

# **Peabody Master Plan**

## **Existing Conditions and Trends Analysis**

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# **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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## ***INTRODUCTION***

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The City of Peabody has a strong history of planning. The City consistently updates its Master Plan every ten years and plans for open space, transportation, and economic development. Recent examples of other planning efforts include the 1998 Recreation and Open Space Plan, the Twenty Year Citywide Transportation Plan, and the aggressive economic strategies that led to the successful development of Centennial Industrial Park and the commercial expansion along the Route 114 corridor.

The Master Plan Update was developed through a series of phases involving several interrelated tasks. Each phase results in a product designed to directly contribute to a readable and an implementable Master Plan. The final Master Plan incorporates the action steps required to implement the plan, as well as the intermediate products needed to complete them.

## **THE MASTER PLAN PROCESS**

The Master Plan Process consisted of several tasks that were performed through a series of distinct phases with each task building on the preceding tasks. The Master Plan is organized by the seven Master Plan Elements:

1. Land Use Planning and Growth Management
2. Economic Development
3. Housing
4. Transportation and Circulation
5. Natural and Recreational Resources
6. Cultural and Historical Resources
7. Municipal Services and Facilities

The primary phases of the Master Plan process are described below.

### ***A. Existing Conditions and Trends***

The first phase identifies the existing conditions and trends for the seven Master Plan Elements. Before determining the future of the City with the Goals, Objectives, and Action steps, it is important to understand the current condition of the City's land use and natural resources. The City's Community Development and Planning Department staff prepared the Existing Conditions reports. Staff researched the seven elements to analyze the degree to which the City of Peabody has changed since the last Master Plan and to provide a snapshot of where the city is today. The reports include information from several sources including recent studies undertaken by the City, census figures, and other data gathered from City departments and outside sources. Additional input was obtained through a series of focus groups and interviews with representatives of City Departments and Commissions, businesses, social organizations, and individual citizens.

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### *B. Goals and Objectives*

The Goals and Objectives that form the basis of future recommended policies, strategies, and actions are the product of the second phase of the planning process. The Goals and Objectives were developed through focus group and interview meetings, a Public Forum, and working meetings with the Master Plan Advisory Committee. City staff collaborated with the Master Plan Advisory Committee to review comments made during the first Public Forum regarding the future direction of the City. The broad goals and the more specific associated objectives form the framework for the Master Plan.

### *C. Preferred Planning Strategies*

Peabody has choices in how it can achieve the Goals and Objectives over the next ten years. Development of the Preferred Planning Strategies that guide the city in achieving those Goals and Objectives involved two related products. The first step was the development of three Alternative planning strategies, or scenarios that articulated a range of strategies and actions designed to meet the Goals and Objectives. These strategies are loosely defined by the following themes: a “do nothing” approach; a “maintain the existing conditions approach”, and a “new direction” approach. These scenarios include not only particular actions, but also the specific implications related to those actions. The public response to these alternative scenarios led directly to the preferred planning strategy called the Preferred Approach.

The Preferred Approach is the refinement of the Goals, Objectives, and Actions. The strategies and actions included in the Preferred Approach synthesize the results from the Alternatives Public Forum and the working sessions with the Master Plan Advisory Committee. The strategies and actions developed as the Preferred Approach form the basis of the Master Plan.

### *D. The Draft and Final Master Plans*

The last two phases of the Master Plan Process developed the Draft and Final Master Plans. The Draft Master Plan takes the strategies and actions from the Preferred Approach and refines their specificity. The Final Master Plan includes an Implementation Plan that clearly identifies a timetable for achieving each action and the City entity responsible for implementing that action.

## **THIS EXISTING CONDITIONS REPORT**

This Master Plan update is necessary to most effectively respond to and focus community resources on the changes that have occurred throughout Peabody over the last decade. In order to properly utilize and focus the City’s resources, it is necessary to first understand what is happening within the City. The Existing Conditions Technical Report provides a basis for that understanding. As previously mentioned, this report is organized to present the existing conditions and trends for seven distinct areas or planning elements that comprise Peabody’s resources and facilities. The seven plan elements discussed in the following chapters are:

1. Land Use Planning and Growth Management
2. Economic Development
3. Housing
4. Transportation and Circulation
5. Natural and Recreational Resources

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6. Cultural and Historical Resources
7. Municipal Services and Facilities.

Each plan element establishes a basic level of understanding for the issues that are central to each element. This understanding influences the Goals, Objectives, Policies, Strategies, and Actions that are in turn developed into the Master Plan itself through the Master Plan Process.

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## ***CHAPTER I: LAND USE, PLANNING AND GROWTH MANAGEMENT***

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### **INTRODUCTION**

Peabody's land use patterns reflect nearly 400 years of changing settlement patterns and economic growth as influenced by its water resources and topography. Peabody was originally settled because of its water resources and its proximity to the growing maritime port of Salem. Even with the coastal access provided by its tidal waters rivers, the community developed no maritime-dependent industry. Early settlement in Peabody was primarily agricultural and along its streams, giving the area its early name, Brooksby.

In the 19<sup>th</sup> century, granite was quarried in what is now South Peabody, but this was a lower grade stone and unable to sustain the industry. The settlement in what is now Downtown Peabody began to grow during the Industrial Revolution, as it became a major producer of leather for the growing shoe manufacturing industry. As the leather industry came to dominate Peabody's economy, industrial facilities and residences for workers expanded upstream along Proctor Brook, Goldthwaite Brook, Tapley Brook, Strongwater Brook, the Waters River, and along the roads that parallel them - Lowell Street, Lynnfield Street, and Lynn Street. As the leather industry grew downtown, agriculture remained an important part of the economy and culture in the central and western parts of the City.

The next period of important change began in the years following the World War II. Large expanses of agricultural land were subdivided for single-family residential development, and the traditional industries that fueled and sustained Peabody's economic development began to fade. Over the last half-century, suburban single-family housing became a dominant landscape feature in the City. A result of this steady residential growth is that little land remains for new residential development in the City. Most of the undeveloped residential land that remains is in South Peabody, where large areas of outcrops and ledge cause higher development costs, and consequently, higher land values with expensive single-family homes.

As Peabody's traditional industries continued their decline, the City began to aggressively market and develop land for industrial and commercial uses in Central Peabody with great success. This economic strategy was so successful that most of the commercial and industrial land was developed. The dominant features of this landscape include Centennial Industrial Park, the North Shore Mall, and the Route 114 corridor.

The following sections discuss the City's existing land use conditions, land use trends, land use regulations, and a build-out analysis based on Peabody's zoning ordinance. See Figure I-1 for a map identifying the major districts of Peabody.

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## EXISTING CONDITIONS AND TRENDS

### A. Land Use Data and Trends

The City of Peabody covers 16.77 square miles, or 10,730 acres. As the following table demonstrates, Peabody has gone from being about half developed to about two-thirds developed over 30 years. The data in the following table are aggregated from 21 land-use categories in the MacConnell land-use series maps that were prepared at the University of Massachusetts-Amherst into the major categories of residential, non-residential, and open/natural.<sup>1</sup> See Figure I-2 for a map of the current land use distribution in Peabody.

*Table I-1. Land Use Change*

| Land Use        | 1971  |            | 1990  |            | 1990  |            |
|-----------------|-------|------------|-------|------------|-------|------------|
|                 | acres | % of total | acres | % of total | acres | % of total |
| Residential     | 3,822 | 35         | 4,514 | 42         | 4,596 | 43         |
| Non-Residential | 1,324 | 12         | 2,365 | 22         | 2,388 | 22         |
| Open/Natural    | 5,622 | 52         | 3,869 | 36         | 3,758 | 35         |

Given the limitations of the data, it is difficult to draw precise conclusions about rates of development, but in a general sense, it appears that the rate of development has slowed in the last decade as land has become scarcer and more difficult to build upon. Significant areas of change since the last Master Plan (1991) include the North Shore Mall expansions; the continued development of industrial properties on Jubilee Drive; the start of construction at Brooksby Village, a retirement community; the development of the Avalon Essex apartment complex; and development of residential infill lots and subdivisions throughout the community. Permitted but not yet under construction are 275 single-family lots in the Bartholomew Street corridor; these subdivisions are in various states of litigation following a long, complex approval process.

Additions and renovations to existing residential properties form a significant part of the new growth in the community, as indicated by a review of building permit activity over the last three years. It is likely that this growth reflects the desire of residents to remain in the community rather than trade up to a larger house with more amenities in another community. This hypothesis is supported by the survey work in the 1991 Master Plan, in which it was noted that 72 percent of the survey group had lived in Peabody 11 years or more; 35 percent had lived in Peabody 21 years or more; and 16 percent had lived here their entire lives. In addition, the survey noted that most people didn't plan to move: 89 percent did not plan a move in the next year; 82 percent did not plan a move in the next five years; and 68 percent did not plan a move in the next ten years. A job change was the most common reason given for those who did plan to move.

Residential areas form the largest part of Peabody's land uses, with residentially zoned land comprising nearly 80 percent of land area in Peabody. Of that percentage, the

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<sup>1</sup> "The maps are based on an analysis of aerial photographs, and are not as precise as parcel-by-parcel analysis of land use type. In particular, note that the total land (sum of the three categories) is different for each of the data years. For the purposes of aggregation, we have classified "abandoned fields and power lines" as non-residential, developed space, and "spectator recreation with buildings" as open space.

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largest portion is land zoned for single-family residential use, which represents 67 percent of the City's total land area. Commercially zoned land forms the smallest sector, with four percent of total land area. The balance (16 percent) is zoned for industrial use. None of Peabody's land area is zoned for agricultural, forest, or open space use, but about 1,000 acres, or nine percent of the total land area, are permanently protected open space. Approximately 2,100 acres (or 20 percent of the city's total area) are developable.<sup>2</sup> See Figure I-4 for a map of zoning districts in Peabody.

The predominance of residential development is confirmed with assessors' statistics relating to property value. Residential property represents 71 percent of total valuation (FY 2000), compared with almost 74 percent in 1990. Commercial property has grown to more than 20 percent of total value, compared with 17 percent ten years ago. Industrial property represents 7 percent of total value, compared with 9.5 percent ten years ago. Personal property represents slightly more than 1 percent of total value.

The low percentage of commercial and industrial land may seem surprising in light of the fact that Peabody is popularly perceived as a business-friendly community with a larger than average percentage of the tax base resulting from commercial and industrial land use. However, the figures may be explained when the relatively high visibility and accessibility of those areas is considered. Likewise, the high percentage of undeveloped land may seem surprising, given the perception of Peabody as an urbanized, densely developed community. In general, the undeveloped areas are less accessible and more remote than the areas that are already developed.

### **Key Issue: Land Use Data and Trends**

- What is the desired balance between residential, commercial/industrial and open space?

## **B. Neighborhood and District Character**

### **Density**

The density of development varies greatly from one part of Peabody to the next and with the age of the neighborhood. Residential lots in the older parts of the city range from 3,000 square feet to 10,000 square feet. Commercial properties in the downtown are often built to the sidewalk and right up to the side lot lines. Residential lot sizes in South Peabody range from around 5,000 square feet for older houses to 10,000 square feet for newer homes. Residential lots in the Central Peabody residential neighborhoods and West Peabody are about 15,000 square feet.

The City Council over the last decade has frequently sought changes in future residential densities for certain areas of the community. In 1996, the Council voted to change the minimum lot size of the R1A district from 7,500 square feet to 15,000 square feet, affecting property in the East End as well as along Lynn Street in South Peabody. In early 2001, the City Council voted to rezone an area along both sides of Bartholomew

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<sup>2</sup> These percentages are based on the zoning map layers and buildout analysis prepared by the Metropolitan Area Planning Council for the Executive Office of Environmental Affairs in November 1999 and presented to the community in November 2000.

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Street from R1B to R1, increasing the minimum lot size from 10,000 to 20,000 square feet in the hope of reducing the number of new homes that could be constructed there. In 1994, the City Council adopted an in-law apartment provision and has since approved 93 special permits for the construction of in-law apartments. This change has led to increased density of habitation as well as larger homes throughout the City. See Figure I-3 for a map identifying Peabody's major residential, commercial, and industrial districts.

### **Key Issues: Density**

- While increasing lot sizes reduces density, it promotes sprawl.
- Is there consensus in the community that sprawl should be resisted, and if so, how can this be achieved?

### **Residential Character**

Before World War II, neighborhoods consisted of small lots in walkable blocks, with connecting streets in a roughly rectilinear pattern. After the war, the scale of development expanded exponentially. The large farm lots of central and west Peabody were carved into thousands of lots connected by wide curving streets that often terminated in cul-de-sacs. Development continues in that pattern today, as evidenced by recent subdivisions completed at Goodale Farms in West Peabody and along Bartholomew Street in South Peabody.

#### *Downtown and the East End*

The residential areas of the East End are a mix of multi-family and single-family wood structures, generally on lots 10,000 square feet or smaller. In the oldest areas around the central business district, one, two, and three-family housing units are frequently on lots as small as 3,000 square feet.

#### *South Peabody*

The housing along Lynnfield and Lynn Streets in South Peabody is a mix of newer single-family lots in the 10,000 square foot range, with much smaller single-family lots predating World War II lining the streets of older neighborhoods. Residential development along the steep granite ridges near Bartholomew Street, long thought impossible due to the physical and financial constraints of blasting and earth moving, has continued apace during the 1980s and 1990s, with 275 house lots approved in 1999 alone. These newer residential developments include larger, more expensive houses on larger lots. There is little in the way of large-scale multi-family development in this part of Peabody with the exception of Stoneybrook Condominiums and the Woodbridge Retirement Community along Lynnfield Street.

#### *Central Peabody*

The main single-family residential neighborhoods in Central Peabody are to the west of Salem Country Club south of Lowell Street and around Brooksby Farm. These lots are in the 15,000 square-foot range, although current zoning requires only a 10,000 square-foot minimum lot size. In the south part of Central Peabody are scattered residential properties along Farm Avenue and newer residences along the west part of Jubilee Drive. The City's large multi-family housing developments are concentrated in Central Peabody. Major developments are located off Prospect Street and North Shore Road across from North Shore Mall, along Bourbon Street near I-95, and next to Brooksby Farm, where the Brooksby Village retirement community is under construction.

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The City's large multi-family housing developments are concentrated in Central Peabody. Major developments are located off Prospect Street across from North Shore Mall, along Bourbon Street near I-95 and located next to Brooksby Farm is the Brooksby Farm retirement village, which is accessed from Route 114 in Danvers.

### *West Peabody*

The neighborhoods west of Route 1 are almost entirely residential and generally are comprised of 15,000 square foot lots even though the zoning changes in 1978 increased the minimum lot area to 20,000 square feet. Located along both sides of Route 1 are several mobile home parks.

### **Commercial Character**

In 1950, Route 128 was constructed in the model of an interstate highway, carving a broad swath through the community and slicing through a previously connected east-west network of local streets. This highway pattern, with its cloverleaf interchanges, limited access, and substantial buffers, is very much in contrast to the older turnpike style of Route 1 and Route 114, where frequent curb cuts, straight-arrow layout, lively signage, and minimal setbacks attest to decades of commercial development in a relatively unplanned fashion.

These commercial highway corridors are complemented with pockets of neighborhood businesses at several key intersections throughout the city, where uses such as video stores, banks, drugstores, and convenience stores provide services for the surrounding neighborhoods.

As with other communities the Peabody downtown Central Business District declined in importance as shopping options became more auto-oriented in response to the growing suburban characteristics of the City. Locally, this is seen in the early development of smaller strip malls in South, Central and West Peabody that serve neighborhood needs. As suburbanization continued, it became possible to develop regional shopping centers and shopping districts as demonstrated by the development of North Shore Mall and the Route 1 corridor.

### *Central Business District*

The central business district on Main Street is also a commercial spine, albeit a nineteenth century one, where two- and three-story buildings with zero setbacks form a coherent streetscape complemented by street trees and period lighting. Historically, this was the center of commerce in the City. Eventually many of the businesses that once populated the Central Business Districts moved to the shopping malls or went out of business, unable to compete with mass-market retailers went out of business. Current businesses downtown are an eclectic mix of restaurants, specialty shops, professional services including doctors and lawyers, government services, used car dealers, automotive uses, and parking lots.

### *Route 114 Corridor and the North Shore Mall*

While the shopping and service needs of many residents are provided by neighborhood shopping areas, some needs require making use of businesses along the Route 114 corridor and at the North Shore Mall. This concentration of businesses also serves the shopping needs for much of the North Shore. Located along Route 114 is a mix of services that include restaurants, national chain bookstores, big-box retailers, small

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storefront businesses, and auto dealers. The North Shore Mall is the primary consumer attraction along Route 114. The North Shore Mall area is at the point where it is gradually developing the out parcels of the mall parking lot. Facilities along the outer perimeter now include Lahey Health Center, Toys-R-Us, medical office buildings, and a restaurant.

### *Route 1 Corridor*

The character of the Route 1 corridor in part reflects the highway's previous use as the region's primary north-south route linking Boston to coastal New Hampshire and Maine. This is seen in the gas stations, restaurants and the remaining motels. Since the opening of I-95 many of the older uses have declined and more contemporary strip commercial uses have replaced the mix of older highway-related establishments. Over time, some less desirable uses were relegated to this stretch of highway. There are indications that the next phase of land reuse along Route 1 has begun. Among these are the new business-oriented hotels located at the south end of Route 1 near the 128 interchange.

### **Industrial Character**

Industrial districts in Peabody are of two types: the old industrial areas that are the remnants of City's long-established manufacturing heritage and the new industrial areas near Route 128. The older districts are adjacent to the central business district, south of Centennial Park, and along the Waters River. Small lots, constrained access, and flood potential are a challenge for redevelopment and re-use of many old industrial properties, particularly in the downtown industrial areas. Near Centennial Park and at the Waters River, the proximity of residential areas and potential hazardous waste issues are challenges for redeveloping these properties.

The new industrial zones comprise over 900 acres: 302 acres at Centennial Industrial Park, and 600 acres at the "Golden Triangle" (Designated Development District) just north of it on the other side of Route 128. While all the parcels at Centennial Industrial Park have been sold and developed (leaving some expansion area still available), there is significant potential for industrial growth in the Golden Triangle.

### *Central Business District*

The industrial areas closest to Downtown are the City's oldest industrial sites. Many of these mostly multistory brick structures are either underutilized for business or have been rehabilitated as housing. The location of these sites reflects their early reliance on the area waterways.

### *Older Industrial Parks*

The next generation of industrial development occurred in small privately developed industrial parks and on properties along roads providing easy truck access. Much of this development occurred in South Peabody along Lynnfield Street, Summit Street, and First Avenue. The buildings in these industrial areas are architecturally undistinguishable with materials including brick, concrete block, and metal panel walls. The businesses in these parks include manufacturers, wholesalers, truck storage, and office uses.

### *Centennial Industrial Park*

The development of Centennial Industrial Park is the successful outcome of Peabody's last economic development strategy. The park extends along Centennial Drive from First Avenue to Summit Street. This district is characterized by wide, curving drives with

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buildings and parking lots laid out amidst spacious lawns and landscaping. In general, the buildings are built of brick, high-end metal cladding or steel, and glass. They house a range of industrial and office uses.

### *Designated Development District*

The Designated Development District, also known as the “Golden Triangle”, is the last major concentration of undeveloped industrial land within Peabody. While there is the potential for a significant amount of development within this district, questions remain regarding its build-out potential. Part of this uncertainty relates to what is the realistic potential for development on old landfill property. Current developments in this area include the businesses along Dearborn Road and Jubilee Drive, which are set in a green, campus like landscape. At the north side of the Golden Triangle are the businesses along Forest Street and those of Lakeland Industrial Park. These businesses include vehicle storage, small engineering firms, Federal Express, and a transfer station.

#### **Key Issues: Neighborhoods and Corridors**

- While neighborhood businesses provide convenient, and in some cases, walk-to service, the potential exists for these uses to “creep” into surrounding areas, undermining residential character by replacing it with building design, lighting, parking lots, and the traffic and noise more suited to larger business zones. How can these land uses be properly balanced to provide convenience yet protect neighborhood character?
- Pressures for more modern site layouts (abundant, visible parking in front; freestanding, single-story buildings) could substantially change the character of the central business district, as older buildings are demolished and are replaced.
- Is the historic character of downtown worth saving?
- If so, how can that be achieved?
- What does the future hold for long-established businesses (land uses) such as Eastman Gelatine and Aggregate Industries?

