dimensions of the observer. The scale should be compatible with the surrounding environment; design elements such as building entryways, windows, porches, plazas, parks, pedestrian furniture, plantings, and other street and site elements should be determined by and directed toward the use, comprehension and enjoyment of pedestrians.
 - **Height** – The height of proposed buildings and alterations of existing buildings should be compatible with and complementary to the height of other buildings and structures in the village, particularly those adjacent to the proposed site.
 - **Proportions** – Proportion is the relationship of height to width of or between windows, doors, signs, and other architectural elements and should be compatible with or complementary to the architectural style and character of adjacent buildings and structures.
 - **Shape** – The shape of roofs, windows, doors, and other design elements should be compatible with the architectural style and character of a building or site and that desired for the village center.
 - **Relation to Surrounding Structures and Public Spaces** – The relation of a proposed structure to the public streetscapes and open spaces should be compatible with that desired for the village center.
 - **Architectural and Site Details** – Architectural and site details includes signs, lighting, pedestrian furniture, plantings, and paving, as well as building materials, colors, textures, and grade. These details should be compatible with the original architectural style of the structure or be introduced in a new building or site design to preserve and enhance the character and scale of the village center.
 - **Streetscape and Landscape** – Proposed perimeter streetscape treatments and interior landscape treatments or alterations should be compatible with or improve upon the character and appearance of the surrounding area. Landscape and streetscape elements, including sidewalks, plantings, and paving patterns, can provide continuity and improved definition of the street and pedestrian areas.
 - **Signs** – The design of signs should reflect the small village scale and character of West Concord. Signs should simply and clearly identify individual establishments, buildings, locations, and uses, while remaining subordinate to the architecture and larger streetscape. The choice of materials, color, size, method of illumination, and character of symbolic representation on signs should be compatible with the architectural or landscape design style of the structure or site and those of other model signs in the village.

Reexamine the Zoning District Map for West Concord Village Center (REG 4) – An evaluation of the zoning district map was conducted in context with existing and desired land use patterns and development in West Concord village center, however, no single vision was realized for the village center. The West Concord Task Force will be engaging in further discussion with property and business owners, Town board and committee members and residents in order to clarify the vision for the business and industrial zoned areas in West Concord and to effectuate sustainable development and guide future growth on selected sites. The proposed West Concord Business District focuses on mixed uses that include commercial, residential, and civic uses. The existing Industrial District is proposed to become the West Concord Industrial District with possible emphasis on small-scale manufacturing, technology, design, and artistic businesses geared to independent entrepreneurs. The specific land use goals, uses, and dimensional standards should be based on existing natural attributes, development patterns, market opportunities, and public facilities that reflect the general vision for the future. Specific provisions should also be included that define the relationship between the two districts in terms of uses, development patterns, design standards, infrastructure, parking, and open spaces.

Amend parking requirements for West Concord Village Center (REG 5) – Requirements for on-site parking were reviewed in the context of West Concord's traditional building characteristics including higher-density mixed

uses, pedestrian orientation of buildings, and on-street and common parking areas. The village needs to prevent the deterioration of this pattern, which can be caused by suburban and auto-oriented forms of development that allow for large single-purpose parking lots that separate the building from the street and sidewalk. Specific recommendations are included in Appendix 4.

Revise the sign bylaw for the West Concord Village Center (REG 6) – The existing Concord sign bylaw is under review by the Sign Bylaw Committee. Currently, there are a few internally lit plastic wall signs and vinyl awnings in West Concord that detract from the overall aesthetic appeal of the village. The West Concord sign requirements should focus on materials, lighting, and placement on buildings as well as the size. For example, wall sign placement should be located between the horizontal band of the building above the first-floor windows. There are also few projecting wall signs (or blade signs) that enhance the walkability of Main Street and should be encouraged. Externally lit wooden, metal, and historically appropriate signs should be encouraged in the village center.

Revise site plan review (REG 7) – Site plans should reflect and integrate building design, site layout, lighting, landscaping, parking, access, and off-site amenities such as streetscape designs selected for the West Concord village center as laid out in the proposed zoning amendments and design guidelines/standards. Site development schemes should also reflect selected architectural themes and be compatible regarding materials, colors, and other design elements. Sensitivity to vehicular and pedestrian traffic patterns, and the needs of residents, business operations, property owners, and visitors are other key considerations in revising site plan review under the zoning bylaw.

Prepare form-based code and design standards for West Concord village Center (REG 8) – Detailed recommendations for zoning bylaw amendments and design standards necessary to facilitate the West Concord Graphic Master Plan are included in Appendix 4. These recommendations are intended to replace the Interim Planning Overlay District (IPOD) that was adopted for West Concord in 2009 as a two-year growth control mechanism to allow sufficient time to prepare the Master Plan and associated zoning.

Smart Growth principals, which include creating a walkable neighborhood, providing a variety of transportation choices, encouraging a mix of uses, creating a range of housing opportunities and take advantage of compact building design, should be considered in preparing revisions to the various land use regulations and incorporated through a series of typological (or form-based) graphics and photos that illustrate alternative development patterns consistent with the components of the master plan. Sustainable Development/Low Impact Design applications should also be incorporated which have proven effective in preserving community character, fulfilling market opportunities, and protecting environmentally sensitive areas in other communities around New England.

Form-Based Code Basics

Form-based code is a method of regulating development to achieve a specific urban form that uses pictures and photographs. Form-based codes create a predictable public realm primarily by controlling physical form, with a lesser focus on land use, through city or county regulations. Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The regulations and standards in form-based codes, presented in both diagrams and words, are keyed to a regulating plan that designates the appropriate form and scale (and therefore, character) of development rather than only distinctions in land-use types. This is in contrast to conventional zoning's focus on the segregation of land-use types, permissible property uses, and the control of development intensity through simple numerical parameters (e.g., FAR, dwellings per acre, height limits, setbacks, parking ratios). Not to be confused with design guidelines or general statements of policy, form-based codes are regulatory, not advisory. Form-based codes are drafted to achieve a community vision based on time-tested forms of urbanism. Ultimately, a form-based code is a tool; the quality of development outcomes is dependent on the quality and objectives of the community plan that a code implements. Form-based codes commonly include a regulating plan, building form standards, and public space/street standards. They may also include architectural standards.

Unlike conventional ordinances, which tend to deter traditional development patterns and mixed use, the general focus and stated purpose of the proposed revisions seek to achieve the following:

- Street design that balances the needs of both automobiles and pedestrians (i.e., techniques to reduce speeds, provide internal connections, encourage pedestrian activity, improve safety, and fit the scale of proposed mixed-use activity centers);

- Dimensional and use requirements to encourage mixed use and less infrastructure development;
- Provisions for linking and networking parking and access between developments;
- On-site connectivity and amenities to reduce vehicle trips;
- Provisions for a mix of housing opportunities for a range of income levels;
- Enhanced landscape characteristics and opportunities;
- Social, educational, employment, recreational, and shopping opportunities in close proximity to surrounding neighborhoods;
- Enhanced walkability and intermodal transportation connectivity;
- Standards for building sizes and character that define streets and public spaces;
- Open spaces designed for social activity and recreation; and
- Shared public/private parking lots and/or structures.

The key components of the proposed form-based code and design standards are as follows:

- Use and Dimensional Standards – Desired development patterns, uses, and dimensional requirements are generally rendered in the West Concord Graphic Master Plan but implemented with technical precision through proposed form-based code including the following:
 - Public and private frontage (defining the relationship between the two)
 - Allowed uses and vertical mix of uses (residential, commercial, light industrial and civic)
 - Building placement, height and articulation (positioning of building for appropriate scale and massing)
 - Front setback and usage (creating an extension of the public streetscape and pedestrian enhancements)
 - Business signage and displays
 - Dumpster and storage standards

This element focuses on the desired scale and dimensional characteristics of new development, appropriate renovations and expansions, architectural themes, historic preservation, buffering techniques for surrounding neighborhoods, the appropriate mix of uses, and the physical plan implications of attracting new residents and commercial development.

- Performance Standards – Recommended performance-based standards for certain allowable uses enable an appropriate mix of uses while ensuring protection against potential negative impacts. Performance standards generally address the provision of convenient services to residents, natural resources protection, and an improved pedestrian environment while mitigating the impacts of potentially conflicting uses and traffic congestion.
- Street Types and Streetscape Design – A hierarchy of “Complete Street” design cross sections is incorporated into the proposed West Concord Design Standards illustrating the desired character of these important public spaces. The objective is to create spaces where pedestrians feel comfortable and safe while providing for adequate vehicular movement. Street section illustrations clearly define the buildings’ relationship to the street, width of travel and parking lanes, placement of street trees and lighting, and sidewalk widths based on the setting and desired character. These design standards could be incorporated into the Town of Concord Subdivision Regulations in the future. The hierarchy of street types includes the following:
 - Street hierarchy (e.g., avenues, gateway boulevards, standard streets);
 - Driveways, service alleys, and pathways;
 - Public parking (on-street);
 - Public streetscape elements (e.g., lighting, sidewalk treatments, and furnishings); and
 - Integration of public streetscapes and private frontages (e.g., outdoor dining, vendor courts, pedestrian access to private buildings and parking lots, etc.).
- Public and Private Open Space – Recommended design guidelines include standards for new public and private open spaces, parks, pedestrian and bicycle corridors, and other amenities in West Concord for active and passive recreational uses. A key is the relationship and connectivity of these amenities to the core area and surrounding neighborhoods.

- Parking System Regulations and Management – The public and private parking system (and the perception of adequate parking) is critical to the vitality of any mixed-use district including West Concord village center. Public and private on/off street parking needs and regulations were evaluated, and recommended bylaw revisions and new management programs are made focusing on the following key issues:
 - Distribution, access and turnover of short-term and long-term parking spaces;
 - Opportunities to improve efficiency of existing parking lots without significant expansions (e.g., reduced curb cuts and shared access, internal circulation improvements, shared parking, and satellite off-site parking);
 - Directional signage to clearly indicate to customers where parking is located;
 - Efficient drainage and attractive landscaping;
 - Potential impacts of future development on the need for additional public and private parking; and
 - Public parking improvement funds and enforcement programs.
- Landscaping Guidelines – Recommended site planting specifications are included in the proposed design standards and guidelines. Diagrams and illustrations include native or other appropriate species for a village setting including placement for use on public and private lands.
- Public Infrastructure and Low-Impact Design (LID) Applications – Sustainable design and construction standards for renovations, new development and public infrastructure are incorporated into the proposed design guidelines and standards. This includes best management practices and sustainable building and neighborhood criteria (as identified by the U.S. Green Building Council) and model LID infrastructure and site design model elements as applicable to West Concord.
- Architectural Design Standards – Recommended architectural design standards would be derived from the West Concord Design Guidelines to cover the key use of materials, configurations, and techniques of construction to create harmony among buildings in the village center. Proposed standards address the following elements:
 - Architectural styles and continuity;
 - Site placement of buildings, walkways, landscaping, and parking areas;
 - Building massing, bulk, and scale (including height, length, setbacks, and coverage in keeping with village's desired theme or design);
 - Permitted encroachments (i.e., balconies, stoops, covered walkways, hanging overhead signs, etc.);
 - Solar guidelines (relating building heights to setback and street widths);
 - Building and site signage
 - Connections to public spaces (i.e., sidewalks, alleys, parking lots);
 - Facade treatments;
 - Materials and colors;
 - Accessories (i.e., awnings, canopies, signs, etc.); and
 - Other parameters appropriate for specific types of new construction.

Policy Actions and Strategies

Integrate the Master Plan recommendations into the Comprehensive Long-Range Plan (POL – 01) – The next update of the 2005 Concord Comprehensive Long-Range Plan should recognize the key goals and findings of the 2010 West Concord Village Master Plan and incorporate the Implementation Plan.

Establish an Access Management Program for Commonwealth Avenue and Main Street – Access management involves a set of strategies to improve the safety and efficiency of traffic by reducing congestion and conflict points, while simultaneously preserving community character and safety through land use planning and site design. An effective local access management program in West Concord can play an important role in reducing accidents, preserving roadway capacity, and avoiding or minimizing costly roadway improvements to correct safety and congestion problems. Such a program can be implemented through adoption of new zoning regulations or subdivision and site plan regulations. Some of the benefits include the following:

- The traveling public, including pedestrians and bicyclists, benefits from safer and more efficient travel.
- Land and surrounding infrastructure are often more efficiently utilized when access management tools are applied to property new development and redevelopment.
- Many businesses benefit from increased economic vitality along a well-managed corridor because of safer access to and from their establishments.
- Reduced congestion can reduce fuel consumption and air quality impacts related to traffic delays.
- Taxpayers benefit from the more efficient use of existing transportation facilities. By improving the safety and efficiency of existing roadways, the town's limited resources can be utilized elsewhere. In addition, many access management strategies are relatively low in cost to implement.

Key elements of access management in West Concord include:

- An interconnected street network, including through streets and access to the rear of buildings;
- Connections between adjacent properties (also known as "cross access");
- Limited driveway openings, including shared driveways and driveway spacing standards;
- Corner clearance standards;
- Intersection spacing and traffic signal spacing;
- Center medians and other means of restricting turning movements at specific locations;
- Shared parking between adjacent businesses, centralized public parking, and side and rear parking (versus parking between roadway and building); and
- Convenient internal circulation and external connections for motorists, bicyclists, and pedestrians.

The West Concord Graphic Master Plan illustrates several site-specific examples of access management improvements throughout the Commonwealth Avenue and Main Street Corridor. Most of these projects involve reducing curb cuts, sharing access, and making internal connections where feasible.