### **Other Land Uses**

Peabody also has other land uses that do not easily fit in three major categories discussed above. A quarry/bituminous concrete plant occupies 90 acres of land in West Peabody, adjacent to Norris Brook and the Ipswich River. Landfills occupy 75 acres in the Golden Triangle. Agricultural land and recreational land are discussed in greater detail in the Natural and Cultural Resources section of this plan.

### **C. Emerging Land Uses**

As society grows and changes, the nature of land uses also changes. The rise of a suburban, auto-centered culture promotes freestanding buildings (residential, commercial and industrial) surrounded with ample paved parking lots and space for vehicular circulation. The rise in average daily trips per household (even without any increase in number of households) increases traffic on local roadways, increasing congestion and pressure to build new roadway capacity. Drive-through uses, once confined to fast-food restaurants and banks, have spread to other commercial uses such as dry cleaners and drugstores.

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While average household size continues to shrink, houses on average continue to get bigger, with households getting smaller, as buyers sacrifice yard space for more interior space, multi-car garages, pools and other enclosed amenities. The “McMansion phenomenon,” in which modest capes and ranches are razed and replaced with much larger houses, is not yet a significant trend in Peabody. However, with lot prices exceeding \$200,000 for a 20,000 square foot lot for the first time, this trend may be an issue to contend with.

Paradoxically, as houses get larger and people move more frequently, there is increased pressure to build self-storage facilities for residents to store the belongings that do not fit in their current homes and temporarily store possessions while they are in various stages of life transitions. These facilities generate minimal levels of traffic, but this form of land use produces few jobs while security needs and unimaginative architecture challenge the community to integrate these projects into the community. Currently these facilities are limited to peripheral areas such as Route 114.

Another trend in recent decades is the move toward huge department stores called “big boxes” such as Walmart and home improvement stores such as Lowes. Surrounded by acres of asphalt parking lots and constructed of undifferentiated concrete block walls, these buildings present new challenges in managing the huge volumes of traffic generated by these stores and in promoting human-scaled, intelligible architectural and landscape designs.

Cell towers provide another challenge that is bound to grow in the future. While many people desire to take advantage of their convenience, many people deplore the necessary cell tower infrastructure as the blight on the horizon. The challenge is to integrate these facilities into the landscape in a manner that does not offend the aesthetic sensibilities of the community.

### **Key Issues: Emerging Land Uses**

- To what extent (if any) do the citizens of Peabody wish to fight cultural, social and economic trends such as auto-centered development patterns, overscaled, underdetailed buildings, and the dominance of the asphalt environment?
- How should Peabody’s zoning ordinance be updated to anticipate, control, and manage new types of land uses?

### **D. Regulatory Framework**

Land use control in Massachusetts, as in other New England states, is a patchwork of state and local regulations, sometimes overlapping and sometimes contradictory. Land use regulations influence development patterns by rules and standards that organize the use, density, and other characteristics of development. Zoning exerts the greatest influence, but local subdivision regulations, other local ordinances, and state and federal land use standards also limit land use. Other important influences are local and state tax policies. For example, dependence on the commercial tax base to raise revenues often drives land use decisions.

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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### **State and Federal Regulations**

Although land use is generally regulated at the local level, there are a number of regulations at the state level that affect land use and site planning. First and foremost is the State Zoning Enabling Act that establishes the authority for communities to control land use through the local zoning ordinance. Development near wetlands and waterways is regulated by the Wetlands Protection Act (MGL Ch. 131 ss40) and its regulations, 310 CMR 10.00. This regulation is discussed in greater detail in the Natural and Recreational Resources section. The Massachusetts Environmental Protection Act allows the Commonwealth to establish land use conditions through environmental impact review process. Through MGL Chapter 40B, the Commonwealth establishes standards for the provision of affordable housing and allows developers of Chapter 40B-approved housing projects to bypass local land use regulations. The most prominent federal regulations are those regulating waterways and the filling of wetlands that fall under the jurisdiction of the Army Corps of Engineers.

### **Local Regulations**

#### *Zoning*

The most important tool for regulating land use in the Massachusetts is the local zoning ordinance. The Peabody Zoning Ordinance establishes a series of zoning districts allowing certain specific uses while prohibiting others. It controls the intensity of allowed uses through a system of dimensional requirements and other specialized land use controls and restrictions to direct development. It includes provisions for special circumstances including “special permit” requirements and “overlay zones” that establish special procedures for development in certain areas.

Land uses are described in Section 4 of the Peabody Zoning Ordinance. These land use categories can be difficult for the ordinary citizen to interpret and are outdated in some cases. Some land use categories are unnecessarily specific and restrictive, reflecting their creation by landowners looking for one specific type of use on their parcel. Peabody shares this type of single-use zoning with most Massachusetts communities. The present physical landscape of Peabody is the direct outcome of single-use zoning with its strict dimensional requirements and use prohibitions. See Figure I-4 for a map of zoning districts in Peabody.

The Peabody City Council is the special permit granting authority for all special permits except cluster subdivisions. In recent decades most new uses allowed in Peabody are allowed by special permit only. Exemptions (variances) from dimensional requirements are the purview of the Zoning Board of Appeals. The City of Peabody does not grant use variances.

The Zoning Ordinance also offers specialized land use control tools through the landscape ordinance, sign ordinance, overlay districts, and surface and groundwater protection districts. The Sign Review Board oversees the size, configuration, and location of signs.

#### *Residential Zoning Districts*

There are nine residential zoning districts. The following table of residential zoning highlights the dimensional requirements that control where a house is sited on a lot, how much of the lot the house can cover, and the minimum area a house may cover.

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*Table I-2. Dimensional Requirements for Residential Zoning Districts*

| District                                    | MLA<br>(Square<br>Feet) | MSF | FYSB<br>(feet) | SYSB<br>(feet) | BYSB<br>(feet) | MH<br>(feet) | MLC<br>(%) | MBA     |
|---|-------------------------|-----|----------------|----------------|----------------|--------------|------------|---------|
| R-1, Single-family Residential              | 20,000                  | 125 | 25             | 20             | 35             | 30           | 25         | 60'x40' |
| R-1A, Single-family Residential             | 15,000                  | 125 | 20             | 15             | 35             | 30           | 20         | 60'x40' |
| R-1B, Single-family Residential             | 10,000                  | 100 | 25             | 20             | 35             | 30           | 30         | 50'x30' |
| R-2, One and Two-family Residential         | SF 5,000<br>TF 7,500    | 50  | 15             | 10             | 35             | 30           | 35         | 25'x35' |
| R-3, Multi-family Residential               | 10,000 <sup>1</sup>     | 60  | 20             | 10             | 35             | 25           | 20         | 30'x20' |
| R-4, Multi-family Residential               | 30,000 <sup>2</sup>     | 75  | 20             | 15             | 35             | 50           | 35         | 35'x25' |
| R-5, Large scale Multi-family Resid.        | 20 Acres                | 0   | 25             | 25             | 25             | 35           | 35         | None    |
| PRD, Planned Res. Development, Single Story | 5 Acres                 | --  | 15             | 10             | 25             | 20           | 35         | None    |
| PRD, Planned Res. Development, Single Story | 5 Acres                 | --  | 25             | 25             | 25             | 50           | 20         | None    |
| MH, Mobile Homes                            | 3,000 <sup>3</sup>      | 30  | 15             | 10             | 25             | 20           | 35         | None    |

Abbreviations: MLA – Minimum Lot Area, MSF – Minimum Street Frontage, FYSB – Front Yard Setback, SYSB – Side Yard Set Back, BYSB – Backyard Setback, MH – Maximum Height, MLC – Maximum Lot Coverage, MBA – Minimum Buildable Area.

- Notes:
1. 10,000 square feet of 1,500 square feet per bedroom, which ever is greater
  2. 30,000 square feet or 750 square feet per bedroom, which ever is greater
  3. Applies to lot frontage only. There is no minimum *street* frontage

### *Commercial Zoning Districts*

There are seven commercial zoning districts. The dimensional requirements are describe in the following table. The uses allowed in this district are primarily retail and personal services.

*Table I-3. Dimensional Requirements for Commercial Zoning Districts*

| District                                  | MLA<br>(Square<br>Feet) | MSF  | FYSB<br>(feet) | SYSB<br>(feet) | BYSB<br>(feet) | MH<br>(feet) | MLC<br>(%) | MFAR |
|---|-------------------------|------|----------------|----------------|----------------|--------------|------------|------|
| B-R, Business Regional                    | None                    | None | 75             | 50             | 40             | 40           | 35         | 0.6  |
| B-C, Business CBD <sup>1</sup>            | None                    | None | 0              | 10             | 20             | 72           | 35         | 4.0  |
| B-H, Business Highway                     | None                    | None | 40             | 50             | 50             | 50           | 35         | None |
| B-H2, Business Highway/Light Industry     | None                    | None | 50             | 40             | 30             | 40           | 35         | 1.4  |
| B-N, Neighborhood Retail/Service Business | None                    | None | 50             | 25             | 50             | 30           | 35         | None |

## EXISTING CONDITIONS AND TRENDS ANALYSIS

Abbreviations: MLA – Minimum Lot Area, MSF – Minimum Street Frontage, FYSB – Front Yard Setback, SYSB – Side Yard Set Back, BYSB – Backyard Setback, MH – Maximum Height, MLC – Maximum Lot Coverage, MFAR – Maximum Floor Area Ratio.

Notes: 1. These dimensional requirements apply to Downtown Peabody only.

### *Industrial Zoning Districts*

There are three industrial zoning districts, which are shown in the following table. The uses allowed in this district are primarily industrial and office with some warehouse facilities.

*Table I-4. Dimensional Requirements for Industrial Zoning Districts*

| District   | MLA<br>(Square<br>Feet) | MSF  | FYSB<br>(feet) | SYSB<br>(feet) | BYSB<br>(feet) | MH<br>(feet) | MLC<br>(%) | MFLA |
|--|-------------------------|------|----------------|----------------|----------------|--------------|------------|------|
| I-L, Light Industrial                                | None                    | None | 50             | 40             | 30             | 40           | 35         | None |
| I-P, Industrial Park                                 | 50,000                  | None | 50             | 40             | 30             | 40           | 35         | None |
| DDD, Designated<br>Development District <sup>1</sup> | --                      | --   | --             | --             | --             | --           | --         | --   |

Abbreviations: MLA – Minimum Lot Area, MSF – Minimum Street Frontage, FYSB – Front Yard Setback, SYSB – Side Yard Set Back, BYSB – Backyard Setback, MH – Maximum Height, MLC – Maximum Lot Coverage, MFAR – Maximum Floor Area Ratio.

Notes: 1. This district is a special industrial zoning district intended to promote development of a mix of office, research and development, and light industrial uses supported by hotels, restaurants, retail shopping and recreational uses.

### *Special Zoning and Overlay Districts*

There is one special zoning district to guide the reuse of municipal properties. There are six “overlay districts” which are intended to establish special development conditions meant to protect resources in some cases and encourage a certain character of development in others.

- **MPRD (Municipal Property Reuse District)** – This district is for municipal properties that no longer serve a municipal purpose. It is meant to provide an opportunity for a mix of uses including open space, residential, commercial, and light industrial uses and building types. The minimum area is 60,000 square feet with no minimum frontage requirement. The prescribed setbacks are 75 feet minimum for the front yard, 20 feet for side yards and 50 feet for the back yard. The maximum building height in this district is 50 feet. There is no maximum lot coverage requirement but there is a maximum Floor Area Ratio of 1.0 times the parcel size for this district.
- **FBWD (Flood Boundary/Wetlands Conservation District)** – The Flood Boundary and Wetlands Conservation District is intended to minimize future flood damage, protect the water table and water recharge areas, and ensure that lands subject to seasonal or periodic flooding shall not be used for residential uses or other uses that will endanger the health or safety of occupants.

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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- MU (Mixed Use Overlay District) – The Mixed Use Overlay District allows flexibility within the site plan to encourage the development of a mix of commercial, residential, and open space uses.
- HP (Hillside Protection Overlay District) – The Hillside Protection Overlay District is meant to protect sensitive lands in areas of steep topography by restricting development to minimize the removal of natural vegetation, blasting, erosion and sedimentation.
- SWPD (Surface Water Protection District) – The Surface Water Protection District is meant to protect surface water, including streams, ponds and drinking water reservoirs from contamination.
- GPD (Groundwater Protection District) – The Groundwater Protection District is meant to protect aquifer recharge areas, ensure that they are not developed, and prevent the contamination of groundwater resources.

### *Subdivision Control Rules and Regulations*

The Planning Board administers the Subdivision Control Rules and Regulations under the state Subdivision Control Act. These regulations outline the requirements for plan submittals and the engineering standards for new roadway and lot construction.

### *Other Local Land Use Controls*

Land use controls regulated through the general City Code include parking regulations, the demolition delay ordinance, and the wetlands protection ordinance. The Conservation Commission administers state wetlands regulations (310 CMR 10.00) under the Wetlands Protection Act, development within local flood and conservation district overlay districts, and the local wetlands protection ordinance. These regulations are discussed in greater detail in the Natural and Cultural Resources section of this plan.

Coordinating the review of projects between the various boards and commissions is a challenge for administrative staff. To provide more coordinated and responsive reviews of projects, an informal interdepartmental group, the Construction Review Committee, was formed in the early 1990s. Attendance, however, is inconsistent, and a coordinated regulatory framework does not support project review.

#### **Key Issues: Regulatory Framework**

- How can city government better coordinate a comprehensive, participation-based approach to permit review, given the legislative limitations of state statutes?
- In what context should urban design standards be enacted and enforced?
- Could performance-based standards play a larger role in shaping the changes in the built environment?

## **E. Build-Out Analyses**

One useful tool in assessing future potential growth in the community is the build-out analysis. This tool calculates the total development that could occur under existing zoning and other regulations. Peabody has two build-out analyses, based on different

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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methodologies and assumptions: the MAPC Buildout Analysis and the City of Peabody Buildout Analysis.

### **MAPC Buildout Analysis**

The Metropolitan Area Planning Council, under contract to the Massachusetts Executive Office of Environmental Affairs, has calculated Peabody's capacity for new residential and commercial/industrial growth under current land use restrictions, including zoning laws and environmental restrictions such as the Wetlands Protection Act and Rivers Act. This analysis was prepared in 1999 as part of EOE's comprehensive, statewide review of growth capacity and growth management.

The MAPC analysis used data layers provided by MassGIS to map land use types. Overlaying local zoning, MAPC calculated the amount of area available for development in each zoning district, and multiplied that by average yield figures to derive the number of lots and the gross square footage that could be built under current restrictions.

MAPC has found that an additional 3,040 dwelling units (on 2,917 lots) and an additional 6.4 million square feet of commercial/industrial space could be constructed. The following table describes this potential growth by zoning district.

Although we respect the hard work and effort that went into its preparation, we disagree with the methodology and conclusions of this analysis for three reasons:

1. The assessment of vacant land is based on interpretation of aerial photographs. This is misleading because the photographs do not consider all topography considerations and constraints, such as ledge and even some wetland areas. Moreover, foliage can hinder visibility of developed areas.
2. The yields of dwelling units per acre are artificially inflated in the MAPC study, and are as much as 22 percent higher than empirical data for Peabody subdivisions.
3. Slivers of land too small to be developed are counted within the total square footage of vacant land available for development and the multiplier of lots per acre is then applied to the aggregate total. This artificially inflates the build-out numbers.

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Table I-5: Buildout Potential from EOEA/MAPC methodology