Appoint a West Concord Advisory Committee (POL 03) – An active group available to advise Town boards and committees about West Concord priorities and features could play a significant role in guiding the planning, design, and implementation processes that will accompany change in West Concord. This group should embrace promotional programs, design awards, and other proactive steps to attract and promote the "right" types of developments and improvements that retain the unique qualities of the area. West Concord will benefit from a formalized advisory committee with active leadership and participation among key stakeholders. The Planning Board should appoint this group, which could also be available to work with Concord Public Works and the Natural Resources Commission.

Model best practices in Environmental Sustainability- Implement policies and programs that promote energy conservation and environmental sustainability. Apply Leadership in Energy and Environmental Design (LEED) principles to new facilities to ensure that they use the least possible amount of energy for light, heat and cooling. New projects should conserve water and materials, minimize waste, maximize air quality, protect surrounding areas, and provide environmental and community benefits over the lifetime of the project. Encourage others to follow sustainable practices and contribute to public education and awareness initiatives that will inspire action on sustainable living.

5.3 Infrastructure Management Actions

An evaluation of West Concord's infrastructure was conducted through a series of interviews with departments and boards to determine the capacity of existing public infrastructure and facilities to accommodate potential future demands under different development scenarios identified in the conceptual planning process. The evaluation is included in Section 2 and recommended future infrastructure improvements are included below.

Town agencies shall consider recommendations of the West Concord Master Plan when designing infrastructure projects in West Concord (INF 1).

Provide and improve public utilities to support existing and compatible future development in the village center (INF 2) – The following public utility strategies are recommended:

- Property owners and developers should continue to work with the Town in identifying opportunities to reallocate and re-permit public wastewater treatment capacity within the West Concord watershed from single-use developments on rural and open lands to new mixed use development and redevelopment within the village center;
- Property owners and developers should carefully evaluate alternative wastewater treatment options that reduce impacts on town systems, such as on-site storage and release during off-peak hours, and private package treatment plants.
- The Town should evaluate the potential of utilizing excess wastewater treatment capacity at the Massachusetts Correctional Institution at Concord to support redevelopment and new development in West Concord village center.
- The Town should incorporate new water conservation and stormwater reduction and treatment technology into infrastructure design standards and capital improvement programs such as gray-water systems, stormwater planters, pervious pavers, xeriscaping, bioswales, and other low impact development (LID) technologies, where appropriate.
- Private property owners and developers should be encouraged to incorporate LID technologies into new development plans, including green roofs and rainwater recovery systems as well as the techniques listed above and identified in the draft design guidelines.
- Overhead utilities associated with future public and private development and redevelopment should be relocated underground to the extent possible.
- Overall pedestrian-level lighting in the village center should be improved and expanded as needed, such as on Beharrell Street and Bradford Street. New or replacement lighting should be consistent with the most current "dark sky" policies and design guidelines.

Design and construct Complete Street improvements (INF 3) – The preferences for designing and implementing Complete Streets, which considers the needs of all users of the public right-of-way when planning projects for circulation, sidewalk, streetscape, and roadway improvements, were well established in the planning process for West Concord village. Specific design recommendations are included in Section 4. The implementation process going forward should incorporate significant public and stakeholder involvement and ensure that landscape architects and civil and traffic engineers work collaboratively to provide designs that complement the character and the quality of each location.

Carry out a Traffic Management Plan for West Concord (INF 3) – Ease traffic congestion and improve circulation in and around West Concord through a series of traffic-calming improvements and management strategies such as:

- Redesign Kenneth Dunn Square (possibly with a roundabout or T-intersection);
- Upgrade traffic and railroad signals where needed;
- Continue to work with the MBTA on train/platform alignment issues with the handicapped ramp to reduce frequency of blocking the intersection and lessening the impact on vehicular traffic on Commonwealth Avenue;

- Continue to work with the state on improving intersections on Main Street, Commonwealth Avenue, and Church Street in West Concord;
- Explore options to ease congestion along Laws Brook Road; and
- Support and assist alternative transportation opportunities in West Concord such as the Bruce Freeman Rail Trail, a local rideshare program, and remote parking on the edges of the village center.

For new development and redevelopment, the Town may provide relief from required parking where the applicant:

- Permanently eliminates and/or significantly reduces the width of existing curb cuts in a manner that improves traffic flow and enhances pedestrian safety;
- Provides a perpetual agreement for one or more driveway consolidations or interconnections that will alleviate traffic in the village center; or
- Provides a perpetual agreement providing for Transportation Demand Management measures for employees such as carpooling, ridesharing, transit use incentives, and walking and bicycle facilities and other types of incentives.

Develop and implement a Parking Management Plan for West Concord – There are a number of parking management issues in the West Concord village center that might be best advanced through a formalized Parking Management Plan involving the Town, MBTA, and private stakeholders, including local business and property owners. The purpose of this plan would be to formalize cooperative strategies to carry out physical improvements, improve signage and access, maximize efficiency through shared uses, and make appropriate policy changes regarding managing and enforcing the parking supply.

One option is to create the **West Concord Parking Management Association** to formally organize stakeholders with shared interests in the supply and management of parking. Such an association can be established with town sponsorship or be could be privately organized by property owners and other interested parties. Through regular meetings, the association would be in a position to explore many methods to improve parking access, signage, shared use, and supply.

Parking requirements in the village center should be the most flexible and least restrictive in the town. The center is within comfortable walking distance of neighborhood residents and private and public parking lots can serve different users at different times during a day. Specific actions to be addressed in the Parking Management Plan are as follows:

- Facilitate parking agreements – Formalized agreements among property owners (including the Town) may lead to more efficient, shared layouts and access for pedestrians and vehicles at the MBTA/Town lot and the private parking lots between Commonwealth Avenue and Beharrell Street. Parking agreements allow participants to rationalize and improve shared parking opportunities, including access for cars or pedestrians, shared use that allows for more efficient layouts, and the like. Participants can be any combination of private property owners, institutions, or the town.
- Allow for on-site parking exemptions – Traditional village centers with small, densely packed shops and services need relief from typical on-site parking requirements. Parking exemptions can be provided to qualifying uses (such as ground-level retail) so that they are not required to provide on-site spaces, if the Town finds that an adequate supply of public on-street or off-street parking exists within a reasonable distance.
- Allow and encourage shared parking – One of the keys to success for mixed-use districts is the ability for parking spaces to be shared among different users at different times. Not only does this promote the efficient use of the land, it supports the type of active pedestrian district that is critical to supporting vital mixed-use centers. Shared parking accommodations can be accomplished through zoning regulations and formal agreements, but need to be planned and managed.
- Facilitate access easements and agreements between owners – Pedestrian circulation through and around the village center is critically important in order to support the businesses, civic, and institutional uses. Reasonable pathways often pass across non-public land. Communities and property owners can

- establish access easements and other forms of legal agreements that ensure that property rights are protected but allow for pedestrian passageways and associated improvements.
- Allow and encourage shared cars – Since the West Concord village center supplies many daily needs, including access to transit, residents who live in close proximity to the village center or in the village center itself will have reduced need for personal cars. Residents could form private, informal car-sharing groups, but car sharing would be more likely to succeed with professional support, either through an apartment complex manager or condo association, or through a commercial vender such as Zip Car. Parking requirements should be reduced where such arrangements are made available to residents, with a requirement for payment in lieu of parking into a public parking fund (see below) if a shared car program ceases.
 - Evaluate parking time limits – On- and off-street public parking time limits should be based on proximity to the core business area along Main Street and Commonwealth Avenue. Shorter time limits (such as 30 minutes to 2 hours) should apply to on-street parking meters where high customer turnover is desirable and beneficial to nearby businesses. On-street parking on side streets and off-street parking lots should be timed for longer periods and geared for local workers and customers that are planning on staying in the village center for an extended period of time. Any meter timing program has to be coupled with consistent enforcement to ensure proper turnover of spaces and an effective directional sign program that allows customers to easily find short- and long-term parking.
 - Upgrade parking meter equipment – The existing parking meters are very labor intensive, requiring a dedicated Town employee to empty each meter on a routine basis. This equipment can also be expensive to repair and replace. An alternative collection method would be parking meter stations, which provide a series of centralized locations covering segments of on- and off-street public parking areas where fees would be paid. These stations would reduce collection time and the large number of individual meters currently on Commonwealth Avenue.



Example of a Solar Powered Parking Meter Station

- Public parking fund and permit program – The zoning bylaw should allow for payment in lieu of parking in the village center. While not currently in place in Concord, the Town should consider adopting a public parking fund and parking permit program, where the funds collected could be used for capital investment that adds new parking spaces, reconfigures lots to improve the utilization of existing spaces, closes or consolidates curb cuts, improves the supply or demand for parking spaces, adds new or improved pedestrian paths or amenities, provides bicycle parking or public transit facilities, or encourages other measures that shorten perceived walking distances in the village center. A West Concord Village Center Public Parking Fund would be one of many techniques that can be employed to finance public parking lots. Direct expenditures and bonding, using parking revenues or tax increment resources, are other common methods to implement such improvements.

Install public wayfinding and gateway enhancements – The West Concord Village Graphic Master Plan identifies new gateway treatments and public wayfinding sign locations (see Section 4). The focus of these enhancements is to improve the resident and visitor experience by placing attractive streetscape treatments at key entrances to the village center and installing a wayfinding sign system that leads walkers, bicyclists, and motorists to various points of interest, such as local businesses, the MBTA station, public parking lots, and civic institutions.

5.4 Housing Development Strategy

Residents who live within or adjacent to West Concord village center provide critical vitality to the village and are primary stakeholders and consumers of public and private services. New residential development in the form of mixed use and mixed income is necessary to support the economic viability of desired commercial and light industrial uses, as well as the town's goals for affordable and varied housing options. In 2010, the town will be preparing an update of the Housing Production Plan, approved in 2005 and required to be updated every five years, that will look closely at the need for housing or housing demand. Based on the identified needs, some of the specific affordable housing strategies recommended for West Concord are as follows:

Incorporate or expand housing development provisions into zoning regulations for West Concord village – Specific housing development zoning strategies include the following:

- Allow for “life cycle” housing types and forms (as identified below) in the village center zoning districts.
- Require new developments of a certain size and scale to be mixed use with a significant percentage in residential use (such as 33% or 50%) on the upper floors of a building.
- Allow for residential uses, such as townhouses, in identified transitional zones on Main Street and Commonwealth Avenue on the ground level.
- Continue to allow mixed use business and residential use by right in the West Concord Business district.



Example of new small cottage homes in Traditional Neighborhood Development

Encourage “life cycle” housing in appropriate locations in the village center and surrounding neighborhoods –

This should include a variety of dwelling sizes and forms that accommodate a wide range of age and income groups such as traditional, detached, single-family homes, duplexes, attached and detached accessory dwelling units, attached townhouses, rowhouses, and condominiums and apartments as part of mixed-use buildings or single-purpose buildings, artist lofts, live/work units, and assisted living facilities. Life cycle housing and mixed-use developments may be appropriate in locations around the village center. Cottage development may be appropriate on small parcels surrounding the village center.

5.5 Community Development Strategy

The community development strategy describes uses that have current and projected unmet demand that would be likely to locate in the village center. The town should encourage uses and types of business (including retail, office, and light industrial uses) that would complement and bolster the existing business mix and maintain the character of West Concord village.

Create economic development initiatives and incentives – Business assistance and redevelopment incentive programs could facilitate business retention and enhancement as well as rehabilitation and redevelopment of targeted projects in selected sites within West Concord village. A particular focus of this program should be strengthening the village center by working with existing and prospective property owners and developers on redevelopment that fills market niches and expands mixed uses, as well as creates new high-quality jobs. Economic development initiatives in West Concord must focus on the support, enhancement, and preservation of

independent businesses which contribute to the village's unique character. Potential restrictions, such as on formula-based businesses and business size, should support this goal. Additionally, initiatives must recognize and provide protection and/or opportunity for start-up and studio-type small businesses, including artists' space and, potentially, live/work space.

- Create an economic development strategy – Various economic development programs have been used in small villages and downtowns in Massachusetts and around New England with good results. In West Concord, the following strategies should be considered:
 - Manage the size or type of businesses (whether limiting or expanding) throughout the village center depending on specific locations;
 - Encourage new development or redevelopment that maintains village scale and style;
 - Target employment opportunities for local residents;
 - Fill gaps in the current business mix and opportunities for targeted customer groups (residential and commercial);
 - Strengthen existing or developing business clusters;
 - Recruit successful businesses that are compatible with the village scale and business mix; and
 - Support cottage industries and home-based businesses.

- Utilize innovative tools – Several funding resources can be targeted to local economic development efforts in West Concord. The following programs have worked in other communities and could be considered for West Concord:
 - A low-interest business loan pool with the assistance of local banks through the Community Reinvestment Act program;
 - A Facade and Sign Improvement Program with the assistance of local banks through the Community Reinvestment Act program;
 - A tax increment financing program (TIF) for targeted redevelopment areas and businesses development;
 - A Main Street program or Business Improvement District (BID) to carry out business development, marketing, and maintenance in the village center; and
 - Other potential tools, such as the state's transit-oriented development (Chapter 40R-TOD) program and District Improvement Financing (DIF), that can be used to finance infrastructure improvements needed for economic development (see Funding and Financing Strategies below).

Carry out marketing and communications programs – Marketing and communications have become increasingly important to villages and towns as they compete for jobs, a sustainable tax base, and a vibrant civic life. Business recruitment has become very competitive and advertising has grown rapidly making it more difficult for prospective business owners to differentiate between the market opportunities and services offered by a municipality. If West Concord, on a limited budget, is to keep and grow local businesses and, at the same time, attract new entrepreneurs to the village, it must develop a simple and compelling story that differentiates it from its competitors. The town, business and property owners, residents and local chamber of commerce should work together in developing any marketing and communications program for West Concord.