| CITY OF PEABODY  |  | Undeveloped Land Area (Sq. Ft.) | Lots         | Dwelling Units | Effective FAR | Buildable Comm. / Indust. (Sq. Ft.) | Comm. / Indust. Water Use | Future Residents | Residential Water Use (GPD) | Municipal Solid Waste (tons) | Non-Recycled Solid Waste (tons) | Students     | New Roads (miles) |
|--|--|---------------------------------|--------------|----------------|---------------|-------------------------------------|---------------------------|------------------|-----------------------------|------------------------------|---------------------------------|--------------|-------------------|
| <b>11/14/00</b>  |  |                                 |              |                |               |                                     |                           |                  |                             |                              |                                 |              |                   |
| <b>Residence District R1</b>                                 |  |                                 |              |                |               |                                     |                           |                  |                             |                              |                                 |              |                   |
| <i>Total Area</i>  |  | 15,388,200                      | 567          | 567            |               |                                     |                           | 1,416            | 106,221                     | 727                          | 517                             | 198          | 8.0               |
| Upland Area out of 100 year Flood Zone or 200' River Zone    |  | 14,748,133                      | 560          | 560            |               |                                     |                           | 1,401            | 105,080                     | 719                          | 511                             | 196          | 7.96              |
| Upland Area inside of 100 year Flood Zone or 200' River Zone |  | 640,067                         | 6            | 6              |               |                                     |                           | 15               | 1,140                       | 8                            | 6                               | 2            | 0.09              |
| <b>Residence District R1A</b>                                |  |                                 |              |                |               |                                     |                           |                  |                             |                              |                                 |              |                   |
| <i>Total Area</i>  |  | 7,837,931                       | 343          | 343            |               |                                     |                           | 858              | 64,378                      | 440                          | 313                             | 120          | 4.9               |
| Upland Area out of 100 year Flood Zone or 200' River Zone    |  | 6,794,180                       | 331          | 331            |               |                                     |                           | 827              | 61,997                      | 424                          | 302                             | 116          | 4.70              |
| Upland Area inside of 100 year Flood Zone or 200' River Zone |  | 1,043,751                       | 13           | 13             |               |                                     |                           | 32               | 2,381                       | 16                           | 12                              | 4            | 0.18              |
| <b>Residence District R1B</b>                                |  |                                 |              |                |               |                                     |                           |                  |                             |                              |                                 |              |                   |
| <i>Total Area</i>  |  | 29,056,276                      | 1,998        | 1,998          |               |                                     |                           | 4,996            | 374,671                     | 2,563                        | 1,822                           | 698          | 22.7              |
| Upland Area out of 100 year Flood Zone or 200' River Zone    |  | 28,376,422                      | 1,986        | 1,986          |               |                                     |                           | 4,966            | 372,441                     | 2,547                        | 1,812                           | 694          | 22.57             |
| Upland Area inside of 100 year Flood Zone or 200' River Zone |  | 679,854                         | 12           | 12             |               |                                     |                           | 30               | 2,231                       | 15                           | 11                              | 4            | 0.14              |
| <b>Residence District R3</b>                                 |  |                                 |              |                |               |                                     |                           |                  |                             |                              |                                 |              |                   |
| <i>Total Area</i>  |  | 56,531                          | 4            | 15             |               |                                     |                           | 37               | 2,791                       | 19                           | 14                              | 5            | 0                 |
| Upland Area out of 100 year Flood Zone or 200' River Zone    |  | 56,531                          | 4            | 15             |               |                                     |                           | 37               | 2,791                       | 19                           | 14                              | 5            | 0.03              |
| Upland Area inside of 100 year Flood Zone or 200' River Zone |  | -                               | -            | -              |               |                                     |                           | -                | -                           | -                            | -                               | -            | -                 |
| <b>Residence District R4</b>                                 |  |                                 |              |                |               |                                     |                           |                  |                             |                              |                                 |              |                   |
| <i>Total Area</i>  |  | 146,199                         | 4            | 82             |               |                                     |                           | 205              | 15,351                      | 105                          | 75                              | 29           | 0.0               |
| Upland Area out of 100 year Flood Zone or 200' River Zone    |  | 77591                           | 2            | 43             |               |                                     |                           | 109              | 8,147                       | 56                           | 40                              | 15           | 0.02              |
| Upland Area inside of 100 year Flood Zone or 200' River Zone |  | 68608                           | 2            | 38             |               |                                     |                           | 96               | 7,204                       | 49                           | 35                              | 13           | 0.02              |
| <b>Residence District PRD</b>                                |  |                                 |              |                |               |                                     |                           |                  |                             |                              |                                 |              |                   |
| <i>Total Area</i>  |  | 380,953                         | 1            | 35             |               |                                     |                           | 87               | 6,559                       | 45                           | 32                              | 12           |                   |
| Upland Area out of 100 year Flood Zone or 200' River Zone    |  | 380,953                         | 1            | 35             |               |                                     |                           | 87               | 6,559                       | 45                           | 32                              | 12           |                   |
| Upland Area inside of 100 year Flood Zone or 200' River Zone |  | -                               | -            | -              |               |                                     |                           | -                | -                           | -                            | -                               | -            |                   |
| <b>Business District BR</b>                                  |  |                                 |              |                |               |                                     |                           |                  |                             |                              |                                 |              |                   |
| <i>Total Area</i>  |  | 677,664                         |              |                |               | 167,865                             | 12,590                    |                  |                             |                              |                                 |              |                   |
| Upland Area out of 100 year Flood Zone or 200' River Zone    |  | 432,407                         |              |                | 0.34          | 147,018                             | 11,026                    |                  |                             |                              |                                 |              |                   |
| Upland Area inside of 100 year Flood Zone or 200' River Zone |  | 245,257                         |              |                | 0.085         | 20,847                              | 1,564                     |                  |                             |                              |                                 |              |                   |
| <b>Business District BC</b>                                  |  |                                 |              |                |               |                                     |                           |                  |                             |                              |                                 |              |                   |
| <i>Total Area</i>  |  | 84,183                          |              |                |               | 48,216                              | 3,616                     |                  |                             |                              |                                 |              |                   |
| Upland Area out of 100 year Flood Zone or 200' River Zone    |  | 72,390                          |              |                | 0.64          | 46,330                              | 3,475                     |                  |                             |                              |                                 |              |                   |
| Upland Area inside of 100 year Flood Zone or 200' River Zone |  | 11,793                          |              |                | 0.16          | 1,887                               | 142                       |                  |                             |                              |                                 |              |                   |
| <b>Business District BH</b>                                  |  |                                 |              |                |               |                                     |                           |                  |                             |                              |                                 |              |                   |
| <i>Total Area</i>  |  | 841,271                         |              |                |               | 284,495                             | 21,337                    |                  |                             |                              |                                 |              |                   |
| Upland Area out of 100 year Flood Zone or 200' River Zone    |  | 835,242                         |              |                | 0.34          | 283,982                             | 21,299                    |                  |                             |                              |                                 |              |                   |
| Upland Area inside of 100 year Flood Zone or 200' River Zone |  | 6,029                           |              |                | 0.085         | 512                                 | 38                        |                  |                             |                              |                                 |              |                   |
| <b>Business District BN</b>                                  |  |                                 |              |                |               |                                     |                           |                  |                             |                              |                                 |              |                   |
| <i>Total Area</i>  |  | 198,986                         |              |                |               | 53,366                              | 4,002                     |                  |                             |                              |                                 |              |                   |
| Upland Area out of 100 year Flood Zone or 200' River Zone    |  | 142,950                         |              |                | 0.34          | 48,603                              | 3,645                     |                  |                             |                              |                                 |              |                   |
| Upland Area inside of 100 year Flood Zone or 200' River Zone |  | 56,036                          |              |                | 0.085         | 4,763                               | 357                       |                  |                             |                              |                                 |              |                   |
| <b>Industrial District IL</b>                                |  |                                 |              |                |               |                                     |                           |                  |                             |                              |                                 |              |                   |
| <i>Total Area</i>  |  | 2,746,074                       |              |                |               | 801,868                             | 60,140                    |                  |                             |                              |                                 |              |                   |
| Upland Area out of 100 year Flood Zone or 200' River Zone    |  | 2,139,378                       |              |                | 0.35          | 748,782                             | 56,159                    |                  |                             |                              |                                 |              |                   |
| Upland Area inside of 100 year Flood Zone or 200' River Zone |  | 606,696                         |              |                | 0.0875        | 53,086                              | 3,981                     |                  |                             |                              |                                 |              |                   |
| <b>Industrial District IP</b>                                |  |                                 |              |                |               |                                     |                           |                  |                             |                              |                                 |              |                   |
| <i>Total Area</i>  |  | 4,569,907                       |              |                |               | 1,381,035                           | 103,578                   |                  |                             |                              |                                 |              |                   |
| Upland Area out of 100 year Flood Zone or 200' River Zone    |  | 3,737,784                       |              |                | 0.35          | 1,308,224                           | 98,117                    |                  |                             |                              |                                 |              |                   |
| Upland Area inside of 100 year Flood Zone or 200' River Zone |  | 832,123                         |              |                | 0.0875        | 72,811                              | 5,461                     |                  |                             |                              |                                 |              |                   |
| <b>Business District DDD</b>                                 |  |                                 |              |                |               |                                     |                           |                  |                             |                              |                                 |              |                   |
| <i>Total Area</i>  |  | 9,881,284                       |              |                |               | 3,642,667                           | 273,200                   |                  |                             |                              |                                 |              |                   |
| Upland Area out of 100 year Flood Zone or 200' River Zone    |  | 9,832,966                       |              |                | 0.37          | 3,638,197                           | 272,865                   |                  |                             |                              |                                 |              |                   |
| Upland Area inside of 100 year Flood Zone or 200' River Zone |  | 48,318                          |              |                | 0.0925        | 4,469                               | 335                       |                  |                             |                              |                                 |              |                   |
| <b>Grant Total:</b>  |  | <b>71,865,459</b>               | <b>2,917</b> | <b>3,040</b>   |               | <b>6,379,513</b>                    | <b>478,463</b>            | <b>7,600</b>     | <b>569,971</b>              | <b>3,899</b>                 | <b>2,772</b>                    | <b>1,062</b> | <b>36</b>         |

NOTES:  
1. Wetlands and the 0-100' River Protection Zones were removed from all districts as absolute constraints due to the small lot sizes.  
2. The 100-year Flood Zone and the 100-200 River Protection Zone were treated as partial constraints in all Districts. Lands subject to these constraints are assumed to yield development at only .25% the rate of unconstrained lands (per City planner). The Flood Plain Ordinance precludes development in the 100-year flood zone, but allows this land to be used to comprise lot area required for zoning.  
3. In the Residence District R1, R-1A and R1-B zones, all development is assumed to be one-family.  
4. In the Residence District R-3 the calculations assume 4 unit structures (2 bedrooms each) on 12,000 square foot lots, for multi-family.  
5. In the R-4 District, the 20-dwelling-unit-per-lot factor is based upon the minimum requirement of 1500 square feet per 2 bedroom unit (750 sq. ft./bedroom) on the minimum 30,000 square foot lot.  
6. The density yield of lots in the PRD zone is based upon the minimum requirement of 5 acres per development and dwelling unit yield is based upon the maximum of 4 units per acre based upon Section 4.4.9(c) of the zoning ordinance.  
7. The FAR for the Business Districts BR, BC and BN assumes 100% of future development is one-story retail  
8. The FAR for the Business District BH assumes that the future development is 90% 1-story retail and 10% 4-story hotel

## City Build-out Analysis

To more accurately assess local growth potential, the Community Development and Planning Department conducted a build-out analysis that was parcel-based rather than aerial-photo based. This method is more fine-grained, and takes into consideration local knowledge about existing land use and ownership patterns. Because most of the land in the city is zoned for residential use (77% of the total land area), the following analysis considers future residential development in considerable detail.

The parcel-based analysis has two components: maximum build-out based on vacant parcels; and maximum build-out of underdeveloped parcels. For the analysis of vacant parcels, the Assessors' office generated a database of vacant parcels with the following

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fields: map/lot; owner; zoning district; and size in acres. These database records were generated by setting building value less than or equal to \$5,000. The database was sorted by zoning district, and split into two databases: residential and commercial/industrial.

For the residential database, each vacant parcel was evaluated for maximum building potential based on size, shape, and regulatory factors such as the presence of wetlands. Judgments regarding the extent of wetlands and its effect on buildable area were made by examining aerial photographs and on the basis of staff knowledge of the wetlands within the city. Where there was some question as to buildability, the lot was considered buildable. The final total therefore may slightly overestimate, rather than underestimate, the total new dwellings that can be built. Lots that were less than one-half the minimum lot size in the zoning district were considered to be unbuildable. For lots that were more than half but less than all of the minimum lot size, it was assumed that a variance from the Board of Appeals would allow a dwelling to be constructed. For larger parcels, it was assumed that the land would be subdivided, either through the Approval Not Required process (where there was frontage for multiple lots) or through the full subdivision process. For the latter, empirical yields per acre based on prior Peabody subdivisions were applied. As shown in Table I-6, 1,260 single-family lots can be developed on vacant parcels within the city; approximately one-half of these are in subdivisions of ten lots or more. An additional 20 housing units can be developed in districts zoned for two-family residences, and 24 dwelling units can be developed in the R3 and R4 zoning districts combined.

*Table I-6. Residential Build-Out under Current Zoning*

| Zoning District                             | # Vacant<br>Parcels | Dwelling Units,<br>Vacant Parcels | Dwelling<br>Units,<br>Infill | Total<br>Dwelling<br>Units |
|---|---------------------|-----------------------------------|------------------------------|----------------------------|
| R1 Single Family                            | 310                 | 932                               | 225                          | 1,157                      |
| R1A Single Family                           | 202                 | 184                               | 283                          | 467                        |
| R1B Single Family                           | 34                  | 81                                | 154                          | 235                        |
| R2 Single Family                            | 19                  | 19                                | NA                           | 19                         |
| R2 Two Family                               | 10                  | 20                                | NA                           | 20                         |
| R3 Multi-family                             | 4                   | 11                                | NA                           | 11                         |
| R4 Multi-family                             | 7                   | 13                                | NA                           | 13                         |
| R5 Multi-family                             | 0                   | 0                                 | NA                           | 0                          |
| <b>Total new dwelling units at buildout</b> |                     | <b>1,260</b>                      | <b>662</b>                   | <b>1,922</b>               |

To determine the number of new dwellings that could be built on parcels where dwellings already exist (the most common form of small subdivision), a sampling method was used. Fifteen 500-foot square grids were chosen in neighborhoods throughout the city, and the number of potential new lots that would result from resubdivision of developed lots was calculated. For each zoning district, the average was calculated, and then applied to the total acreage of developed land in that zoning district. As shown in Table I-6, 662 additional single-family lots can be developed through the resubdivision of land in established areas.

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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This calculation was not performed for the R2 or multi-family zoning districts. The only reliable way to ascertain whether a dwelling can be expanded for additional units is to do an on-the-ground, parcel-by-parcel reconnaissance, which is not practical considering the size and extent of these zoning districts, particularly the R2 zoning district. However, because the amount of land zoned for multi-family use is so small relative to that which is zoned for single-family use, infill multi-family use under today's zoning is not expected to play a significant part in creation of new dwelling units.

In summary, 1,859 new single-family lots and 63 new multi-family units can be created in a full build-out scenario under current zoning without taking into consideration allowable expansions to buildings in two-family or multi-family districts.

For the commercial/industrial databases, a detailed assessment of the build-out potential of each vacant lot was conducted, taking into consideration the zoning restrictions such as setbacks and floor-area-ratio, as well as wetlands restrictions and desirable parking layouts. As shown in Table I-7, this analysis shows that approximately 4.2 million square feet of additional commercial and industrial space can be built under current zoning. The majority of this space is in the Designated Development District, where 2.5 million square feet of space can be developed. Other significant areas are in the Light Industrial District, where 674,000 square feet can be developed, and in Centennial Industrial Park and its environs, where an additional 500,000 square feet can be developed on vacant parcels.

*Table I-7: Commercial and Industrial Build-Out under Current Zoning*

| <b>Zoning District</b>  | <b># Vacant<br/>Parcels</b> | <b>Comm/Ind. (SF)<br/>in Vacant<br/>Parcels</b> |
|---|-----------------------------|---|
| BC Business Central   | 11                          | 64,782  |
| BH Bus. Regional  | 12                          | 79,196  |
| BN Bus. Neighborhood  | 7                           | 132,945   |
| BR Bus. Regional  | 10                          | 250,172   |
| DDD Designated Devt Dist.   | 11                          | 2,555,125                                       |
| IL Light Industrial   | 26                          | 674,169   |
| IP Industrial Park  | 20                          | 496,336   |
| <b>Total new commercial/industrial square footage at buildout</b> |                             | <b>4,252,725</b>                                |

Determining the redevelopment or infill potential of commercial and industrial lots that are already developed is a more difficult task than determining infill potential for residential areas, because the statistical methods used for residential areas are not accurate for commercial and industrial areas. However, the following general observations may be made. Existing development in the Business Central and Light Industrial districts already approaches full build-out in most areas. It is not likely that there will be significant redevelopment in these areas that adds to the total inventory of commercial or industrial square footage. Likewise, the Business Neighborhood districts are small and well defined, and are unlikely to see significant additional square footage. The Business Regional (BR) district along Route 114 is primarily composed of large

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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single-story freestanding commercial buildings fronted by large parking lots. It is doubtful that a shift to more land-intensive uses such as office buildings and medical buildings, which are allowed by right, would increase the amount of built square footage in the district, although it might well increase the taxable value of the properties.

By contrast, significant redevelopment (and additional square footage of commercial and industrial space) is possible in the Business Highway, Industrial Park, and Designated Development Districts. In the Business Highway (BH) district, auto-centered uses such as fast-food restaurants, gas stations, car washes and used car lots, if replaced by higher-end uses (especially when accompanied by consolidation of land ownership) would increase net built square footage. In the modern industrial districts such as the Industrial Park (IP) and Designated Development District (DDD), the property owners purchased parcels greater in size than immediately needed, to allow for expansion of facilities without having to relocate to a different site or community. A number of the companies on Centennial Drive, for example, have made additions to their manufacturing facilities in the years since the original buildings were constructed.

A build-out analysis, even if it is as detailed as described above, is only an approximation of possible future growth in the community. Housing market conditions, the types of industries that desire to locate in this region, the growth and changes in consumer attitudes and spending patterns, and the stance of the community regarding growth all play an important role in shaping the ways in which Peabody will change. Nevertheless, as Figures I-5 and I-6 demonstrate graphically, the growth potential is greatest in the future industrial area known as the Golden Triangle, the redevelopment of the Route One and Route 114 corridors, and the wooded areas in South Peabody that are zoned for residential development.

# **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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# EXISTING CONDITIONS AND TRENDS ANALYSIS

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## CHAPTER II: ECONOMIC DEVELOPMENT

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### INTRODUCTION

Peabody is home to a diversified economic sector where commercial trade, services, and manufacturing represent important partners in the City's economy. According to data supplied by the Massachusetts Department of Employment and Training, wholesale and retail trade, services, and manufacturing respectively represented 39 percent, 29 percent, and 14 percent of the City's employment with 10,635, 7,790 and 3,905 persons employed. Tables 1.1, 1.2, and 1.3 in Appendix B further illustrate employment and payroll changes within the City's economic sectors between 1985 and 1999.

Among the products manufactured in Peabody are precision-machined parts, silicon chip processing, high fidelity acoustic speakers, scientific measuring instruments, programmable controllers, computerized medical instruments, pharmaceuticals, athletic footwear, plastics, leather clothing and handbags, and gelatins for photographic film. In addition to manufacturing, the City's industrial parks are home to commercial and wholesale facilities. Because it is a regional retail center, retail employment is concentrated in the Route 114 area anchored by North Shore Mall. Figure II-1 highlights Peabody's major commercial and industrial areas.

### EXISTING CONDITIONS AND TRENDS

#### A. Commercial and Industrial Development

The City has two major industrial parks. These are the 100-acre Peabody Industrial Park and the 307-acre Centennial Park. Both parks provide complete utilities, rail service and easy access to Route 128 and Interstate 95. Peabody Industrial Park is currently at 95 percent occupancy. Within Centennial Industrial Park's 307 acres are over 2 million square feet of office and manufacturing space with land sale proceeds totaling approximately \$4,000,000. While all the available land in Centennial Industrial Park has been sold, park expansion continues in the newest area of Jubilee Drive. The Community Development Authority has invested \$2.5 million in utility and road improvements in this seventy-acre area of Centennial Industrial Park.



*Centennial Industrial Park*

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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The City is also home to four small privately owned industrial/office parks. Lakeland Industrial Park on Forest Street off of U.S. Route 1, at 85 percent developed, is one of the largest at 20 acres. This park is designed to accommodate light manufacturing and distribution uses. Northway Office Park is comprised of several office, manufacturing, and distribution buildings totaling approximately 200,000 square feet. The West Peabody Office Park is a 10-acre office/manufacturing park. Finally, Corporate Place 128 is a 49,000 square foot office building housing approximately 64 service agencies. Tables 1.4 to 1.8 in Appendix B provide tenant, product, and facility information for several industrial and office parks.

Peabody is home to North Shore Mall, one of New England's largest and most modern shopping malls covering 108 acres with parking for 7,700 cars. Located adjacent to Route 128, the Mall is anchored by five nationally known department stores and includes other restaurants and specialty shops. The mall was initially constructed in 1957 as an outdoor shopping center and renovated as an indoor mall in 1978. In 1983, a 48,900 square foot Blue Cross/Blue Shield Medical East health care facility was constructed on 1.5 acres of land owned by the mall. The mall was expanded in 1986 with the addition of a 52,000 square-foot supermarket. With the completion of the 1994 \$70 million improvement and expansion program of the North Shore Mall, there are now over 130 stores and 1,600,000 square feet of gross leasable space. Please see Table 1.9 in Appendix B for a comparison of retail trade between Peabody, the Boston Metropolitan Area and the state.

An office park with several health care tenants covering approximately 60 acres of land is adjacent to the North Shore Mall. Park tenants include the main City Post Office, Vanguard/Pilgrim Health's North Shore health care facility, Peabody Medical Associates, One Essex Office Park, Lahey Clinic and the North Shore Medical and Dental Center.

Andover Street (Route 114) is a major retail corridor of many newer and older strip malls. The Route 114 corridor, particularly in the North Shore Mall area, is a dense commercial corridor. The dense commercial uses abutting Route 114 extend westward into the Town of Danvers. Table II-1 highlights several recent additions along Andover Street. They range from 7,600 to 25,200 square feet and cost from \$0.7 to 1.9 million (estimated).

*Table II-1. Recent Andover Street Commercial Buildings*

| <u>Name</u>        | <u>Estimated Cost</u> | <u>Building Size (sq. ft.)</u> |
|--------------------|-----------------------|--------------------------------|
| 240 Andover Street | \$1,424,462           | 14,715                         |
| Borders' Books     | \$1,860,000           | 24,000                         |
| BMW of Peabody     | \$1,610,000           | 24,000                         |
| DeScenza Jewelers  | \$969,000             | 11,400                         |
| 1 Sylvan Street    | \$668,800             | 7,600                          |
| Walgreens Plaza    | \$1,890,000           | 25,200                         |

Since the construction of Interstate 95, Route 1 has been transformed from the region's major north-south through route into a lower volume secondary highway. Route 1 has developed into a destination-oriented roadway with a significant number of abutting commercial, retail and industrial uses.

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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### B. Fiscal Health

For tax assessment purposes, there are three basic land use types. The largest land use in the City is residential, which covers 4,537 of the 8,251 acres, and is approximately 53 percent of the total acreage. Commercial and industrial land use cover 1,753 acres, or approximately 21 percent of the total acreage. Agriculture, recreation, mixed-use, and open space (developable or not developable) land account for 2,140 acres, or around 26 percent of the City's total acreage.

The City of Peabody has seen a shift in its tax base over the past decade. As previously discussed, commercial and industrial projects represent a significant part of the economic development the City has seen over the past ten years. The percentage of commercial/industrial/personal (CIP) property as a percentage of the total tax levy increased every year from 1987 to 1995, increasing from 33 percent to a peak of 45 percent in 1995. Since 1995, the average annual tax levy has remained around 44 percent for CIP properties and 56 percent for residential. Tables II-2 and II-3 provide a more detailed breakdown of assessed values and tax levy by property classification by year.