- Identify Strategic Marketing Parameters – Marketing and communications programs in West Concord should include a combination of traditional advertising, business recruitment, and a public relations campaign that will create the necessary “buzz” and give the village an opportunity to tell its story. A marketing strategy should be based around such factors as:
 - A local/regional target market
 - Existing assets (a “real” New England village with civic services and attributes, excellent intermodal transportation access, quality shops and services)
 - An excellent place for small business and entrepreneurship
 - An interesting history
 - A caring community that will ensure high-quality and compatible development and business mix
 - Relative affordability compared to many nearby villages and communities

- Develop a Communications Strategy – The following are recommended communication strategies:
 - Accentuate and indicate the advantages of operating a business or investing in West Concord to existing and prospective businesses and property owners.
 - Seek out entrepreneurs in the area who may seek new business opportunities in a small village with lower operating costs and higher quality of life.
 - Target light industry sectors that have a strong constituency locally and regionally.
 - Develop a list of appropriate regionally-based companies, contact them, and encourage personal visits. (A list of such companies is available for purchase from the Economic Research Council.)
- Create a West Concord village website – This website should provide relevant plans and regulations; an existing business listing and directory map; civic facilities, services, and attributes, socioeconomic and housing data; a list of available commercial and industrial properties; and links to local businesses and services (i.e., Town of Concord, MBTA, Chamber of Commerce, etc.)
- Develop a West Concord brand – A new branding program for the West Concord village should include a new logo and slogan integrated into wayfinding signs, banners, gateway treatments, brochures, posters, leaflets, and other marketing materials.
- Seek Design Awards – Design award programs are a simple and cost-effective method of promoting the village and inspiring local business and property owners to follow through with appropriate renovations and redevelopment. This can be accomplished through a small appointed committee (such as the West Concord Advisory Committee) that provides awards on a regular basis, and in relevant categories (best historic restoration, best new facade, best outdoor dining area, etc.).

Host village events and activities – The Town and village should work together with West Concord residents, the Chamber of Commerce and business owners to assess ongoing and potential new events and activities to enhance local and regional residents' image of West Concord, attract more visitors and customers, and demonstrate the viability of the village center to prospective businesses. The West Concord Family Festival is an example of such an event that celebrates the community.

Some additional ideas to consider, either as individual events or in combination, are as follows:

- Farmers' Market – A farmers' market should feature local and regional produce and related agricultural goods. It should take place on a regular schedule (such as weekly) in a central location within the village center. Junction Park may be an excellent venue especially if the hours coincided with commuter train schedules so local residents could buy goods on return trips from work. Farmers' markets can be held for four to six months of the year and coupled with other activities, such as live music.
- "Taste of West Concord" – Local restaurants would set up buffets in the village center and provide samples of their menu. This event should occur as local residents return from summer vacations. This is a great opportunity to introduce existing and new restaurants to local customers.
- "Horribles" Parade and Pumpkin Celebration – Create a Halloween festival with a costume parade for children, traditional activities (i.e., bobbing for apples, story telling, etc.), trick-or-treating in stores, and live entertainment. Conduct a pumpkin contest featuring the biggest pumpkin and best jack-o-lantern.
- Turkey Trot Road Race – Create a community road race and other activities over the Thanksgiving weekend to celebrate the holiday.
- "Village of Lights" Festival – Establish a holiday lighting program and encourage local businesses and residents to participate. Raise funds and in-kind services from local businesses and utility companies. Expand the celebration of the holiday season with hay rides, craft fairs, ice sculpting, window displays, live music, open houses, and a tree lighting ceremony.
- Earth Day Festival – Celebrate this event with a village clean-up, invited speakers, exhibits, music and food, tree plantings, and other environmentally oriented activities.

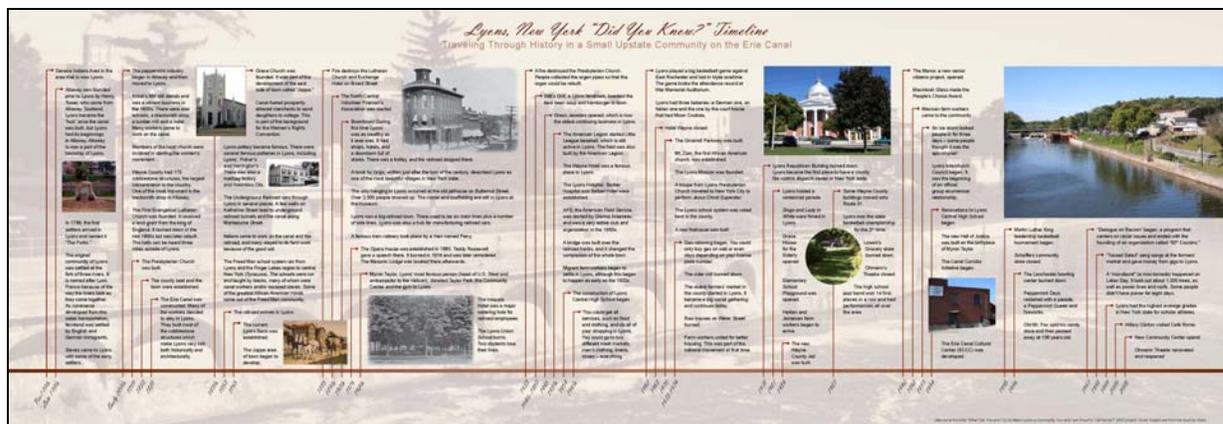
- **Local Heritage Event** – Create a series of events featuring the early days of life in West Concord with entertainment, historical tours and speakers, period dress, and exhibits.
- **Clothesline Art Exhibits** – Create an artists' exhibit with booths, demonstrations, and activities for children and adults.
- **Classic Car Show** – Car shows are very popular and a great way of bringing residents and visitors to the village. Encourage local car clubs to participate and even organize the event. This could even be a regular event during the slower summer months.
- **Sidewalk Sales** – Hold sidewalk sales in traditionally slow retailing periods. These sales can also be linked to other events or have a particular theme to attract more customers.

5.6 Public and Private Renovation and Redevelopment Strategies

Community Initiated Development

Community initiated developments (CID) are civic projects intended to improve the quality of life for local residents, attract visitors to the village center, and create a foundation for private investment through a series of new public amenities that expand the market and generate interest in selected redevelopment. Several public streetscape, roadway, park and open space, utility, and parking improvements are described in Section 4 and included in the Implementation Matrix below. Some additional small civic projects suggested for West Concord are as follows:

Install West Concord murals (RRD-1) – Attractively designed murals can help create a positive symbol for the village and serve as a reminder to residents and customers of significant cultural characteristics and historical events in West Concord. One example would be a West Concord “Did You Know” timeline that highlights significant historical events and community activities in the village using attractive photos and graphics. Murals should be placed in visible locations that are currently unattractive (such as blank building walls, abutments, alleys, or parking areas). Local artists and students could be recruited to participate in a mural program.



Example mural highlighting a village's heritage along the Erie Canal in Upstate New York

Install village center information kiosks (SS-13) – Strategically located informational kiosks should be placed in the village center. The kiosks can be both stand-alone structures and wall-mounted units and should contain a business directory map, points of public interest, and information on upcoming events and activities in West Concord. Any new slogan or logo should be incorporated into the kiosk design. Potential locations may include Junction Park, the MBTA platform or commuter lot, alleys, and locations along Main Street and Commonwealth Avenue. Local artists and students could be recruited to participate in building and installing kiosks.

Private Renovation and Redevelopment Strategies

Implement a facade and sign improvement program (RRD-3) – The village has a significant number of historic and attractive buildings; however, some have been inappropriately altered over the years and other newer

buildings have incompatible site design, materials, scale, or architectural features. To enhance visual appeal, economic opportunity, and walkability of the village, a number of existing buildings have been recommended for facade treatments, upgraded signage and lighting, awnings and other window treatments, storefront displays, and use of public spaces in front of the building. (See Section 4 for detailed list.)

A facade and sign improvement program can be funded through matching grants or low-interest loan programs. There are many models for these programs, with a range of publicly and privately funded resources. Often relatively small amounts of public investment generate significant private investment. Facade and sign programs can be administered by the Town directly or through consultant assistance, but funding should be directly linked to design guidelines and a mandatory design review process.

Continue to define redevelopment potential of large underutilized areas – Work with property owners and potential developers to expand concepts and scenarios for village-scale redevelopment and mixed uses in selected areas of the village center. One way to accomplish this vision, is to conduct a facilitated retreat or workshop to focus on the desired and complementary uses for the Business and Industrial districts of West Concord, such as:

- Bradford Street area – Consider a mix of retail, office, or residential uses that will add to the vitality of West Concord and maintain a historic character similar to the existing buildings, while taking into consideration the impact of new development on the adjoining residential neighborhood on Bradford Street and Maple Street.
- Beharrell Street/Nashoba Brook area – Consider a broad mix of uses including commercial, restaurant, industrial, and residential. Preserve rental opportunities for entrepreneurial/creative businesses; specifically identify mechanisms of how to do this and the potential tradeoffs. Encourage property owners to work with the town to plan the area as a whole so any new development will be integrated with and complementary to the buildings and uses along Commonwealth Avenue. Include solutions for traffic circulation, access to open space, and design guidelines. The planning for the possible extension of Beharrell Street should only be done in the context of the broader planning for and redevelopment of the Beharrell Street area.
- Winthrop Street/Foundry area – Consider a mix of uses that includes commercial, industrial, and residential, which also takes into account the impact of increased traffic and change in intensity of use on the existing residential neighborhood on Winthrop Street. Consider ways to integrate traffic, parking, and pedestrian circulation with the Beharrell Street area to encourage direct connections with the rest of West Concord.

5.7 Potential Funding Resources and Strategies

Potential funding resources for various types of projects and programs in West Concord are identified and explained below. These funding resources are commonly used as part of new incentive programs for smart growth, business development, transportation and circulation, mixed-use development, village revitalization, and infrastructure projects.

The financial burden of a plan of this nature will not be borne solely by the public sector. Private sector investment is a key to success. The Master Plan projects and programs are structured to attract private capital and to leverage public investment to the optimum extent. Some typical and new incentive programs that are being used for village revitalization and redevelopment in Massachusetts are included in the list below.

A combination of local, state, federal, and private funding sources should be sought to complete various projects and programs identified and planned for West Concord such as circulation, utility, sidewalk, roadway, and streetscape improvements, as well as building renovation and business development programs.

Potential Funding, Financing & Technical Assistance Resources for West Concord		
Title	Description	Source
AHTF	Affordable Housing Trust Fund (DHCD)	State
APR	Agricultural Preservation Restriction Program (EOEA - DAR)	State
BF	Bridge Financing (DHCD)	State
BFI	Banks and Financial Institutions (CRA Credit Program)	Private
BID	Business Improvement District	Town-Private
BPP	Bike and Pedestrian Program (EOT)	State
CATN	Commercial Area Transit Node Program (DHCD)	State
CCP	Commonwealth Capital Program	State
CDAG	Community Development Action Grant (DHCD)	State
CDF	Community Development Fund (DHCD)	State
CILP	Capital Improvement Limited Partnership	Town-Private
CP	Conservation Partnership (EOEA)	State
CPA	Community Preservation Act Funds (Local With State Match)	State
DIF	District Improvement Financing (DIF-EACC)	State
DRFP	Developer Request for Proposal	Town-Private
DWPG	Drinking Water Supply Protection Grant Program (EOEA)	State
EDA	Economic Development Administration (Federal – Small Business Development)	Federal
EDF	Economic Development Fund/CDBG (formerly Ready Resource Fund, DHCD)	State
EOA	Economic Opportunity Areas (EOA) and ETA (DHCD)	State
FSIP	Facade and Sign Improvement Program	Town-Private
GCP	Green Communities Program (EOEA)	State
GTDP	Greenways and Trails Demonstration Grant Program (State)	State
HDSP	Housing Development Support Program (DHCD)	State
HOME	HOME Program (DHCD)	State
HSF	Housing Stabilization Fund (DHCD)	State
LAND	Local Acquisition for Natural Diversity Program (EOEA)	State
LHT	Local Housing Trusts (Local)	Town
LI	Landowner Incentive Program (EOEA - wildlife conservation)	State
LIHTC	Low Income Housing Tax Credit (DHCD)	State
LOLP	Low Interest Loan Program	Town-Private
LIP	Local Initiative Program (DHCD)	Town-State
LLP	Local Limited Partnerships (Public-Private)	Town-Private
LPP	Land Protection Programs (EOEA - DCR, DFG)	State
LWCF	Land & Water Conservation Fund (EOEA - DCS)	State
MD	MassDevelopment Programs (Financing, Low Interest Loan, Tech. Assistance)	State
MDI	Massachusetts Downtown Initiative (DHCD)	State
MET	Massachusetts Environmental Trust	State
MHC	Massachusetts Historic Commission Programs	State
MHPF	Massachusetts Housing Partnership Funds (MHP)	State
MOBD	Mass. Office of Business Development Programs (EOHED)	State
MRF	Massachusetts Revolving Fund (EOEA - DEP)	State
MTF	Massachusetts Transportation Funds (Chapter 90)	Town-State
OSPP	Off-Street Parking Program (EOAF)	State
PDF	Priority Development Fund (DHCD)	State
PF	Private Foundations	Private
PPTA	Peer to Peer Technical Assistance Program (DHCD)	State
PWED	Public Works Economic Development Program (EOT)	State
RET	Renewable Energy Trust Sustainable Energy Programs	State