*Table II-2. City of Peabody: Assessed Value by Classification*

| <b>Fiscal Year</b> | <b>Residential</b> | <b>Commercial</b> | <b>Industrial</b> | <b>Personal Property</b> | <b>Total Value</b> |
|--------------------|--------------------|-------------------|-------------------|--------------------------|--------------------|
| 1989               | 2,274,574,463      | 524,948,137       | 300,125,500       | 27,493,461               | 3,127,141,561      |
| 1990               | 2,310,518,365      | 533,330,935       | 323,108,700       | 26,889,145               | 3,193,847,145      |
| 1991               | 2,342,961,280      | 537,769,720       | 327,451,500       | 26,950,893               | 3,235,133,393      |
| 1992               | 2,033,685,917      | 483,135,983       | 276,188,100       | 28,470,597               | 2,821,480,597      |
| 1993               | 2,048,146,857      | 471,928,543       | 265,168,600       | 28,199,297               | 2,813,443,297      |
| 1994               | 2,062,606,537      | 442,214,863       | 259,352,400       | 30,091,122               | 2,794,264,922      |
| 1995               | 2,086,641,356      | 626,316,944       | 294,714,500       | 32,297,840               | 3,039,970,640      |
| 1996               | 2,093,647,396      | 612,961,204       | 280,162,700       | 42,035,210               | 3,028,806,510      |
| 1997               | 2,117,211,786      | 612,338,614       | 264,101,500       | 44,667,540               | 3,038,319,440      |
| 1998               | 2,442,072,438      | 728,898,162       | 244,803,900       | 41,406,910               | 3,457,181,410      |
| 1999               | 2,463,511,653      | 716,091,347       | 246,677,100       | 43,110,890               | 3,469,390,990      |
| 2000               | 2,481,076,854      | 719,007,546       | 245,516,800       | 44,807,330               | 3,490,408,530      |

Source: MA Division of Local Services

A snapshot of the past ten years shows that the percentage of CIP property as a total of the tax levy has increased significantly. Between 1990 and 2000, the percentage of residential properties as a total of the tax levy declined from 62.3 percent to 56.6 percent while the assessed values levied on those properties increased from just over \$20 million to about \$25.5 million. The assessed values levied for CIP properties increased almost 60 percent to \$19.6 million. Peabody was the only community in the region that relied less on residential property as a percentage of tax levies in 2000 than in 1987.

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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*Table II-3. City of Peabody: Assessed Values by Levy*

| <b>Fiscal Year</b> | <b>Residential</b> | <b>Commercial</b> | <b>Industrial</b> | <b>Personal Property</b> | <b>Total Assessment</b> | <b>RES. AS % OF TOTAL</b> | <b>CIP as % of Total</b> |
|--------------------|--------------------|-------------------|-------------------|--------------------------|-------------------------|---------------------------|--------------------------|
| 1987               | 19,027,648         | 5,974,547         | 2,971,086         | 426,364                  | 28,399,645              | 67.0                      | 33.0                     |
| 1988               | 19,607,268         | 6,124,848         | 3,439,472         | 448,387                  | 29,619,975              | 66.2                      | 33.8                     |
| 1989               | 19,810,225         | 6,688,639         | 3,824,065         | 350,319                  | 30,673,248              | 64.6                      | 35.4                     |
| 1990               | 20,124,615         | 7,349,300         | 4,452,438         | 370,532                  | 32,296,885              | 62.3                      | 37.7                     |
| 1991               | 20,407,193         | 7,410,467         | 4,512,282         | 371,383                  | 32,701,325              | 62.4                      | 37.6                     |
| 1992               | 20,824,944         | 7,899,273         | 4,515,675         | 465,494                  | 33,705,386              | 61.8                      | 38.2                     |
| 1993               | 20,973,024         | 8,131,329         | 4,568,855         | 485,874                  | 34,159,082              | 61.4                      | 38.6                     |
| 1994               | 19,904,153         | 7,619,362         | 4,468,642         | 518,470                  | 32,510,627              | 61.2                      | 38.8                     |
| 1995               | 19,447,497         | 10,453,230        | 4,918,785         | 539,051                  | 35,358,563              | 55.0                      | 45.0                     |
| 1996               | 20,140,888         | 10,683,914        | 4,883,236         | 732,674                  | 36,440,711              | 55.3                      | 44.7                     |
| 1997               | 21,807,281         | 11,787,518        | 5,083,954         | 859,850                  | 39,538,604              | 55.2                      | 44.8                     |
| 1998               | 23,761,365         | 13,433,593        | 4,511,736         | 763,129                  | 42,469,823              | 55.9                      | 44.1                     |
| 1999               | 23,969,968         | 13,211,885        | 4,551,193         | 795,396                  | 42,528,442              | 56.4                      | 43.6                     |
| 2000               | 25,579,902         | 13,963,127        | 4,767,936         | 870,158                  | 45,181,123              | 56.6                      | 43.4                     |

Source: MA Division of Local Services

### *Current Tax Base*

The City of Peabody's land and real estate tax revenue for fiscal year 2001 by use classification is the following: residential is 58.5 percent, commercial is 30.4 percent, industrial is 9.5 percent and personal is 1.6603 percent. This represents a slight change from the early to mid 1990's and is the fourth year in a row that residential taxes have grown slightly as an overall percentage of the City's tax levy. However, compared with other North Shore communities, Peabody's tax levy is less reliant upon residential properties. Given that the City is a major employment center for the region, it has continually been able to draw a significant part of its tax levy from commercial and industrial properties.

### *Current Tax Rates*

Peabody's current tax rates reflect this lower reliance upon residential property for tax revenues. Current tax rates are \$8.29 per thousand for residential, and \$16.15 per thousand for commercial, industrial and personal property (CIP). The low residential and CIP tax rates should continue to make Peabody an attractive place to live and do business. Table II-4 compares the fiscal year 2000 tax rates of Peabody and neighboring communities.

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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Table II-4. Regional Tax Rates as of September 26, 2000

| Community | Fiscal Year | Residential | Commercial | Industrial | Personal Property |
|-----------|-------------|-------------|------------|------------|-------------------|
| Beverly   | 2000        | 14.49       | 23.36      | 23.36      | 23.36             |
| Danvers   | 2000        | 14.81       | 17.12      | 17.12      | 17.12             |
| Lynn      | 2000        | 17.68       | 36.17      | 36.17      | 36.17             |
| Peabody   | 2000        | 10.31       | 19.42      | 19.42      | 19.42             |
|           | 2000        | 8.29        | 16.15      | 16.15      | 16.15             |
| Salem     | 2000        | 14.23       | 31.65      | 31.65      | 31.65             |

Source: Commonwealth of Massachusetts, Department of Revenue, Division of Local Services

### *Levy Capacity and Bond Rating*

Peabody's tax levy for fiscal year '01 is \$47,745,089, while the maximum levy allowed by proposition 2½ is \$57,932,142. This leaves the City a levy reserve of \$10,185,053, with residential and CIP reserves making up \$7,435,089 and \$2,749,964 of that total, respectively.

A comparison of Peabody's fiscal year '01 tax status to the rest of Essex County highlights the two following observations. Peabody's excess levy capacity was more than ten times the County average. The City's residential tax rate \$8.29 per thousand and the average tax bill (\$1,917) were the lowest in the County.

The City's bond rating is directly affected by its levy capacity. Municipal bonds are the City of Peabody's general obligations and are payable from taxes that may be levied upon all taxable property in the City (subject to limits set forth in Proposition 2½). Municipal bonds may be used to finance many projects, ranging from capital improvements for infrastructure systems such as drainage to new schools and school improvements to open space acquisition. Peabody's current Moody Municipal Bond Rating is Aa1. This solid bond rating allows it to leverage financing at more competitive rates for municipal projects and makes reselling of the bonds more attractive to market investors. A solid bond rating reflects a City's fiscal soundness as well as its ability to close on its financial obligations.

### **C. City Administered Programs**

#### **Urban Development Action Grants**

Much of the development discussed above was spurred by federal money through \$14.5 million in Urban Development Action Grants (UDAG) that the city aggressively went after and was awarded. The City used these funds to attract companies to Centennial Industrial Park and assist with site development costs.

Federal and state funding was also used to help the downtown area. In September 1990, the City completed a \$6 million Urban Systems project in the downtown. This project included street reconstruction, new sidewalks with brick edging, historic lighting, trees and traffic safety improvements. These infrastructure improvements complemented private reinvestment in the downtown area. A \$3.1 million mixed residential/commercial development project - 22 market rate apartments and 11 stores totaling 72,000 square feet

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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- was completed in 1985. An \$850,000 Urban Development Action Grant, secured by the City for the developer, aided this project.

### **Small Cities Community Development Block Grants**

Since 1979, Peabody has competed for and received approximately \$700,000 annually in Housing and Urban Development (HUD) Small Cities Grant funds. These funds have been the cornerstone used to implement activities aimed at redevelopment of the downtown. One such activity is to operate a housing rehabilitation grant and loan program for low and moderate-income families in the downtown residential area. To date, the City has renovated over 1,800 housing units with this program and has received over \$15 million in Small Cities Grant funds.

### **Facade and Sign Program and Small Business Loan Program**

Over \$1,000,000 in facade and interior improvements were made to thirty older buildings comprising 44 storefronts in Downtown Peabody. The City also sponsored a sign buy back program that allowed downtown businesses to replace older, out of scale signage, in part, by program money offered by the City. The City's Small Business Loan program helped several new retail businesses establish themselves in Downtown Peabody.

### **Spin-offs from Program Money**

As program loans are repaid, the City is turning around program income and channeling it to other areas. The \$14.5 million in Urban Development Action Grant funds is generating a stream of repayments to the City expected to total approximately \$25 million. These loan payments are dedicated to an economic development revolving loan program. Currently, there is a \$6.4 million balance in the revolving loan fund. Annual repayments are currently about \$960,000. Since the revolving loan fund was established, the City has made nearly \$9.3 million in loans, which has leveraged nearly \$76,000,000 in private investment, creating 1,155 new jobs and retaining 412 jobs. Table II-5 provides a list of recent projects.

*Table II-5. Urban Development Action Grant Revolving Loan Program*

| <b>Project</b>       | <b>Size in square feet</b> | <b>Status</b>                 |
|----------------------|----------------------------|-------------------------------|
| Stahl Finish         | 30,000                     | Rehabbed for office/R&D space |
| Tannin Corp          | 78,000                     | Rehabbed for manufacturing    |
| 2 Washington Street  | 4,430                      | Rehabbed for offices          |
| Woodman Engineering  | 30,000                     | Rehabbed for manufacturing    |
| Rex Leather Building | 45,000                     | Rehabbed for manufacturing    |

### **North Shore HOME Consortium**

Since 1993, Peabody has been the lead community in the 27-member North Shore HOME Consortium that has received nearly \$16 million in HUD funds to improve and expand the supply of affordable housing in the area. Each community receives a HOME funding allocation through a formula based on a percentage of low and moderate-income families.

# EXISTING CONDITIONS AND TRENDS ANALYSIS

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## KEY ISSUES AND IMPLICATIONS FOR PLANNING

### A. Downtown and Economic Development

In terms of utility, downtown Peabody is both a destination and a pass-through point. Existing services (financial, insurance and real estate, city hall and the library), retail (clothing, sporting goods) and dining establishments attract visitors to the downtown. Lowell Street and Main Street provide access for both local and regional traffic to Routes 128, 1, and 114, and Interstate 95 through Peabody Square.

A key component for planning in the downtown area is the importance of defining Downtown Peabody's identity. Peabody Square will continue to act as a high volume traffic gateway to Salem and Marblehead. Because the competition between downtown merchants and the North Shore and Liberty Tree Malls for the same market is often a losing battle, providing amenities that encourage through traffic to stop in the downtown will in part determine Downtown Peabody's future.

Experience seems to warrant continued City involvement in future downtown programs. In the 1980's, the city invested millions of dollars in downtown improvements. Currently, the downtown receives program funds to "maintain" its appearance. Façade and small business loan programs are two of the things the City does well and should continue doing. Opinions elicited through "focus group" interviews seem to indicate that there is a feeling that without continuous City involvement, Downtown would struggle to maintain itself. Past attempts by the City to unify downtown merchants as an active organization were successful, but not long lasting. After six years, the organization gradually dissolved due to the difficulty of raising funds to keep it alive.

One successful City-merchant partnership beneficial to Downtown is the annual International Festival, with the year 2001 marking the festival's eighteenth anniversary. Many civic groups, restaurants and retailers participate in this event with volunteers from the city government undertaking the majority of the organization work. A fear voiced through the "focus group" process is how a change in City leadership will affect the festival's future if it is not deemed a priority by future administrations. If a future City administration reduces its planning and organizational role, the International Festival may cease to exist.

#### **Key Issues: Downtown Peabody**

- How can the City help Downtown carve out a retail and services niche?
- What other actions can the City take to help strengthen the downtown?
- What kinds of sustainable City/Merchant partnerships are possible to benefit Downtown?
- What types of traffic calming and signage measures could make Downtown a safer and more easily navigable place?
- What capital investments could the City make to improve Downtown and make it more economically viable?

Pedestrian safety is another key downtown concern. The roadways entering Peabody Square are four lane roads. While this increases the ability of these roads to handle daily

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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traffic volumes at a faster rate, it makes crossing the streets difficult and potentially dangerous for pedestrians.

### **B. Land Use Conversion and Reuse**

The City plays a key role promoting the reuse of abandoned and underutilized industrial properties in the downtown area. Many of these properties housed leather-related businesses that closed shop as most of the City's old industrial base collapsed. Some of these properties were taken as tax title properties and are now owned by the City.

The city will continue pushing forward with the redevelopment of these properties. In 1999, two old mill buildings taken as tax title properties were sold by the City and subsequently rehabilitated for manufacturing and office space.



*Woodman Engineering – a newly renovated ca. 1910 mill building located in the Danvers Bleachery Complex on Foster Street.*

#### **Key Issues: Building Reuse**

- What further actions can the City take to help spur the reuse of abandoned and underutilized buildings?
- Which abandoned and underutilized buildings can be used for mixed-use people generators?

A key issue for the City is to work with private developers to redevelop tax title properties. In addition to the two mill buildings discussed above, the City has seen older industrial properties converted into affordable housing and commercial spaces. The building that once occupied the site of the Leather City Common was deemed beyond repair and was removed to create the Downtown park.

As previously mentioned, the continued success of the North Shore Mall and Liberty Tree Malls means downtown merchants operate at a competitive disadvantage if they attempt to compete directly with the merchants located at the malls. This is not necessarily the case for some of the goods and services offered by merchants along the Route 114 commercial corridor. The scale of some of these businesses is not regional in nature and as such may provide Downtown merchants with an opportunity to compete for some of this same business.

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### **Key Issue: Balancing Route 114 and Downtown Development**

- How can the City continue to tout the Route 114 area as a good place to do business and at the same time promote the Downtown?

Another area with the potential for commercial expansion is Route 1. As noted in previous sections, Route 1, once the major regional north-south highway, has evolved into a lower volume destination oriented highway. A significant chaotic highway strip mix of commercial, retail and industrial uses including gas stations, bars, and used car lots that developed alongside Route 1 emphasize the unplanned nature of its development.

### **Key Issue: Route 1 Commercial (Re)Development**

- Should the City consider zoning changes to help transform the Route 1 corridor to a more carefully planned district?
- What would be the impacts of doing so and what uses would better complement the City's growth in the years ahead?

As the land available for major new economic development projects in Peabody is built-out, it will behoove the City to identify areas suitable for redevelopment. Further, the City should develop strategies to meet long-term economic development goals much like it did in developing Peabody and Centennial Industrial Parks. One opportunity for such a strategy is to guide the shift of land uses along Route 1 to higher revenue generating uses.

### **C. Tourism**

In 1992, the communities of Danvers, Beverly, Peabody and Salem joined forces to form the North Shore Convention Council, a non-profit regional marketing organization. The organization's executive director utilizes office space in the Peabody Office of Community Development and Planning. All four communities subsidize the operating expenses of the council, as well as the salary of the executive director. The executive director spends much of her time representing the four communities at meetings of convention planners. She works with convention patrons to link them to the hotels, restaurants and businesses located within the member communities.



Convention Council activities helped increase hotel tax revenue to the member communities as well as the thousands of tourist dollars spent at area restaurants, shopping centers and businesses. Tables II-6 and II-7 provide a breakdown of hotel tax revenues for member communities and the number of rooms available at five major hotels in Peabody.

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*Table II-6. Area Hotel Tax Revenues*

| City           | FY 98     | FY99        | FY00        | FY 01       | FY 02*    |
|----------------|-----------|-------------|-------------|-------------|-----------|
| <b>Danvers</b> | \$926,000 | \$1,220,368 | \$1,119,873 | \$1,255,107 | \$537,995 |
| <b>Peabody</b> | \$467,463 | \$556,408   | \$ 815,363  | \$849,125   | \$296,604 |
| <b>Salem</b>   | \$187,195 | \$188,520   | \$219,970   | \$226,022   | \$75,261  |
| <b>Beverly</b> | \$74,980  | \$86,850    | \$76,403    | \$86,579    | \$39,542  |

*Source: MA Department of Revenue*

Note: \* The FY 2002 figures quoted above reflect revenues from June 1, 2001 through August 31, 2001, with the quarter being disbursed on the last day of September 2001.

*Table II-7. Hotel Rooms in Peabody*

| Hotel              | # Rooms            |
|--------------------|--------------------|
| Peabody Marriott   | 256                |
| Holiday Inn        | 202                |
| Hampton Inn        | 121                |
| Homewood Suites    | 85                 |
| Mainstay Suites    | 94                 |
| Spring Hill Suites | Under construction |
| <b>TOTAL Rooms</b> | <b>758</b>         |

Traditionally, Peabody was the recipient of “overflow” convention business that Boston could not handle due to its lack of hotel rooms and exhibition space. Peabody and surrounding towns filled a niche for convention coordinators looking for smaller scale, lower cost space that was still close to Logan Airport and Boston. Room and facility rates are lower than those found in Boston. In general, due to Peabody’s proximity to the highway system and the short distance to Boston, it has proved to be an adequate fill-in.

Peabody and the other North Shore communities offer many natural draws to potential convention organizers, including a close proximity to Boston and Logan airport, easy highway access, and a number of tourist attractions. However, the North Shore Convention Council is finding it increasingly harder to compete with other New England regions for smaller conferences. This is because the North Shore lacks a facility with 50,000 to 60,000 square feet of exhibition space under one roof. The North Shore region is one of the few regions statewide without a stand-alone convention facility of this size. As such, the region continually loses mid-sized convention and conference business to Lowell, Worcester, and Springfield.

**Key Issue: Tourism**

- What actions can the City take to increase tourism and convention business for the City and region?
- What role can the city play in building support for a mid-size conference center to the area?

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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### D. Labor Market

Mirroring state and national trends, unemployment rates in the region have declined over the past several years. Between 1997 and 2000, the unemployment rate for Peabody declined from 4.1 percent to 1.7 percent. While the other communities in the region exhibit reduced unemployment rates, some, such as Gloucester and Lynn, suffer from higher and more persistent levels of unemployment. Ironically, low regional unemployment rates hamper the ability of businesses to grow by making it more difficult for local companies to attract qualified candidates to fill vacant positions. Table II-8 compares the changes in unemployment rates between Peabody and neighboring communities.

*Table II-8. Regional Unemployment Rates*

| City           | 1998 | 1999 | 2000 |
|----------------|------|------|------|
| <b>Beverly</b> | 2.9  | 3.1  | 1.4* |
| <b>Danvers</b> | 3.2  | 2.9  | 1.3* |
| <b>Lynn</b>    | 4.2  | 4.0  | 2.9* |
| <b>Peabody</b> | 3.6  | 3.4  | 1.7* |
| <b>Salem</b>   | 4.1  | 4.1  | 2.0* |

Source: MA Division of Employment and Training local area unemployment statistics (LAUS)

\*Bureau of Labor Statistics

As previously mentioned, retail trade, services and manufacturing continue to be the mainstay industries in the City and the region as well. The economy continues to evolve from one based on traditional manufacturing and assembly to one based on high-end manufacturing and technical fields. Jobs in fields such as healthcare require candidates with readiness skills beyond these of the traditional entry-level candidate of past years. Maintaining the competitiveness of area businesses will require long-term, coordinated efforts on the part of area employers, schools and the state. These efforts must be focused to develop and implement programs that provide the necessary skills to high school students and adults, allowing them to compete in today's job market.

#### **Key Issue: Labor Market**

- What actions can the City take to ensure that the labor pool is trained to meet the needs of the labor market?
- With whom can the City collaborate to support job training and re-training?

### E. Conclusion

The City of Peabody has been through a period of change over the past decade. In keeping with trends from the 1970's and 1980's, the City's economic base has continued to shift beyond its leather manufacturing roots toward new and diversified industries. The market conditions that led to a decline in the leather industry eventually led to the proliferation of the new economy. Today, the City is home to high-end manufacturing, services, retail and technical operations that employ upwards of 26,000 workers. The new development that has occurred is a dramatic change from Peabody's former life as a world-class producer of leather products.

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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The City of Peabody has been the driving force behind much of the change that has taken place. The City acquired, sold, and managed much of the development that occurred on the land on which Centennial Park now stands. It has continually used federal, state and local monies to leverage new development and redevelopment in the downtown and underutilized industrial areas. Furthermore, the City has been a contributor to local and regional promotion efforts such as the International Festival and the North Shore Convention Council.

The City and its citizens have reaped the benefits of its economic strength. Residential, industrial, and commercial tax rates have consistently been among the lowest in the region, which have helped to make Peabody a great place to live and to do business. Unemployment has been low and jobs have been plentiful.

Strategies for the future should include long-range plans for development of the City's remaining land and continued redevelopment of underutilized industrial land. The City should also continue to stay involved in regional strategies such as the development of a convention center and workforce development issues. These investments should help to ensure a sound and bright future for the City and will help to continue the success of the past decade.

# EXISTING CONDITIONS AND TRENDS ANALYSIS

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## CHAPTER III: HOUSING

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### INTRODUCTION

The housing stock in Peabody is notable for its variety in both age and type. Until the first half of the twentieth century, the citizens of Peabody lived primarily in neighborhoods close to downtown within walking distance to the industrial and commercial center. Many of these older homes still exist, but residential neighborhoods now extend across the City. Following World War II, developers began constructing cape-style houses on the farmland of South Peabody. During the 1950's, small pockets of land in West Peabody were transformed into residential streets, but it wasn't until the 1960's and 1970's that many of the homes in this area were constructed.

Between 1990 and 2000, the number of housing units in Peabody has increased almost 4 percent to 18,898 units. The majority of the housing stock consists of owner-occupied single-family homes. Condominiums and multifamily homes are more highly concentrated in the Downtown where they make up almost a third of the parcels. The predominance of single-family homes in the southern and western areas of the City reflect the changing tastes and lifestyles of Americans during the second half of the twentieth century, as automobile use became the principal method of transportation and residents traveled more frequently outside the City for employment. Seventy percent of all units are owner-occupied, slightly higher than in other North Shore communities. Ownership has increased at a more rapid rate than renting of units.



*Homes in the Civic Center Historic District*

The City's population has increased 2.3 percent since 1990, to 48,129. At the same time, the average household size has decreased from 2.65 people per unit to 2.55. On the average, households in Peabody are larger than in the North Shore region. While the number of family households in the City remained almost constant since 1990, the City has seen a substantial increase in the number of homes where the householder is female, living alone, and/or 65 years or over. Since 1990, the number of non-family households has increased more than 20 percent.

## EXISTING CONDITIONS AND TRENDS ANALYSIS

Figure III-1 highlights differences between the residential properties of East, South, and West Peabody. See Appendix B, Tables 2.1 and Figure 2.1 for a breakdown of existing housing stock by type and location within the City.

### EXISTING CONDITIONS AND TRENDS

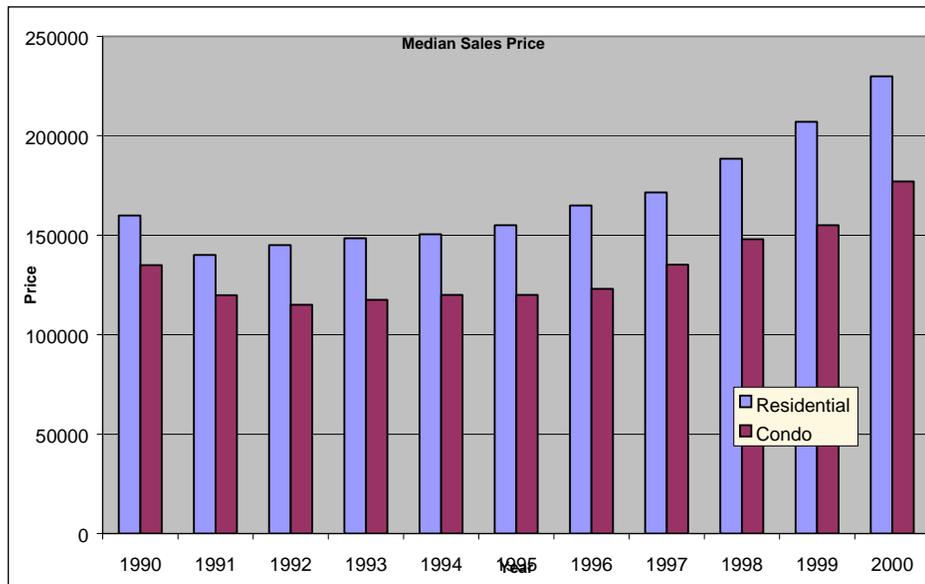
#### A. Residential Sales Activity

##### Combined Housing Sales

After a period of stability in the early 1990's, the median sale price of residential properties has risen rapidly for the past five years. According to the *North Shore HOME Consortium Consolidated Plan for 2000-2004* (NS HOME Plan), the median residential sales price (including condominiums) in Peabody increased by 47 percent between 1996 and 1999. The 2001 (January – October) median home price was \$265,000, and the median condominium price was \$183,500. While housing prices in Peabody are high, they have been increasing at a slower rate than in other North Shore communities. The NS HOME Plan attributes the rising costs primarily to the low vacancy rate in the region, which is estimated at 2-3 percent.

During 2000, 356 homes (including multifamily houses and condominiums) were sold. Single-family homes were on the market for an average of 35 days, and sold for an average of \$249,000, \$6,500 less than the average listing price. Prices for houses and condominiums are within the range of those reported by surrounding communities according to data from The Warren Group. Figure III-2 illustrates the change in the median residential sales price since 1990.

**Figure III-2: Median Residential Sales Price**



## EXISTING CONDITIONS AND TRENDS ANALYSIS

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### New Home Sales

Newly constructed single-family homes built as a part of a subdivision are considerably more expensive than the City's older homes. From 1994 to date, approximately 90 single-family homes have been or are currently being developed in the city on multifamily developments. The prices of these units range from \$275,000 to \$450,000 with an average price of \$355,489.

### B. Rental Market Activity

Discussions with local realtors and rental market data both indicate that the rental market in Peabody has very low vacancy rates, and the prices of the few available apartments are high. Rents in Peabody increased 57.5 percent between 1990 and 2000 (NS HOME Plan). Although one local branch of a large real estate company could not provide accurate rental rates because rental listings are very rare, they noted that demand is very high and the office gets many calls every day from people looking for duplexes. Another realtor estimated that the prices of one, two and three bedroom apartments range from \$600 to \$1,200 per month, but noted that they are very rare. The vacancy rates in a brand new luxury complex, where rents can reach \$2,400 for a two-bedroom townhouse, are also very low. Vacated units are often filled within five days. Rents in Peabody are slightly higher than rates in other North Shore communities.



*Rental units at Avalon Essex, Prospect Street*



*3-Family units in the East End*

#### **Key Issues: Rental Housing**

- The lack of rental units may make it difficult for certain populations to afford housing in Peabody, especially young adults and the elderly.

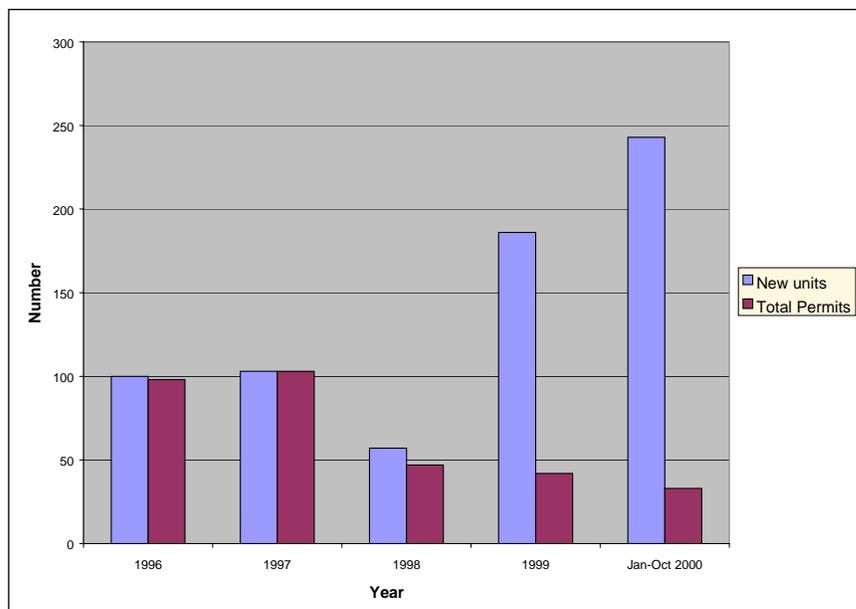
# EXISTING CONDITIONS AND TRENDS ANALYSIS

## C. New Construction

### Building Permits 1996 – Present

Housing construction in Peabody has slowed since the 1980's. The City's housing stock increased by 727 units since 1990. Growth was substantially slower during the past decade than during the 1980's when 2,384 units were added. During the past five years, the number of building permits issued has declined, yet the number of new units in the city rose during 1999 and 2000. This effect is primarily due to the construction of a small number of large residential complexes, such as the 154-unit Avalon Essex apartments, which was one of the largest rental developments built in the North Shore area recently. Since 1996, 90 percent of new housing was single family. Peabody was one of the most active communities in the region in terms of residential construction between 1996 and 1999 (NS HOME Plan). Figure III-3 illustrates the level of activity in the construction of residential units and the number of building permits building issued between 1996 and 2000.

**Figure III-3: Building Permits 1996-2000**



The slowdown in residential construction can be attributed in part to the reduction in vacant residential parcels available. The lack of buildable land, combined with the high demand for homes in the region, has had two major effects on the siting of new construction. First, developers are submitting subdivision proposals for properties that would have been considered unbuildable before 1985. Many of the subdivision plans are sited on land with ledge, steep hills, or other natural barriers to construction. Since 1995, roughly 75 percent of the units filed as part of subdivision plans with the Planning Board were affected by these issues, particularly those in South Peabody.

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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*Lake Hill Park, constructed in the late 1980's*

Another notable housing trend in Peabody is the increasing frequency of residential infill development, where homeowners subdivide their property into two parcels, making it possible to construct a home on the second lot. The majority of infill activity has occurred in South Peabody, where smaller lots are more likely to match the character of these neighborhoods. Proposals for these subdivisions are generally approved unless there is substantial opposition from the neighborhood or they are out of character with the surroundings. Additions to existing houses are also occurring more frequently as residents find it easier to build onto their homes than to move into larger homes.

### **Key Issues: Residential Infill Development**

- As the amount of vacant land decreases, the creation of infill lots and home additions may become increasingly common.
- How will this affect the character of the City?
- Should the City take additional steps to guide these types of development?

### **D. Mobile Homes**

There are twelve mobile home parks in the City, of which three are cooperatives. In the nine privately owned parks, there are a total of 611 pads, constituting one of the highest concentration of mobile homes in any community in Massachusetts.

Most of the mobile homes were constructed in the 1950's and 1960's, with the newest structures dating from the 1970's. Many do not meet current building codes for plumbing and wiring. Mobile home parks in nearby communities are not subject to rent control, which has been cited as a factor behind the generally substandard conditions in the Peabody parks. The parks do not all have the same character, but differ in terms of turnover rates, park maintenance, and in the quality of the structures.

The monthly rents in the private parks range from \$175 to \$235 and are controlled by a Rent Control Board established by the City. Vacancy rates in the park are very low, generally below 5 percent and sometimes as low as 0 percent. The turnover rates for new tenants were very low during 2000, ranging between 10-20 percent.

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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The elderly constitute a substantial portion of the mobile home population. A significant number of residents are upper-middle class, for many of whom mobile homes provide an inexpensive second residence.

Approximately 200 children live in the mobile home parks. School buses are too wide for the narrow roads inside the parks, and must stop on Route 1 to pick up these children. The situation created by the traffic halted for these stops, with children waiting on the side of the highway, is unsafe for both drivers and the children.

### **Key Issues: Mobile Homes**

- Do mobile homes adequately meet the needs of all of the residents in the parks?
- What can the City do to improve the condition of the aging homes and of the infrastructure of the parks?
- How can the relationship between mobile home residents and other Peabody residents be improved?
- How can the physical connections between the parks and other residential neighborhoods be strengthened?

### **E. Affordable Housing**

As the demand for housing increased over the past decade, rising housing prices in Peabody and nearby communities have been most problematic for the low and middle-income residents. The City has a variety of affordable housing options including rental subsidies and public housing. However, middle-income families who do not qualify for these programs, increasingly find the cost of housing in Peabody out of reach.



*The Seeglitz Building: affordable elderly housing and Peabody Housing Authority headquarters*

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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### **Key Issues: Affordable Housing**

- Efforts to create affordable housing are directed primarily at low-income residents, but many middle-income residents cannot afford market rate home prices.
- What steps can the City take to improve the affordability of housing for everyone?

### **Purchasing and Rental Affordability**

Low-income families in the City are unable to afford the down payment for a home priced at the average assessed value of \$177,850. With a housing budget of \$1,098 per month, the monthly payments exceed what low-income families (80 percent of the median income) can afford by \$172. In reality, it is much more difficult for low-income families to purchase a home because sales prices far exceed assessed values.

While low-income families are barely able to afford median rents in Peabody, the lack of available units makes it difficult for these families to find such apartments. However, with median rents far exceeding the housing budgets of extremely low-income families (below 30 percent of median income) and very low-income families (below 50 percent median income), it is virtually impossible for them to find a place to live in Peabody.

### **Peabody Housing Authority**

There are a variety of affordable housing options available in Peabody, including units owned by the Peabody Housing Authority (PHA), those in private developments, and those that are paid for in part by rental assistance certificates. The number of subsidized units has declined by 132 since 1990 (see Table III-1). This difference is due to a reduction in the number of certificates the PHA has available, down from 480 certificates in 1990. The number of units owned by the PHA has remained at 507 units since 1990.

*Table III-1. Public, Subsidized, and Assisted Housing Units*

| Program  | Description               | Number of Units     |
|--|---------------------------|---------------------|
| <b><u>Owned by Peabody Housing Authority</u></b>                             |                           |                     |
| Chapter 200/705  | family                    | 137                 |
| Chapter 667  | elderly                   | 346                 |
| Chapter 689  | handicapped               | 24                  |
|  | <u>Subtotal:</u>          | <u>507</u>          |
| <b><u>In Private Development (combined market rate &amp; subsidized)</u></b> |                           |                     |
| MHFA (MRRP)  | Tannery Apartments        | 284                 |
| HUD/MHFA (Section 8)   | Tannery II                | 173                 |
| HUDMHFA (Section 8)  | Peabody House             | 141                 |
| HUD-Church-Owned   | Fairweather               | 88                  |
|  | <u>Subtotal:</u>          | <u>686</u>          |
| <b>Subtotal units under Ch. 774:</b>   |                           | <b>1,193</b>        |
| <b><u>Certificates</u></b>   |                           |                     |
| Section 8  | scattered sites           | 190                 |
| Mass. Rental Voucher Program   |                           | 83                  |
| Mainstream Vouchers  | persons with disabilities | 75                  |
|  | <u>Subtotal:</u>          | <u>348</u>          |
|  |                           | <b>Total: 1,541</b> |

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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Section 8 Vouchers are funded by the federal government and distributed by local housing authorities. Households that earn no more than 80 percent of the median income are eligible for the Section 8 program. Participants typically pay 30 percent of their income for rent, and the Section 8 voucher covers the remainder. The Massachusetts Rental Voucher Program is a state funded rental assistance program that includes mobile vouchers, available for use at any site, and project-based vouchers available for use only for specific apartments.

In addition to the 507 housing units the PHA owns, it administers the state and federally funded voucher programs. As of February 2001, there were 1,278 households on the waiting list for Section 8 housing and 241 households waiting for Family Public Housing with the PHA giving preference to current Peabody residents for its programs. Of the North Shore Housing Authorities, Peabody's waiting list for family public housing was the longest with an average wait of 5 years (NS HOME Plan). The PHA director cites the need for family housing as their most pressing.

The units owned by the PHA are aging, and increasingly require maintenance and rehabilitation. As much as funds to rehabilitate these units are needed, the state has not provided them. As a state operated agency, the PHA receives no funding from the City. In fact, the PHA pays the City a yearly stipend in lieu of taxes. Because the units owned by the PHA are located primarily on private streets, these residents receive few City services such as snow plowing and garbage removal.

Access to public transportation is increasingly a problem for the residents of public housing. Many of the units owned by the PHA are not located close to public transportation or public amenities, making it difficult for residents to get to work or even do daily errands. Despite the difficulties locating affordable housing, many residents have had to leave PHA units because of the lack of available public transportation.

In order to facilitate the small-scale development of affordable units, the PHA has worked with local non-profits on specific projects. However, there has been little direct collaboration in the past between the City and the PHA.

### **Key Issues: Peabody Housing Authority**

- How can the City and the Peabody Housing Authority work together to create much-needed affordable units?
- What can the City do to improve the quality of life of the residents in public housing?

### **Chapter 40B Inventory**

The Department of Housing and Community Development lists the percentage of units in each community that are affordable to low or moderate income households (earning less than 80 percent of the area median income). Generally, only units with long-term restrictions that ensure that they will remain affordable are included in the inventory. Under Massachusetts General Law, Chapter 40B, communities that do not have the required ten percent of affordable units may be required by the state to issue a Comprehensive Permit to a housing developer. The Comprehensive Permit is designed

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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to streamline the permitting process for developers of projects with affordable units. Additionally, the development of housing under a Chapter 40B Comprehensive Permit is not bound by local land use regulations.

Approximately 7.6 percent of the housing units in the City are considered affordable for the purposes of the Chapter 40B inventory. The inventory includes units administered by the Peabody Housing Authority and other state-subsidized programs, but it does not include units subsidized by Section 8 vouchers and mobile homes.

### **Expiring Affordability Contracts**

A potential problem faced by residents of some affordable units is the expiration of contracts that enforce their affordability. Contracts related to 313 units, more than 20 percent of the City's affordable housing inventory, are scheduled to expire by 2005. The owners of such developments may not be inclined to renew the contracts in favor of market prices.

### **Executive Order 418 Certification**

In April 2000, Governor Paul Cellucci issued Executive Order 418, which is designed to encourage communities to increase the supply of affordable housing while balancing economic growth, transportation improvements and open space preservation. EO 418 is composed of two parts: Community Development Plans and the Housing Certification Program. The state will make technical assistance grants available to communities that undertake Community Development Plans, which address options for future growth. Under the Housing Certification Program, communities that show that they are taking steps to increase the number of affordable units are given priority when applying for certain state grants such as Community Development Block Grants (CDBG) and Public Works Economic Development (PWED) grants.

The City of Peabody is Housing Certified under Executive Order 418 for the period ending June 30, 2002. The City was awarded 17 points for taking the following steps to encourage housing production:

- Holding a local housing forum
- Completing and implementing a local or regional housing plan
- Applying for and receiving grant funds that increase the supply of low/mod housing
- Working with local banks and other non-government financial establishments to create a First Time Homebuyer Program
- Identifying land suitable for development of affordable housing
- Fundraising from non-governmental entities
- Adopting a number of housing friendly zoning provisions
- Implementing procedures to expedite the permitting process for housing development
- Undertaking neighborhood and housing improvements within Peabody and neighboring communities that provide a positive atmosphere through housing rehabilitation.