RTP	Recreational Trails Program (DCR)	State
SBA	Small Business Assistance Programs	Federal
SGOD	Smart Growth Overlay District (Chapter 40R)	State
SGTA	Smart Growth Technical Assistance Program (EOEA)	State
SHP	Self-Help Program (EOEA - DCS)	State
TF	Town Funding	Town
TIF	Tax Increment Financing (TIF)	Town-State
TOD	Transit Oriented Development Bond Program (EOT)	State
TTGP	Travel and Tourism Grant Programs (MOTT)	State
UBA	Urban Brownfields Assessment Program (EOEA)	State
URV	Urban River Visions Implementation Program (EOEA)	State

Public Funding Programs with High Potential

Commonwealth Capital Program – The Town should prepare and file an update of its Commonwealth Capital application with the state. This application qualifies Concord and can place the community in a better position to obtain grant funding to implement various projects included in the West Concord Village Master Plan. The Commonwealth Capital Program, coordinated by the Office for Commonwealth Development, directs state capital spending programs that affect development patterns to ensure that state investments promote projects consistent with the sustainable development principles. It also establishes partnerships with municipalities seeking to advance the Commonwealth's development interests. More than 20 state grant programs representing millions of dollars in grants and low interest loans provide a financial incentive to encourage communities to implement smart growth-consistent land use policies, such as:

- Public Works Economic Development Program (EOT)
- Bike and Pedestrian Program (EOT)
- Transit-Oriented Development Bond Program (EOT)
- Community Development Action Grant (DHCD)
- Affordable Housing Trust Fund (DHCD)
- Housing Stabilization Fund (DHCD)
- Economic Development Fund/CDBG (formerly Ready Resource Fund, DHCD)
- Housing Development Support Program (DHCD)
- Commercial Area Transit Node Program (DHCD)
- State Revolving Fund (EOEA - DEP)
- Urban Brownfields Assessment Program (EOEA)
- Self-Help Program (EOEA - DCS)
- Urban Self-Help Program (EOEA - DCS)
- Land & Water Conservation Fund (EOEA - DCS)
- Agricultural Preservation Restriction Program (EOEA - DAR)
- EOEA Land Protection Programs (EOEA - DCR, DFG)
- Drinking Water Supply Protection Grant Program (EOEA)
- Urban River Visions Implementation Program (EOEA)
- Coastal Pollutant Remediation Grant Program (EOEA - CZM)
- Off-Street Parking Program (EOAF)
- Smart Growth Technical Assistance Program (EOEA)

District Improvement Financing (M.G.L Chapter 40Q) – District Improvement Financing (DIF) is a form of tax increment financing recently enabled by the Massachusetts legislature that provides for a variety of tools to promote desired development in targeted geographic areas. In particular, the DIF program enables municipalities to finance public works and infrastructure projects identified in a development program for a designated area by "capturing" the increase in property tax revenues derived from new housing, commercial, or industrial activity in the area and applying such revenues towards the municipality's development program. This "tax increment" can be

pledged entirely or partially as a revenue stream within a designated district to repay bonded debt that is providing key public infrastructure investments needed to support the targeted private investment and redevelopment.

District Improvement Financing is commonly and successfully used around the US for revitalizing downtown and village center areas by making an upfront public investment in infrastructure, utilities, and civic facilities needed to generate private investment and development desired by the community. In Massachusetts, all municipalities are eligible for the DIF program and procedures are established in 402 CMR 3.01 through 3.18 and administered by the Economic Assistance Coordinating Council (EACC).

Business Improvement Districts (M.G.L. Chapter 400) – Business Improvement Districts (BID) are designated contiguous geographic areas in which at least three-fourths of the area is zoned or used for commercial, industrial, retail, or mixed uses (such as a downtown or village center). Small BIDs (such as would be applicable to West Concord) generally provide services not provided by government or enhanced public services such as:

- Maintenance – Collecting trash, removing litter and graffiti, cleaning sidewalks, shoveling snow, cutting grass, trimming trees, and planting flowers and trees in public spaces.
- Marketing and events planning – Producing festivals and events, coordinating sales promotions, producing maps and newsletters, launching image enhancement and advertising campaigns, erecting directional signage, etc.
- Business recruitment and retention – Conducting market research, producing building data reports, providing financial incentives for new and expanding businesses, marketing to potential investors.
- Public space enhancements – Managing sidewalk uses, installing street furniture, coordinating vehicle loading and unloading.
- Parking and transportation management – Managing and maintaining the public parking system, maintaining transit shelters, operating ridesharing programs.
- Design assistance – Providing information on zoning and urban design guidelines or managing facade improvement programs.
- Planning – Working with the community in developing a vision and strategic plans.

The general advantages of a BID are as follows:

- Provides individual village property owners with a collective voice on issues that affect the physical and business environment;
- Can have a significant impact on public policy development and may enhance relationships with public officials;
- Can address common concerns such as cleanliness, safety, and image;
- Improves village position in the marketplace through unified programs (e.g., cooperative advertising program);
- Provides the ability to promote the district as a whole through unified management (similar to malls);
- Provides a sustainable and consistent funding source from the private sector to supplement or replace municipal and grant sources;
- Ensures consistency in services and programs and the ability to pursue projects over several years; and
- Often increases property values, tax base, occupancy rate, and customer visits.

While there are many examples around the northeastern US of successful small BIDs that would be comparable to West Concord, there are only two established BIDs presently in Massachusetts (Hyannis and Springfield). This may be due to the fact that the state's enabling legislation is weaker than most other states by allowing for an "opt-out" clause, making the BID optional for all property owners. The state requires a petition with 60% of property owners representing at least 51% of the assessed value, which must be signed and properly documented. The petition must outline district boundaries, contain the improvement plan, identify the management entity, explain the criteria for fee waiver, and include a public hearing, declaration, and opt-out clause. The maximum assessment for participating properties is 0.005 % of the assessed value. While there are no real financial incentives offered by the

state for establishing BIDs, they can still be very effective in enhancing public services and business developments for small villages such as West Concord.

Transit-Oriented Development (TOD) Program – The TOD program is a smart growth initiative by the state with the purpose of providing financial assistance for parking facilities, pedestrian and bicycle facilities, and housing (Chapter 291 of the Acts of 2004). Draft guidelines were established in January 2005 by the Office of Commonwealth Development in cooperation with the Executive Office of Transportation and DHCD.

Transit-Oriented Development (TOD) is compact, walkable development centered on transit stations and designed to improve the quality of life while reducing the dependence on the automobile. West Concord village is an organic TOD, having developed over the last 150 years.