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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To obtain certification for Year 3 (July 1, 2002 to June 30, 2003) the City must verify the completion of 14 out of a possible 23 activities named by DHCD, or demonstrate an increase in housing units that are affordable to individuals and families across a broad range of incomes. In Year 4, certification is possible only by producing additional affordable housing units.

### **F. Elderly Housing**

Since 1990, the population of Peabody residents over age 65 has increased by 26 percent. The number of individuals over age 65 living alone has increased 22 percent in the same period. These trends are expected to continue into the next decade. As it does, the City will need to respond to the unique housing needs of elderly residents. The City's elderly services are particularly attractive to seniors, who apply for housing in Peabody from communities all over the state. While subsidized senior housing programs give priority to Peabody residents, seniors in the City are very concerned about the availability of both state-funded units and those that are affordable without financial aid.

Currently, the City has several housing developments that include units specifically designed for the elderly. Some of these units are subsidized, while others are in private, luxury complexes. The Peabody Housing Authority owns 345 units for elderly residents. Such units are also available in the three private housing developments, the Tannery Apartments, Tannery II, and the Peabody House.

Brooksby Village is a private retirement community located on a 90-acre campus off Route 114. While some of the structures are under construction, three residential buildings are open and inhabited by elderly residents. Brooksby Village markets itself regionally, advertising its beautiful and convenient location, the variety of programs and services, and its affordability. Health care, meals, shopping, recreational activities and transportation are offered to residents. Residents pay a refundable entrance fee ranging from \$136,000 to \$307,000, and a monthly fee of \$1,040 to \$1,579.

While Brooksby Village provides assisted living services to its elderly residents, the units are not affordable to many residents. There is currently no senior housing with assisted living services in the City that is affordable to low-income residents.



*Brooksby Village*

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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### **Key Issues: Elderly Housing**

- As the elderly population of the City increases, the need for senior housing options is going to intensify.
- How can the City improve the quality of life for seniors who wish to remain in their homes?
- How can the City expand the number of affordable elderly units including those with supportive services?

### **G. Housing Assistance Programs**

#### **First Time Homebuyer Program**

The City's First Time Homebuyer Program, using HOME and Community Development Block Grant (CDBG) funds, assists low and moderate-income families to purchase their first home. The program provides a 0 percent interest deferred payment loan that can be used toward the purchase price, legal expenses, appraisal fees and other closing costs. The City will match the down payment made by the buyer up to a specified limit based on income and property value. The loan is repaid when the home is sold, but monthly payments are not required. While this program has aided numerous families since it began, recently it has been difficult for applicants to locate homes that are affordable to moderate-income families. Often two-income families earn too much to qualify for the First Time Homebuyer program, yet they cannot afford the high cost of housing without assistance. Local housing advocates and realtors have stated that expanding the parameters of the program would provide welcome relief to many families; however, the financial requirements are set by the Department of Housing and Urban Development and are not under control by the City.

#### **Housing Rehabilitation Program**

The City of Peabody Housing Rehabilitation Program assists low and moderate-income residents to upgrade property and eliminate safety hazards. The program, funded with federal Community Development Block Grant funds, has been in existence since 1980. Over 1,800 housing units have been renovated since the program began. Peabody is also the lead community for a regional program, distributing funds to households in many nearby communities. The program provides a 0 percent interest deferred payment loan to income-eligible applicants wishing to rehabilitate houses that do not exceed set values. Loans are repaid based on a percentage of the total amount borrowed and the year the owner transferred or sold the property, and monthly payments are not required.

#### **Housing Rehabilitation Program for Disabled Residents**

The City has recently initiated a new housing rehabilitation program designed to provide assistance for disabled residents. The program provides low-interest and no-interest loans for alterations that will make homes accessible to family members with disabilities. This program is aimed at providing funds to families that might not qualify for other loan programs because their salaries are too high. The maximum loan is \$25,000, and the

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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amount and the interest rate depends on several factors, including salary and number of people in the household.

### **H. North Shore HOME Consortium**

The City of Peabody is the lead community in the North Shore HOME Consortium, an organization comprised of twenty-five cities and towns with the purpose of developing affordable housing. When HUD established the North Shore HOME Consortium in 1992, the City of Peabody was asked to serve as the lead community. As such, the City's duties include acting as a conduit through which federal grants must pass before being allocated to member communities, working with other community representatives to determine how HOME funds should be allocated, playing a significant organizational role in the development of plans, and facilitating meetings between member communities.

### **I. Zoning Provisions**

The City has a number of zoning provisions aimed to increase the number of housing units and create affordable units. Continuing Care Retiring Communities (CCRC) allow for densities higher than would normally be allowed in the same zoning district. Duplexes, multifamily dwellings, and CCRC's are allowed by right in various zoning districts. Municipal Properties Reuse Development Districts, established by special permit, are intended to reuse properties that no longer serve a public purpose in a way that provides a mixture of land use at a greater intensity than would normally be allowed. Family Accessory Living Areas (FALA) are allowed by special permit to assist families in providing an alternative housing option for a family member, frequently a senior. In 1999, 10 FALA's were permitted, and in 2000, 12 were approved. From time to time, zoning amendments allow the conversion of industrial buildings into multi-family dwellings.



*Southwick Condominiums, Foster Street, former Gnecco Tanning*

### **J. Homelessness**

It is difficult to evaluate the number of homeless individuals in the area. However, there are individuals and families in the region who do not have stable housing, so the issue must be viewed in regional terms. There are two family shelters located in Downtown Peabody, the Inn Transition and Inn Between, both operated by Citizens for Adequate Housing, a locally based social service agency.

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One way of evaluating the unmet demand for transitional housing in the region is to look at the number of requests these shelters receive. Between July 1, 2000 and January 31, 2001, staff at Inn Between recorded the number of phone calls from agencies, families and from the Department of Transitional Assistance seeking space for families at the shelter. During these seven months, 333 phone calls were received, primarily from neighboring communities. Another 67 calls were received from individuals and passed on to other shelters that serve individuals rather than families. Although some calls may be duplicates, their number indicates a high demand for space in homeless shelters in the region. A point-in-time count of regional shelters conducted on February 5, 2001 found 440 adults and 174 children, exceeding shelters' capacity by 159 people.

### **Key Issues: Homelessness**

- How can the City work with neighboring communities to address the immediate need to house the homeless?
- What is the potential to work with community groups to provide long-term housing for homeless individuals?
- What steps can the City take to improve the quality of life for residents in these shelters or in motels, such as providing transportation to work or school, or helping to locate more stable housing?

Some families are temporarily housed in motel rooms along Route 1 through Department of Transitional Assistance funds. North Shore Community Action Programs, Inc. of Peabody is using HOME funds to provide temporary rental assistance to clients who are HIV positive. North Shore residents at risk for homelessness may apply to receive these funds to maintain a stable housing situation for a period of twelve months.

### **K. Community Preservation Act**

The Community Preservation Act (CPA), which became effective statewide on December 13, 2000, is designed to help communities plan ahead for sustainable growth and raise funds to create affordable housing, acquire and protect open space, and preserve historic buildings and landscapes. The CPA allows communities to levy a community-wide property tax surcharge of up to 3 percent, qualifying them for state matching funds. Peabody voted to approve the CPA in November 2001, instituting a one percent surcharge on property taxes, with exceptions for low-income senior citizens and the first \$100,000 value of the property.

### **Key Issues: Community Preservation Act**

- How should CPA funds be dispersed between housing, natural resource and historic preservation initiatives?

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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### **L. Conclusion**

Peabody is prepared to address the variety of housing issues facing residents of the City and region. The City's diverse housing stock provides opportunities for households of all types, including new families as well as those who have lived in Peabody for decades. However, the housing crunch currently faced by Massachusetts's communities does not exclude Peabody. The City must continue to provide affordable and diverse housing for all residents through the development of creative programs and efficient use of resources. At the same time, the quality of life for current and incoming residents must be preserved even as the population changes. Improvements to the region's transportation network, the City's services, infrastructure, and open space must all be addressed in conjunction with the need for housing. To ensure a continued high quality of life for its residents, Peabody will continually reexamine its housing needs as circumstances within the City and in the region evolve.

# **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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## ***CHAPTER IV: TRANSPORTATION AND CIRCULATION***

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### **INTRODUCTION**

The City of Peabody is located 18 miles northeast of Boston. The City is roughly divided in half by Interstate 95 and Route 1 in an east-west manner. Route 128 splits off from Route 95 and cuts through eastern Peabody in a north-south direction. Route 93, to the west of the City, is accessed via Route 128/Interstate 95.

Routes 1, 128 and Interstate 95 divide the Peabody into three sections and help define its neighborhoods. West Peabody, to the west of Routes 95 and 1, is primarily a residential area. Newer subdivisions and single-family housing at lower densities dominate land use in this part of the City. Central Peabody is the area of land in between Interstate 95 and Route 128. Major land uses in this area consist of some newer housing, major tracts of open space including Salem Country Club and Brooksby Farm, and due to the proximity of the regional highway system, a major portion of the City's newer commercial and industrial space is found here. East and South Peabody, the first areas of Peabody to be developed, are to the east of Route 128. The industrial areas nearest downtown were once the core of the local leather industry. Much of the City's multi-family housing can be found here, a short distance from Peabody Square. Within South Peabody is a mix of commercial, residential and industrial uses with the biggest land use being single-family residences. South Peabody has one of the highest concentrations of undeveloped residentially zoned land remaining in the City.

### **TWENTY YEAR CITY-WIDE (2020) TRANSPORTATION PLAN**

In August 1999, the consulting firm Vanasse Hangen Brustlin, Inc. completed the Twenty-Year Citywide Transportation Plan for the City of Peabody (2020 Transportation Plan). The plan was designed as a user-friendly, results-oriented document that would help the City establish its priorities and take the necessary steps to deal with transportation and related issues head on. As is key to the development of such a plan, a community-based Project Advisory Committee (PAC) met regularly to oversee the project and to provide input to the project team. Public meetings were held at critical stages of the process to ensure that public comments were incorporated as part of the final plan.

The 2020 Transportation Plan's overall goal was to improve access and mobility to, from and within the City of Peabody. Specific areas of concentration were intersection redesign, pedestrian and bicycle circulation, intra-city transit, and local and regional circulation improvements. The Transportation Plan's recommendations closely resemble those made in the 1990 Master Plan, but provided more specific actions for road and intersection improvements.

The 2020 Transportation Plan, as well as the 1990 Master Plan, helped the City prioritize a list of transportation improvement projects. Since the adoption of both plans, the City has worked to implement recommendations made in both. Five intersections identified in need of immediate action are at the redesign or design review stages of the process. The

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City is actively working with local, state and federal entities toward the goal of acquiring land for bicycle and pedestrian trails. Toward that end, the City has acquired two lots totaling 33 acres for trail use. The City has continued to operate the Peabody Transit line, a commuter shuttle now in its ninth year of service. Route expansion for the shuttle currently in the planning phase will provide greater access between residential and destination areas within the city and a link to mass transit. As recommended, the City continues to maintain a vocal presence on the MBTA Advisory Board, the Metropolitan Planning Organization, and the North Shore Task Force, a working group of the Metropolitan Area Planning Council.

### **EXISTING CONDITIONS AND TRENDS**

#### **A. Existing Circulation**

Most of the City's major roadways are overburdened by both local and commuter traffic from nearby communities accessing the regional highway system and jobs within Peabody. Three major traffic congestion factors are discussed below.

First, there are a number of employment centers within the City. A significant number of Peabody residents work within the City and drive to work. According to the 1990 U.S. Census, 6,326 people who lived in Peabody worked in Peabody. Approximately 5,700 workers commuted from Lynn, Salem, Beverly and Danvers on a daily basis. More recent numbers from the Massachusetts Department of Employment and Training estimate that Peabody's Total employment is upwards of 26,000, which generates a significant amount of single occupant vehicle (SOV) trips on a daily basis. It is likely that the 2000 Census will show even higher levels of commuting to Peabody. The large numbers of daily commuters to jobs in Peabody greatly contribute to local traffic congestion.

Second, the most direct route to the regional highways (Routes 128 and 1, Interstates 95 and 93) for several neighboring communities, including Salem and Marblehead, is through Peabody. Given that the City's local roadways provide access to a number of regional employment centers as well as regional highways, traffic congestion along Peabody's streets is an unavoidable byproduct.

Third, with the North Shore Mall and the other shopping centers in close proximity, the area where Routes 128 and 114 converge, is the major retail area for the North Shore. Within this area is the City's highest concentration of retail trade, which is conservatively estimated at around 1,750,000 square feet of gross leasable space. The regional draw of the mall and other retailers further exacerbates the traffic congestion problem, especially during the holiday season.

The regional highways, particularly Routes 128 and 1, and I-95 have become increasingly congested as more people move to the North Shore and more of these residents drive their vehicles to work. These roadways (especially Route 128 and I-95) are known for their stop and go traffic, especially southbound during the morning commute and northbound during the evening commute.

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*Route 128*

The City's major thoroughfares are not the only roads that suffer from poor levels of service and high concentrations of vehicle traffic. Many of the intersections in Peabody that were designed to handle local and highway traffic are overburdened. The Transportation Plan identifies several intersections for redesign. These recommendations are implemented on a prioritized basis in accordance with the Transportation Plan.

Mass transit limitations contribute to the state of traffic in Peabody and the region. The 1990 Master Plan recommended that the City develop and continue programs and policies that can be met on the local level. To some extent, there has been success with the creation of the Peabody Transit commuter shuttle program. However, gaps exist in the mass transit services that are available to residents. The lack of convenient and accessible local transit options gives little incentive to citizens to use buses.

The following sections describe the key regional highways that pass through Peabody, the City's primary streets, and the degree to which each is impacted by traffic. Figure IV-1 identifies the City's main streets and grades them according to their "level of service".

### **Key Regional Highways**

The following describes the key regional highways serving Peabody and the other North Shore communities.

#### *Interstate 95*

Interstate 95 is the major north-south thoroughfare through eastern Massachusetts connecting Massachusetts to Rhode Island, Connecticut, New Hampshire and Maine. This highway parallels Route 1 most of its way through Peabody. In 1996, traffic counts measured an estimated 108,000 "vehicles per day" (VPD) just south of Peabody in Lynnfield on Interstate 95 as compared to 90,000 VPD in 1990. Traffic counts estimated approximately 62,000 VPD traveled on I-95 just south of Route 114 in Peabody in 1996.

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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### *Route 128*

Interstate 95 and Route 128 share the same roadway through the south section of Peabody until they diverge with Route 128 continuing across the City in a northeasterly manner. Route 128 is the major highway linking Peabody with the North Shore coastal communities of Danvers, Beverly, Manchester, Gloucester and Rockport. In 1995, traffic studies estimated that 85,000 VPD traveled Route 128 in Peabody, just north of I-95.

### *Route 1*

As noted, Route 1 runs parallel with I-95 through the center of Peabody. Since I-95 replaced Route 1 as the primary regional north-south through route over time, Route 1 has become a lower volume, secondary regional highway with abutting commercial, retail, and industrial uses. Between 1990 and 1995, traffic volume on Route 1 at the Danvers/Peabody line grew from 37,000 to 43,000 VPD.



*Route 1, Northbound*

### **Key Local Roadways**

The following key local roadways provide for vehicular circulation throughout Peabody also serve as connections between neighboring communities and the regional highway system. Traffic studies confirm that the increase in the number of cars on the City's streets was accompanied by a diminished ability to handle peak hour traffic volumes. The ability of roads and intersections to manage traffic is referred to as the "level of service" which is graded on conventional grade scale of A to F with "A" representing optimum level of operation and "F" for failing or unacceptable. Figure IV-1 shows the following streets and their associated peak hour levels of service.

### *Lowell Street*

This roadway travels across the City of Peabody in an east-west manner, linking the City's east and west sides to its north and south sections. It is the City's most important

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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local thoroughfare, providing direct highway access to Routes 1 and 128 as well as I-95. Lowell Street is also the only major east-west arterial road within the City. In 1998, Lowell Street had an average of 32,737 VPD west of Route 1 and 26,143 VPD east of Route 1. The highest concentrations of traffic occur during morning and evening peak hours with the majority of Lowell Street having an LOS of “E”.



Traffic entering Peabody Square on Lowell Street, 4:00 p.m.

### *Lynn Street*

This north-south two-lane road, in the east section of Peabody, begins in the north at the Washington and Lynn Street intersection and ends at the Peabody/Lynn city line. In 1998, Lynn Street north of County Street averaged 13,913 VPD and 24,901 VPD south of County Street, as compared with 12,400 and 22,700, respectively, in 1987. Lynn Street has an “E” LOS during morning and evening peak hours.

### *Lynnfield Street*

This two-lane roadway runs in an east-west direction. From the west, the Lynnfield Street begins at the Peabody/Lynnfield line and intersects with Lynn and Washington Streets to the east. At its westernmost point, Lynnfield Street provides access to Routes 129 and 1. In 1998, Lynnfield Street had an average of 14,684 VPD east of Bartholomew Street with an “E” LOS during morning and evening peak hours.

### *Main Street*

This four-lane east-west roadway begins at the Peabody/Salem line and ends at Peabody Square. Main Street had an average of 26,294 VPD in 1992 between Holton and Pierpoint Streets and had a “B” LOS during morning and evening peak hours. It is likely that the LOS for Main Street has declined since 1992, but this cannot be verified without more recent traffic counts.

### *Central Street*

This two-way, two-lane roadway begins at Peabody Square and runs north, intersecting with Andover and Gardner Streets (Route 114). Central Street, north of Walnut Street, averaged of 25,056 VPD in 1998 with an “E” LOS during morning and evening peak hours.

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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### *Andover and Gardner Streets (Route 114)*

This two-way state road runs in an east-west direction. To the west, Route 114 intersects with Route 128 to the east and with Route 35. Route 114 is a major connector between the cities of Danvers and Salem. Route 114 had an average of 36,120 VPD in 1998. Route 114 east of Route 128 has an LOS of “E” and “F” for morning and evening peak hours.

### *Summit Street*

This two-lane, two-way roadway runs in a north-south direction. Summit Street intersects with Centennial Drive at its northern point and Lynnfield Street at its southern point. Summit Street south of Centennial Drive averaged of 22,591 VPD in 1995, and 13,400 VPD south of Forest Street in 1987. Summit Street has “E” and “F” levels of service during morning and evening peak hours.

### *Centennial Drive*

This east-west local roadway is a primary access to the businesses in Centennial Industrial Park. The western end intersects with First Street with the east end intersects Summit Street and Route 128. Centennial Drive, west of Summit Street, averaged 21,978 VPD in 1998, and has an “E” LOS during morning and evening peak hours.

## **B. Commercial Traffic**

The perception among some Peabody residents is that as the City grows commercially and industrially, the amount of commercial truck traffic is increasing and creating safety, noise and traffic congestion problems. This perception is particularly significant for the many neighborhoods in the City that abut commercial and industrial areas and the potential for future conflicts exists. The City has limited traffic counts, making difficult to gauge the levels of commercial traffic as a percentage of the local traffic. This makes it difficult to determine whether or not a neighborhood has excessive amounts of commercial traffic.

Often what neighbors report as excessive commercial traffic is acceptable by state standards. In order to ensure developments are not injurious to neighborhoods, City permitting authorities scrutinizes all development site plans. After all the necessary regulations have been met, the approval can lead to polarized factions of proponents and opponents.

### **Key Issues: Commercial Traffic**

- How do we distinguish between what neighbors say is acceptable traffic versus what our planning guidelines and definitions say is acceptable traffic?
- Can the City use a lower traffic impact review threshold as part of its plan review process than that outlined in the Massachusetts Environmental Policy Act?

Many residential areas abut commercial and industrial properties in the City. Concerns regarding potential conflicts were voiced by residents and by focus group participants. Most notable are issues such as truck traffic, overnight truck parking and neighborhood truck exclusions.

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A recent example illustrates the difficulty in meeting the needs of industry and City residents. Juniper Advisory Services' special permit application for a cold storage warehouse facility in the City's Designated Development District (DDD) was denied by the Peabody City Council. The Council cited increased truck traffic as well as overnight parking issues as a basis for denial and voted against the project. On appeal, the Superior Court annulled the City Council's denial and remanded it back to the Council for further consideration, stating that truck traffic and related impacts are not a valid base for denial of a Special Permit. As this example illustrates, the City Council is in the difficult position of trying to balance the concerns of neighborhood residents with their responsibilities of guiding economic development as the City's Special Permit Granting Authority. It is often difficult to strike a necessary balance between growth and its related impacts on surrounding neighborhoods.

### **Key Issues: Commercial Traffic**

- How can the City ensure that the traffic impacts of new development do not adversely affect neighborhood residents?
- How can the City strike a balance between a business's right to grow and a homeowner's right to live in a neighborhood safe from excessive truck traffic and noise?
- What planning tools can the City use to ensure that future growth minimally impacts surrounding neighborhoods?

### **C. Through Traffic**

Local roadways are overburdened, as illustrated above and in the 2020 Transportation Plan. As previously noted, Lowell Street's levels of service (D and E) are poor along almost its entire length during morning and evening peak hours. Other major local roadways, such as Andover, Centennial, Central, Lynn, Lynnfield, Summit and Washington Streets have E and F levels of service during peak AM/PM traffic hours.

The increasing traffic volumes on these through streets has led to an overflow of cars onto side streets in residential neighborhoods in search of alternate routes and short cuts. This spillover of cut-through traffic has become an issue of concern for the residents of these neighborhoods worried about speeding vehicles causing safety hazards.

An example of this is Bartholomew Street in South Peabody. Increasing residential development in this area led to the completion of Bartholomew Street as a through street connecting Lynn and Lynnfield Streets, two major roadways. While the roadway is sufficient for local traffic, it is ill equipped to handle large volumes of traffic (especially truck traffic) due to its narrow width, winding nature, the proximity of homes to the road and the high density of the neighborhoods served by Bartholomew Street.

### **Key Issue: Through Traffic**

- What can the City do to restrict cut-through traffic from residential neighborhoods?

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### D. Multi-Modal Transportation

The purpose of a multi-modal transportation system is to provide a range of transportation options in an integrated network that links various modes of transportation. The options and convenience are meant to make other means of transportation more attractive as an alternative to the car. Typically, these options may include light or heavy rail, local and express buses and shuttles, bike-lanes, and dedicated bikeways and pedestrian trails. Currently, Peabody is poorly served by these alternative means of transportation. The sections below discuss the state of Peabody's alternative modes of transportation. Figure IV-2 identifies the alternative transportation routes and the providers serving Peabody.

#### Key Issues: Multi-Modal Transportation

- How can the City create options that make it safe and convenient for pedestrian and bicycle commuting?
- How can the City develop a local multi-modal transportation system consisting of links to the regional system through rail, bus, shuttles, bikeways, the Riverwalk, and greenways along abandoned railroad right-of-ways?

### Peabody Transit

The City of Peabody operates a private transportation service called Peabody Transit. The City Department of Community Development and Planning oversees the Peabody Transit service, while the Peabody Council on Aging manages day-to-day operations. Peabody Transit commuter shuttles only offer weekday services during the peak commuter hours of 5:40AM to 8:30AM and 3:35PM to 6:25PM. The shuttles run between the North Shore Mall, Peabody Square (downtown), Centennial Drive (industrial park area), Corporate Place (Route 1) and the Salem MBTA commuter rail station. Shuttle routes are adjusted periodically to run in conjunction with the MBTA service at the Salem train station. Peabody Transit attempts to fill in the service gaps to destination areas where MBTA or other service is nonexistent.



*Peabody Transit shuttle bus*

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The shuttle service has been privately subsidized for the last eight years. There is a ten-year funding agreement in place between the North Shore Mall management and the City of Peabody. Two fiscal years remain before the mall management's original funding agreement expires. A key challenge is to find new funding sources that maintain and expand the services provided by Peabody Shuttle for the many people have come to rely upon it for transportation to and from work.

### **Key Issues: Local Transit Service**

- Is it possible for the City to enact a transit linkage system by which future development pays into a fund used to pay some of the costs of associated with maintaining a local City-managed transit system?
- Who can the City partner with to improve transportation options in the region?
- Can Peabody Transit service be expanded and funded to serve a broader base of riders?

### **Public Transit**

In general, public transportation links in the North Shore region are very limited. Links from residential areas to work centers, schools, recreation facilities and shopping districts in the City are either nonexistent or insufficient. Without reasonable transportation alternatives to provide links between destinations, residents (especially those without vehicles) cannot rely upon public transit to get them from point A to point B.

Currently, there are no public (MBTA) or private shuttle or bus services that travel across Peabody in an east-west manner, which effectively cuts off West Peabody from East Peabody, Downtown, and the Salem MBTA commuter rail station. Conversely, the commuter shuttle service to Boston that departs from locations in West Peabody is inaccessible via public transportation to those who live in other parts of the City.

Providing the necessary transportation links within the City is in itself a difficult task. There has been discussion about widening the regional scope of transportation issues and services, which would entail coordination between existing transportation providers. While there is agreement between area communities that transportation and traffic issues are regional in nature, coordinating inter-community efforts poses the largest challenge.

Because the traffic congestion situation is not improving, public transportation will continue to be a top priority in the years ahead. It is important that local, state and federal governments, private sector transit providers, the business community and other regional stakeholders improve regional transportation options, particularly in terms of funding.

The nearest rail link between Peabody and Boston is through the Salem MBTA commuter rail station. This station is served by the Newburyport/Rockport line, which provides train service to the North Shore communities. There are no existing complementary MBTA services linking Peabody with the Salem MBTA commuter rail station. Transit service to the Salem train station for Peabody residents is limited to the Peabody Transit shuttle. A major limitation of Peabody Transit is that the shuttle service is offered only on weekdays during morning and evening peak commuter times.

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Certain segments of the population, such as low to moderate-income workers and the elderly, may not have any other means of transportation to rely upon other than public transportation. Employers within the City have been in contact with the Department of Community Development and Planning regarding public transit access to employment centers. While the Department has worked to ensure that key employment centers are linked via Peabody Transit, the shuttle services have not expanded enough to link employees from nearby communities to work centers in Peabody. For example, there is no connection from the City of Lynn to downtown Peabody that would allow a Lynn resident to utilize the Peabody Transit shuttles.

Part of the difficulty in expanding and integrating North Shore transportation services is due to a lack of coordination between service providers. Other issues (particularly funding) will continue as factors determining the level of service offered by Peabody Transit. The Peabody Transit shuttles are expensive to run, even on a limited schedule. Private subsidy agreements are nearing the end of their life cycle, and any services offered by the City in the future may be contingent upon funding.

### **MBTA Bus Service**

The Massachusetts Bay Transit Authority (MBTA) runs three bus routes within the City of Peabody, creating local and regional connections from points in South and East Peabody. Bus Route 435 originates from Central Square in Lynn, travels via Lynn and Washington Streets within the City of Peabody, and reaches its destination in Danvers Square. Bus Route 436 also originates from Central Square in Lynn travels via Lynnfield Street, through Centennial Industrial park to Lowell Street and up prospect Street servicing the North Shore Mall and Lahey Clinic area before reaching its destination in Danvers Square. Bus Route 458/468 passes through Peabody via Routes 35 and 114 as it runs from Danvers Plaza to its destination at the Salem Depot.

### **The ABC Bus Company**

The MBTA manages a privately contracted and operated shuttle service (MBTA/ABC Route 718) running from Salem to Peabody. In Peabody, the bus passes along Main Street to Peabody Square and travels up Central Street and Route 114 to the North Shore Mall. This shuttle provides weekday service only with limited hours of operation.

### **The Coach Company**

The Coach Company is a private commuter shuttle service under contract to the MBTA. This service links Peabody residents to multiple Boston employment centers. The bus service makes morning and evening peak commuter hour stops at Bonkers plaza in West Peabody. There are currently no local shuttle or bus connections to the shuttles.

### **Taxi Service**

There are two private taxicab services in the City of Peabody. While taxis do provide a transportation option that is more flexible than bus routes and extra vehicles from the road system, they are an expensive option and still constitute an additional vehicle trip.

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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### **Massport Logan Express**

The Massport Logan express shuttle provides 7-day a week service to Logan Airport. The facility provides on-site parking for patrons but is not accessible through public transit. The facility is located on Route 1 south at the former Volcano Park.

#### **Key Issues: Alternative Modes of Transportation**

- How can the City expand Park and Ride opportunities?
- How can the City help increase public transit (buses/shuttles) to all parts of Peabody and to neighboring communities?

### **Bicycle Transportation**

There are no designated bike routes on the roadways within the City of Peabody. The only bike trail is the Proctor Brook Trail, which was established during the early 1970's along an abandoned railroad bed. This off-road bike path is approximately one and a half miles long and consists of a single-track dirt path.

The Peabody Bikeway project, which incorporates the existing Proctor Brook Trail, is currently under 75 percent design review from MassHighway and is likely to break ground in late 2003. This bikeway will follow the B&M railroad bed for approximately six and a half miles from the Middleton town line to Central Street at the Railroad Diner in Peabody Square. A connection to the Downtown Riverwalk will create a regional connection into Salem. Future acquisitions of abandoned rail lines will allow the expansion of the Peabody Bikeway network into a major component of a citywide open space system.

#### **Key Issue: Bicycle Transportation**

- What actions can the City take to construct and expand the Peabody Bikeway network, including provisions for bike lanes on local roads?

### **Pedestrian Traffic**

The Department of Public Services continues to institute a systematic sidewalk repair program that addresses inadequate sidewalks on major roadways. Assuming adequate funding is routinely provided, the City anticipates that the sidewalk repair and upgrade program, including ADA compliance, will continue. Several pedestrian-oriented transportation-recreation projects - the Peabody Bikeway, Downtown Riverwalk, and other greenways connections - will provide an alternative to auto-dependent transportation.

#### **Key Issue: Pedestrian Traffic**

- What actions can the City take to improve pedestrian circulation, access, convenience and safety within and between the business districts, neighborhoods, schools, services, and amenities?

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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### **E. Road Improvement Projects**

The City is scheduled to complete numerous miscellaneous low-cost intersection improvements, including new painting and striping of lanes and parking spaces on City streets. These projects will be implemented by the Department of Public Services. In addition, the City will complete construction of intersection improvements at County Street at Lynn Street, and County and Lowell Streets at Prospect Street in 2002. The City is also completing the design for intersection improvements for Washington Street at Allens Lane, and Central Street at Tremont Street. The City is responsible for appropriating Capital Improvement Project (CIP) funds for construction of these intersection designs and/or seeking federal and state funding through MassHighway. The city will push forward on additional intersection and roadway improvements, in accordance with the 2020 Transportation Plan.

**Key Issue: Transportation Improvement Projects**

- How can the City schedule and fund the construction of transportation improvement projects listed in the Transportation Plan?

### **F. Downtown Parking**

Parking within downtown Peabody is at a premium. While the Foster Street, Mill Street, and Railroad Avenue parking lots generally support present parking needs, they cannot meet the long-term growth of parking needs that are necessary to create a vibrant multi-use downtown. Even with the successful development of alternative modes of transportation to Downtown that would reduce the overall potential need for parking lots, additional parking is needed in downtown Peabody. It is important that new parking facilities do not consume land that is more appropriate for the infill development, parks, and open space that are necessary to support downtown residential, business and recreational needs.

**Key Issue: Downtown Parking**

- Should the City explore the possibility of a downtown, parking garage?
- Where can a garage be appropriately sited and integrated within the context of an historic downtown environment?
- Are there other parking alternatives?

### **G. Regional Transportation**

Transportation planning in the North Shore is fragmented. Each municipality works to implement transportation improvements intended to benefit the local community. An integrated and comprehensive planning strategy would increase the efficiency of both regional and local efforts, by developing inter-community solutions to common transportation issues including road improvements, the expansion of commuter rail and subway lines, and wider coverage by public and private transit lines.

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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### **Key Issues: Regional Transportation**

- How can Peabody take a leading role in shaping and improving regional transportation?
- How can the City coordinate regional transportation planning objectives, including alternative modes of transportation, expansions to commuter lines, and bus service?

## **H. Land Use**

Transportation issues are often related to land use decisions. For all practical purposes, contemporary land use regulations not only allow but also mandate the use of automobiles and parking lots because the distances between complementary land uses is so great under low-density, single-use zoning. Decreasing the need for automobile use with mixed-use districts should reduce roadway traffic and increase pedestrian uses.

### **Key Issues: Land Use**

- How can the City create destinations in the downtown and neighborhoods to reduce the use of cars as the sole means of transportation?

## **I. Conclusion**

Traffic volume within the City of Peabody is heavy, especially during peak AM and PM commuter hours. The heavy volume affects the condition of local roadways and intersections. The majority of Peabody's east-west and north-south arterials suffer from poor levels of service (D-F on a conventional grade scale). Most intersections located on major roadways are not equipped to handle the current traffic volume, and delays for motorists are frequent.

There are a number of factors that contribute to high traffic volumes in the City. Peabody is a major regional employment center with upwards of twenty six thousand jobs. Many commuters travel to the City on a daily basis for work. In addition, the City's local roadways provide direct access to Routes 1 and 128 and I-95 for many residents of the North Shore region. As well, there is a high concentration of retail and services located in the corridor of Routes 114 and 128. These and other factors contribute to the City's growing traffic problem.

The City should continue to think long-term when making decisions about future investment. Capital improvements to roadways and intersections are important and will be helpful in alleviating some of the negative effects of traffic congestion. Needed improvements have been identified and prioritized. Design and construction has begun and will continue as funding allows. Other commitments to improve transportation options will be important for the City as well. Options such as local and regional mass transit and pedestrian/bike trails will help to create a fully integrated transportation system. An integrated system with convenient links between destinations will lessen dependence on the automobile and will improve circulation between key areas in the City.

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## ***CHAPTER V: NATURAL AND RECREATIONAL RESOURCES***

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### **INTRODUCTION**

As the City has undergone intense industrial and residential development recently, residents have become increasingly concerned with health of the resources to which they historically had access. In 1998, the City of Peabody updated the Recreation and Open Space Plan (ROSP). This plan was developed by City staff and was directed by the Open Space Plan Update Advisory Committee. The focus of the ROSP is on providing achievable goals and objectives, and guidance on cost and administrative responsibility. The ROSP's three primary themes developed by the Committee are:

- Improvement and maintenance of existing park and open space facilities;
- Riverwalk and Bikeway Development; and
- Development of recommendations regarding criteria for park and open space land acquisition and disposition.

The goals of the ROSP are as follows:

- To develop an overall coordinated recreation and open space program that is well planned, shares resources, and provides a variety of active and passive indoor and outdoor recreational and cultural opportunities for all Peabody residents;
- To preserve and enhance environmental resources;
- To preserve and interpret historic and cultural resources;
- To increase stewardship;
- To enhance the visual image of the city form; and
- To improve cooperation between departments and with other agencies.

This report builds on the ROSP and describes the progress made in achieving these goals since their development.

### **EXISTING CONDITIONS AND TRENDS**

#### **A. Natural Resources**

##### **Regional Context**

Peabody was originally settled because of its water resources and its proximity to the growing maritime port of Salem. Peabody has about one mile of coastal frontage on the Waters River, but no maritime-dependent industry. Inland, Peabody shares rugged hills sprinkled with granite outcrops and boulders with neighboring Lynn and Salem. In the 19<sup>th</sup> century, the granite was quarried but its quality was not sufficient to sustain the industry. West of Route 1, Peabody's landscape is characterized by gentle rolling hills and large wetlands, which extend into neighboring Middleton, Lynnfield and Danvers.

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Up to the mid-twentieth century, this area was primarily farmland, on which hundreds of single-family homes have since been built.

For nearly a century Peabody was one of the primary leather-producing centers of the country, providing leather to nearby shoe-producing cities. Industries such as the production of tanning machinery and chemicals, glue, gelatin, and soap spun off the leather industry. Peabody was thus part of a regional economy that continues today, due to the creation of Centennial Industrial Park and other employment centers along Route 128. The combination of the employment base and the community's strategic location at the junction of Routes 1 and 128 and Interstate 95, translated into a high demand for new business development during the 1980's. These pressures have resulted in serious concern for the protection of the Peabody's remaining open space.

### **Surface Water**

While the City of Peabody lacks the relationship to the ocean that many other North Shore communities enjoy, it is not lacking in water resources. Many streams cross through Peabody, and there are the many lakes, ponds, and wetlands associated with these natural systems. Figure V-1 identifies Peabody's watersheds along with their major streams, lakes, and ponds.



*Crystal Lake*

### *Rivers and Streams*

The City of Peabody is divided into two major watersheds: the North River Watershed, which primarily drains the land east of Route 1; and the Ipswich River Watershed, which drains Peabody west of Route 1. In addition to these watersheds, about two percent of the City is drained by the Saugus River Watershed.

The larger North River watershed drains 60 percent of the City's 16.8 square miles. In Peabody, this basin drains Proctor, Goldthwaite, Tapley, and Strongwater Brooks. Proctor Brook flows from West Peabody parallel to Lowell Street, and Goldthwaite Brook parallels Lynnfield Street in South Peabody. These two brooks are piped under Peabody Square to meet under the District Courthouse where they form the North River. The North River flows from this confluence under Central Street and parallel to the active B&M rail bed, emptying into Salem Harbor.

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While much of the North River and its tributaries are piped under Downtown, there are exposed lengths of channelized granite block canals, such as along the railroad line between Main Street and Howley Street. A small portion of the Proctor Brook granite block canal has been rebuilt in the Courthouse parking lot. Similar structural and landscape improvements to the canals throughout the downtown would highlight the important role these brooks played in Peabody's industrial development.



*Goldthwaite Brook*

The channelization and building over of Downtown's waterways began when the Massachusetts Legislature, in Chapter 135 of the Acts of 1880, authorized Peabody to use Proctor Brook, Goldthwaite Brook, and North River as open sanitary and storm sewers.

The Act authorized Peabody to construct granite walls along the streambeds to promote drainage and to allow development adjacent to the streams. Peabody's leather industry grew beside and over the streams in several areas, covering the winding brooks where they lay. In 1904, the Legislature authorized the construction of a separate sanitary sewer from Peabody and Salem to discharge raw sewage through these streams directly into the ocean. This was the beginning of the regional South Essex Sewage District. Even with the establishment of the Sewer District, many industries continued discharging industrial pollutants until the 1970's, when stricter regulations forced them to connect to sewers.

The Ipswich River watershed is regional because of its size. Along the river's course from its source in Burlington to its discharge point at Crane's Beach in Ipswich, the river drains parts of 19 communities including Peabody. The Ipswich River is a major source of drinking water for communities in the North Shore area. For example, Peabody gets 93-97 percent of its drinking water from the Ipswich River on an annual basis. Peabody's other major stream in this watershed is Norris Brook, which drains West Peabody from south to north, originating at Suntaug Lake and emptying into the Ipswich River north of Crystal Lake.

### *Lakes and Ponds*

There are several large water bodies in the City. These water bodies are concentrated along the North River and its tributaries in South Peabody and along Norris Brook in West Peabody. Chief among these are Suntaug Lake, Spring Pond, and Winona Pond,

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which are the City's drinking water reservoirs. Ponds with public access for recreational uses are Devil's Dishful Pond, Crystal Lake, Brown's Pond, Bartholomew Pond, Elginwood Pond, Cedar Pond, and Sidney's Pond are the largest privately owned ponds that provide wildlife protection.



*Elginwood Pond*

### *Wetlands and Wetland Protection*

The City has numerous large and small wetland resource areas, many of which are associated with the City's larger waterways and water bodies. Until the passage of strict environmental regulations in the 1970's, wetlands in Peabody and across the state were filled to make room for development.