Areas within a quarter-mile of a commuter rail station, subway station, ferry terminal, or bus station are eligible for both loans and grants. Depending on specific thresholds, the TOD program will award funding up to \$10 million

each year under the following guidelines:

- Housing Projects – For housing developments, the program is intended to provide gap financing in a way that reduces the need for multiple funding sources while encouraging maximization of private financing. Funding award caps are \$1 million for projects up to 25 units and up to \$2 million for projects greater than 25 units.
- Pedestrian and Bicycle Facilities – OCD advises that proponents submit applications for eligible projects not to exceed \$500,000.
- Parking Facilities – Not to exceed \$2 million.

In order to be competitive, applicants must describe how they will meet the TOD performance criteria regarding location efficiency, value recapture, and livability.

Smart Growth Zoning Overlay Districts (M.G.L. Chapter 40R) – Massachusetts state law enables towns to implement special Smart Growth Zoning Districts, commonly called “Chapter 40R” zones. This mechanism effectively promotes “as of right” development with certain densities and mixed uses geared to transit-oriented town and village center scales. The specific rules, standards, and procedures for the Smart Growth Zoning Overlay Program are established in 760 CMR 59.00. Briefly, the town holds a public hearing on the creation of a Smart Growth Overlay district; the town submits an application with supporting materials to the State DHCD; if approved, the town adopts the Ch. 40R district at a Town Meeting, just as it would any other zoning; following adoption, the town submits proof to DHCD (caveat: any repeal of the Smart Growth Overlay district requires review and approval by DHCD); within ten days of approval by DHCD, the Commonwealth makes a zoning incentive payment to the town.

Any municipality may propose a “smart growth zoning district” as an overlay to its existing zoning in “eligible locations” which include the following:

- Areas near transit stations
- Areas of concentrated development (i.e., town/city centers, existing commercial/rural village districts)
- Areas “that by virtue of their infrastructure, transportation access, existing underutilized facilities, and/or location make highly suitable locations for residential or mixed-use...districts”

Chapter 40R zoning encourages a significant proportion of housing and affordable units within the housing mix and require “by right” a minimum density of housing units per acre:

- Single-family use: 8 units/acre (1 unit/5,445 s.f.)
- Two- and three-family use: 12 units/acre (1 unit/3,630 s.f.)
- Multi-family use: 20 units/acre (1 unit/2,178 s.f.)
- Developments of 12 units or more must provide at least 20% of units as affordable units

- Overlay district zoning must prove at least 20% of all units developed in the district as a whole will be affordable
- At least 25% of units in developments exclusively serving the elderly, disabled, or those needing assisted living must be affordable

Certified 2009 Chapter 40R Smart Growth Zoning Overlay District

- Amesbury Gateway Village 40R Bylaw
- Brockton Downtown
- Brockton Downtown Design Standards
- Grafton Fisherville Mill 40R Bylaw
- Haverhill Downtown 40R Bylaw
- Kingston 1021 Kingston's Place 40R Bylaw
- Kingston 1021 Kingston's Place 40R Design Standards
- Lynnfield Planned Village Development 40R Bylaw (MeadowWalk)
- Lynnfield Planned Village Design Standards (MeadowWalk)
- Northampton Village at Hospital Hill
- North Andover Osgood
- Plymouth Cordage Park

The state provides financial incentives to defray costs associated with such development. Concord will need to decide whether the housing amounts, mix, density standards, and other requirements are consistent with its goals for the villages, and the extent to which the prospect of state funding is an incentive. It should be noted that the town currently has the capacity to accomplish any of the

zoning requirements associated with Chapter 40R. The primary differences would be an expedited development review process, the opportunity to incorporate detailed design standards, and access to the state funding incentives tied to the provision of new affordable housing units.

Smart Growth Zoning Overlay District reviews by DHCD may also be coordinated with other financial mechanism such as Tax Increment Financing (TIF) and District Improvement Financing (DIF).

Potential Public/Private Partnerships and Financing

Capital Improvement Limited Partnership – A limited partnership could be formed and shares could be sold (say, \$1,000 each) to local citizens, property owners, and businesses to carry out specific projects and programs in West Concord. The funds raised could possibly be used to leverage additional state and federal sources. With sufficient funding, a partnership could be used to fund small projects such as streetscape enhancements (i.e., information kiosks, street trees, etc.) or larger projects such as facade and sign programs, trails and parks, or acquisition and renovation of deteriorated buildings.

Development RFP and Land Disposition – In some instances, the Town can promote (and control) desirable development as a participant in the development process through a Development Request for Proposals and associated land disposition. If the Town has assets that are not needed for municipal purposes but that could contribute to desirable development solutions, it can offer that land through a Request for Proposals (RFP) process, and attach conditions that will guide where, what, and how development will occur. In cases where this land contributes to productively reorganized parcels, this tool can unlock many positive changes. There are relatively few parcels owned by the Town in West Concord village Center that have redevelopment potential as envisioned in the Master Plan. However, as changes occur, some possibilities might include the fire station (if another site is selected for a future station), portions of the commuter lot (if access and circulation changes are made), and the Church Street parking lot (if direct pedestrian access is provided to the Harvey Wheeler Community Center parking lot).

5.8 Implementation Matrix

The components of the West Concord Master Plan are broken down into progressive stages of implementation based on the priorities of the West Concord Task Force. These stages are outlined in the Implementation Matrix below. It is recommended that certain planning tools take priority and be adopted to guide new development, including the zoning amendments and design standards. Many of the implementation stages include public

infrastructure improvements, so additional funding sources should be identified and applied for early in the process.

A key to success is strong local commitment and the Implementation Matrix identifies likely project leaders and assistance from the list below:

Implementation Leaders and Assistance			
AC	Agriculture Committee	MBTA	MBTA Representative
BA	Board of Assessors	MCI	Massachusetts Department of Corrections
BFRTAC	Bruce Freeman Rail Trail Advisory Committee	MLB	Municipal Light Board
BOS	Board of Selectmen	NRC	Natural Resources Commission
CBP	Concord Business Partnership	PD	Police Department
CC	Concord Chamber of Commerce	PB	Planning Board
CIBA	Concord Independent Business Alliance		
CHA	Housing Authority	PCCC	Public Ceremonies & Celebrations Committee
CHDC	Concord Housing Development Corporation	PLM	Dept of Planning and Land Management
CLCC	Concord Local Cultural Council	PWC	Public Works Commission
COA	Council on Aging Board	RC	Recreation Commission
CPC	Community Preservation Committee	SBC	Sign Bylaw Committee
CPW	Concord Public Works Department	SC	School Committee
CRD	Concord Recreation Department	TM	Town Manager
CSEC	Comprehensive Sustainable Energy Committee	WCFFC	West Concord Family Festival Coordinators
FD	Fire Department	WCTF	West Concord Task Force
HC	Historical Commission	WWTF	Wastewater Task Force
HDC	Historic Districts Commission	ZBA	Zoning Board of Appeals
LC	Library Committee	ZBRC	Zoning Bylaw Re-codification Committee