*Lake Street wetland area*

The Peabody Conservation Commission now retains jurisdiction over any proposed work within wetlands and waterways (resource areas), within the 100-foot buffer zone around wetlands and water bodies, and within 200 feet of waterways. Any activity proposed or undertaken which will remove, fill, dredge, build upon, discharge into, degrade, or otherwise alter a resource area or buffer zone is subject to regulation under the State Wetlands Protection Act (M.G.L. Chapter 131, Section 40) and Regulations (310 CMR

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10.00) and the local Wetlands and Rivers Protection Regulations (Chapter 32 of the Code of the City of Peabody).

The Peabody Conservation Commission and the City Council have substantially advanced the protection of these areas by adopting the new local regulations. The purpose of the local ordinance is to protect the wetlands and rivers, related water resources, and adjoining land areas in the City by review and control of activities likely to have significant or cumulative effect upon wetland and river resource area values, including, but not limited to the following: public or private water supply, groundwater, fisheries, wildlife, wildlife habitat, recreation, agriculture, aquaculture, flood control, erosion, sedimentation control, storm damage prevention, water quality, water pollution control, fisheries, shellfish, and rare species habitat, including rare plant species. These state and local environmental protection regulations will ensure protection of resource areas and appropriate development adjacent to resource areas. Several other Massachusetts communities are currently drafting wetlands bylaws modeled after Peabody's ordinance.

### **Key Issue: Wetlands, Waterways, and Buffer Zones**

- What actions can the City take to permanently protect wetlands, waterways, and their respective buffer zones beyond the use of the new Wetlands and Rivers Protection Regulations?

### **Flood Zones and Flood Hazard Areas**

The City of Peabody has suffered from recurring flooding problems since the 1950's, with downtown bearing the brunt of these catastrophes. Significant floods occurred in August 1954, March 1968, January 1979, April 1987, October 1996, and March 2001. Much of the flooding can be attributed to Peabody's post World War II development and the poor condition and limited ability of the watercourses in the Downtown to handle storm flows. Through the course of development, many wetlands were filled, groundwater recharge areas were paved over, and streams became choked with debris, sediment, and vegetation. Figure V-2 identifies Federal Emergency Management Administrations (FEMA) flood zones in relationship to development for the City.



*Foster Street during the flood of 2001*

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### **Protected Open Space and Forested Areas**

The Peabody Conservation Commission owns and manages 83 acres of wetlands and open space in 16 parcels across Peabody. Most of the Commission's holdings are wetlands or surround water bodies. The Conservation Commission also owns Brooksby Farm, which is managed jointly with the Parks Commission. Brooksby Farm, a working farm and orchard, is also used for hiking, bird watching, and camping. The Conservation Commission holds conservation easements over numerous parcels of land acquired through development negotiations or created subdivision buffers. The City is currently working on a database that lists these properties and easements as part of a Conservation Land Stewardship Plan.

The Peabody Water Department owns and manages more than 300 acres of land for the purpose of public water supply protection. The 200 acres managed by the Parks Commission and Parks Department is used for parks, playgrounds, and tot-lots, as well as undeveloped parcels slated for future parks. These protected lands are shown in Figure V-1. The establishment of a complete database of parks, park facilities and conservation lands would aid the management of these resources. Figure V-3 identifies the protected and unprotected open space, cemeteries, gateways, vernal pools, and the National Heritage and Endangered Species Program (NHESP) sites within the City.

### **Unprotected Open Space and Forested Areas**

The Commonwealth of Massachusetts owns 25 acres of vacant or recreational land in Peabody, including the Department of Environmental Management (DEM) skating rink, which is off Lowell Street and near the high school. There are 30 acres of land formerly owned by Essex County, including land adjacent to Norris Brook and the Ipswich River, which was transferred to state ownership in 1991. The City has 128 acres of public cemeteries, including the two active cemeteries, Cedar Grove (88.5 acres) and Oak Grove (15.7 acres), and many smaller, older plots scattered around the City.



*Salem Country Club*

The City owns an additional 61 acres in general properties not owned or managed by a specific City agency. Some of them are small lots within existing developed neighborhoods that may be suitable for infill residential development. Others are small slivers or landlocked blocks too small to be of any recreational or open space use. Others

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are in the Designated Development District (DDD) will probably be sold for industrial or development purposes.

**Key Issue: Unprotected Open Space and Forested Areas**

- What actions can the City take to permanently protect more open space and forested areas in the City?

### Wildlife and Habitat

#### *Certified Vernal Pools*

The Peabody Conservation Commission and the Department of Environmental Protection retain jurisdiction over all work proposed within the 200-foot buffer surrounding vernal pools within the City, pursuant to the State Wetlands Protection Act (M.G.L. Chapter 131, Section 40) and Regulations (310 CMR 10.00) and the local Wetlands and Rivers Protection Regulations (Chapter 32 of the Code of the City of Peabody). Vernal pools are defined as confined basin depressions which, at least in most years, hold water for a minimum of two continuous months during the spring and/or summer, and which are free of adult fish populations, including the area within 200 feet of the mean annual boundary of such a depression, regardless of whether the sites have been certified by the Massachusetts Division of Fisheries and Wildlife. These small, protected resources are shown in Figure V-3.

#### *Estimated Habitats of Rare and Endangered Species*

The Peabody Conservation Commission and the Department of Environmental Protection (DEP) in association with the National Heritage and Endangered Species Program (NHESP) retain jurisdiction over all work proposed within estimated habitats of rare and endangered species, as mapped by the NHESP, pursuant to the State Wetlands Protection Act (G.L. Chapter 131, Section 40) and Regulations (310 CMR 10.00) and the local Wetlands and Rivers Protection Regulations (Chapter 32 of the Code of the City of Peabody). These small, protected resources are shown in Figure V-3, as identified from the Year 2000 NHESP data.



*Crystal Lake provides habitat for wildlife, including swans*

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### **Street Trees**

The City recently developed a Street Tree Management Plan, and is working on a Street Tree Protection Ordinance. The plan and the associated regulations will work to protect and replace street trees. In addition, the management plan establishes a process whereby the Parks Department can expand the appropriate planting of street trees as necessary if program funding is increased. The Parks Department currently has an “adopt-a-tree” program in place, allowing residents to pay for the cost of trees that will be planted by the Department free of charge.

#### **Key Issue: Street Trees**

- What actions can the City take to ensure the protection of existing street trees, and funding for replacement of lost trees?

### **City-wide Greenway**

The Recreation and Open Space Plan of 1996 provides an action plan to establish a comprehensive, citywide integrated trail system. This network will eventually extend beyond the City's borders, providing an alternative to the region's congested roads and highways, and linking major parks, open spaces, and cultural sites within the City. The City should complete a comprehensive greenway in accordance with the project level recommendations of the ROSP. The Greenway would provide wildlife corridors, and utilize existing parks, new open space acquisitions, and abandoned railroad right-of-ways.

#### **Key Issue: Conservation and Open Space Land Acquisition Prioritization**

- What actions can the City take to systematically prioritize new land acquisitions and protect existing municipal open space?

### **Gateway Program**

The Gateways Program was established in 1986 to welcome travelers at the city's borders through consistent design elements. A unifying scheme of the Gateways was developed as an arch surrounded with trees and shrubs that form “welcoming arms.” Each of the Gateways is individually designed to relate to the context of the specific neighborhood in which it is located. Corporations and residents are encouraged to participate in the program by helping to landscape the areas around the arches or by sponsoring the construction of a Gateway. Three Gateways have been completed and plans for two more are in progress.

#### **Key Issue: Gateways**

- What actions can the City take to fund and construct the Gateways at the entrances to the City?

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### Public Education

The Conservation Commission has recently drafted the document “Frequently Asked Questions,” to provide information about the powers, duties, and interests of the Conservation Commission to citizens of the community. The scheduled redesign of the municipal web site will allow for a consistent format for public education on functions, responsibilities, and powers of all City departments, boards, and commissions.

#### Key Issue: Public Education

- What actions can the City take to educate the larger community about the natural resources within the City and instill a sense of stewardship?

### B. Recreational Resources

In addition to the open space owned and managed by the Conservation Commission and the Peabody Water Department, the City owns 27 parks and playgrounds. The Parks Commission and the Department of Parks, Recreation and Forestry manage these properties, several of which are undeveloped. Figure V-4 identifies the City’s parks and recreational facilities. Appendix B, Table 3.1 provides a list of the City’s Parks and Playgrounds. More detailed information on the City’s parks recreational facilities are provided in the 1998 Recreation and Open Space Plan.

### Parks and Recreation Facilities

#### *Brooksby Farm*

Brooksby Farm, Peabody’s prime recreation facility, is owned by the Conservation Commission and managed by the Parks Commission. This 238-acre property was funded with a Land and Water Conservation Fund (LWCF) grant in 1975. In addition to being a working farm with an orchard and farm store, it also offers trails for hiking, bird watching, and camping by permit. Brooksby Farm is also the site of the annual Harvest Festival and Strawberry Festival.



*Brooksby Farm staff member*

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### *Ice Skating Rink*

The City of Peabody manages and maintains the McVann O'Keefe Memorial Skating Rink, under a contract with the Department of Environmental Management. The Skating Rink is located off Lowell Street, adjacent to the Peabody Veterans Memorial High School.

### *Playing Fields, Ball Courts, Playgrounds and Tot Lots*

An important component of Peabody's recreational facilities are its playing fields, ball courts, playgrounds, and tot lots. These facilities are located through, out the City on its school properties and in the parks. Based on the Equipment and Access Survey included in the Recreation and Open Space Plan (ROSP), there are 30 playing fields, including softball, baseball and soccer fields, 17 tennis courts, 24 basketball courts, and 24 playgrounds and tot lots. A concern that came out through the public process is that these facilities are not evenly distributed throughout the City and in particular, not all neighborhoods have equal access to playgrounds and tot lots. As indicated in the ROSP, the City is working towards upgrading these facilities and bringing them into compliance with the Americans with Disabilities Act.

## **Planned Recreation Facilities**

### *Municipal Golf Course*

The Peabody municipal golf course, northeast of Cedar Grove Cemetery on the Peabody-Salem Border, opened in September 2001. Course facilities include an 18-hole par-70 course and clubhouse. The course is sited on 81 City-owned acres and 134 acres leased by the City from Eastman Gelatin Corporation. Approximately 20 percent of the site is covered by wetlands, 34 percent is mixed upland hardwood woodland, and 44 percent consists of upland meadow vegetation and golf course fairways, greens, and tees.

### *Tanner City Skatepark*

The City of Peabody opened Tanner City Skatepark in November 2001. This facility is designed specifically for use by skateboarders and inline skaters. The development of the skatepark was a direct response to the realization that these enthusiasts and athletes need a facility dedicated to their sport. The skatepark is sited on two unused tennis courts at the southwest corner of Emerson Park, on Perkins Street. Tanner City Skatepark is in close proximity to Higgins Middle School as well as other recreational uses.

### *Peabody Bikeway*

A major element of the City's long-term open space planning is the Peabody Bikeway. It will run westward from Peabody Square parallel to Lowell and Russell Streets, following the abandoned Boston and Maine railroad, and will incorporate the unpaved Proctor Brook Trail. The initial funding for planning and construction of the Bikeway was through ISTEA (Intermodal Surface Transportation Efficiency Act) funds administered by the Massachusetts Highway Department. Construction of the Bikeway is expected within the year using TEA-21 funds, the new federal intermodal transportation program. The City of Peabody is in the process of completing the necessary land acquisitions and finalizing all necessary state and local permit approvals.

When completed the Bikeway will be 6.6 miles long and will connect over 465 acres of publicly owned open space. It will also provide an alternate, car-free route between neighborhoods, recreation facilities, Downtown Peabody, and other shopping districts.

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The design includes a 10-foot wide bituminous concrete path with a 2-foot crushed stone shoulder on one side and a 5-foot walking path on the other. The plan includes provisions for landscaping, signs, and other site furnishings in the future. The trail will be accessible to runners, walkers, bicyclists, people in wheelchairs, and rollerbladers.

The Peabody Bikeway will provide access to some of Peabody's most scenic landscapes, including the wetlands around Elginwood Pond, the Ipswich River, Crystal Lake, Marble Meadow and Castle Circle Conservation Areas. Much of the right-of-way falls within the Wetlands Conservancy District of the Zoning Ordinance. Using the corridor for a trail will allow public access to these areas while preserving their primary function as flood control and wetlands protection districts. The Bikeway will also link a number of historic cemeteries and will provide trails within fifteen minutes of every household in the City.

### Key Issue: Peabody Bikeway

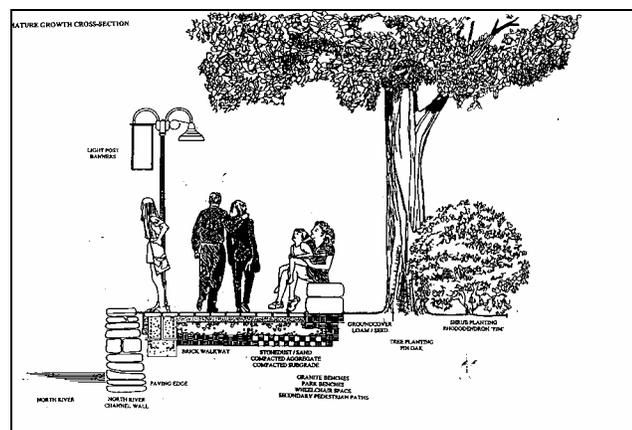
- What actions can the City take to ensure funding and construction of the Peabody Bikeway and future greenway connections?

### Riverwalk

The 1991 Master Plan Update, the 1998 Recreation and Open Space Plan (ROSP), and the 2001 Riverwalk Master Plan recommend rehabilitating the North River canal as a pedestrian way through Downtown. This linear park would provide an alternate means to access Downtown and link other planned recreational amenities, including the Bikeway and the Leather District Historic Trail. The Riverwalk Master Plan calls for the City to acquire a number of riverside parcels and transform them into parkland. The land adjacent to the District Courthouse parking lot at the corner of Foster and Lowell Streets has already been constructed with the Riverwalk design scheme in place.

### Key Issue: Riverwalk

- What actions can the City take to ensure funding and construction of the Riverwalk Park and secondary connections?



*Design section of the proposed Riverwalk*

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### **Maintenance and Improvements to Existing Facilities**

The Department of Parks, Recreation and Forestry maintains a listing of needed improvements to its facilities, including acquisition of land and equipment, and beautification of existing parkland, in accordance with the ROSP. Prioritizing this list would aid the City in making Capital Improvement Funding Requests and state and federal grant applications. The Parks Department is developing a donation program to augment existing maintenance funds, through which residents and business owners can donate money to the City for the purchase of specific amenities, such as signage, benches, picnic tables, playground equipment, and plantings. This program can help increase community involvement and civic pride, while reducing a portion of municipal expenditure on park facilities. A major goal of the Department is to meet Americans with Disabilities Act access requirements.

#### **Key Issue: Maintenance & Improvements to Existing Facilities**

- What actions can the City take to ensure the maintenance and expansion of recreational facilities in the City?

### **Recreational Programs**

The Parks Department offers many recreational programs, including sports, children's activities, crafts, field trips, cookouts, gymnastics, jelly rollers, golf, cardio-kickboxing, softball, games, nature walks, birding, wildflower education, archery, orienteering, Earth Day celebrations, rock climbing, and canoeing. While the Parks Department offers this wide range of programs, some focus group participants expressed concern as to whether or not the current level of programs are sufficient to meet future and current needs. A second related concern was whether or not the City can provide wages sufficient to attract the summer help necessary to support the summer programs many working parents rely on to keep their children busy during school vacations.

### **C. Conclusion**

The major themes of the Natural and Recreational element of the Master Plan are: improvement of existing parks and open space facilities; Riverwalk, Bikeway and Greenway development; preservation of open space and natural resources; and community stewardship programs. The City, through the Department of Community Development and Planning, Parks Department, other departments, and related Boards and Commissions, has a comprehensive inventory of natural resources preservation and recreational projects and programs scheduled for completion within the next ten years. With proper management and funding, these projects and programs will substantially improve the quality of life in the City for all residents.

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## CHAPTER VI: CULTURAL AND HISTORICAL RESOURCES

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### INTRODUCTION

Peabody has a number of cultural and historic resources. Although they meet the present and future needs of Peabody residents, is enough being done to protect and educate the public on the value of those resources? From the early settlement of Peabody up to the last half-century, there was always a center for cultural and social activities. Very early on, these social centers were the churches and the market places. As Peabody grew, the present downtown developed along roads and streams that served the local leather industry. By this time, the district around City Hall and the downtown business district had replaced the church and the market place as the center for cultural and social activities for the City's citizens. Over the last fifty years in the wake of suburbanization, this centrality of the downtown for social and cultural affairs has deteriorated, and activities dispersed throughout the community.

Reminders of the past remain not only as monuments to previous eras and people who built the City of Peabody, but also serve as functioning parts of the City today. Throughout downtown are a number of historic homes and buildings still used for residences and businesses. City Hall remains the center of municipal business and most services, but most commercial and industrial uses lie beyond downtown throughout the City. Many smaller commercial activities lie closer to the neighborhoods they serve, while the North Shore Mall area has become the new retail center of the City. This shift has left an underutilized and under-appreciated downtown, which remains a valuable resource that has the potential to provide a center for many of the activities that no longer remain. The important questions for the City is: can it help the downtown return into a cultural center; and how can it celebrate its past?

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#### A. Cultural and Historical Resources

##### Regional Context

Peabody is home to cultural events and festivals enjoyed by residents from throughout the North Shore. The City is working to heighten the local and regional awareness of Downtown Peabody as a cultural resource that is anchored by the Leather City Historic Trail, Leather City Common, Riverwalk Park, the George Peabody House Museum, and two national Historic Districts. As the major gateway to Salem and the other North Shore communities, Peabody benefits economically from the presence of several large hotels, including the Marriott, the Hampton Inn, Holiday Inn, and Mainstay Suites. Neighboring Salem attracts many more visitors than does Peabody, yet because travelers to Salem must past through Downtown, the potential exists for Peabody's cultural and historic resources to benefit from this tourist traffic. Figure VI-1 identifies the City's key cultural resources.

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### **Historical Peabody**

#### *George Peabody House Museum*

The George Peabody House Museum (GPHM), birthplace of international financier and philanthropist George Peabody, is a city-run local history museum and a satellite visitor center for the Essex National Heritage Area Park. Interactive exhibits focus on the City's ethnic heritage, industrial innovation, and famous citizens. Exhibits regularly change to complement City celebrations and festivals. The City employs a full-time curator to create and run the variety of programs and exhibits offered by the GPHM. The museum also publishes a monthly newsletter and is occasionally used as a conference center.

A high priority for the museum is to hire a second full-time staff person that would be responsible for giving programming and lectures, grant writing, and developing education programs. Expanded educational programs would also meet the GPHM's goal of becoming a children's resource center. In the long-term, the GPHM could address the need for a children's museum in the region, providing an alternative to Boston or Acton.

A second, equally important goal is to expand the museum's collections, and work to maintain the conditions of the artifacts. The collection has expanded dramatically in the past two years, particularly with objects relating to the life of George Peabody and the leather industry. The museum should continue to acquire objects to add to these collections, as well as collection objects that document current events in the City. The museum must also ensure that the conditions within the storage spaces and the policies regarding the handling of artifacts meet conservation standards.

The City is fortunate to benefit from the historical and cultural resources offered by the George Peabody House Museum. However, the ability of the museum to improve and expand its programs is limited by funding. Because the programs must be free and open to the public, the museum's capacity to achieve the first of these goals is dependent on its budget from the City and through grants. The museum would like to increase earnings through other means to improve community programs. An expansion of the current building would provide the space for a large lecture hall suitable for rental to businesses and other institutions, and a gift shop.

In the past, proposals were floated supporting the development of a Leather City Museum along the lines of the industrial heritage museums in Saugus and Lowell. Such an institution would celebrate the history of the leather industry in Peabody. A concern raised through the master plan process is whether the George Peabody House Museum can be used for this purpose. With the George Peabody House Museum, the City has an institution dedicated to celebrating not only the history of the leather industry, but all of Peabody's history.

#### *Historic Properties*

The hundreds of historic structures in the City, including houses, and municipal, commercial, and industrial buildings, all contribute to the City's appearance. The architectural character of these structures provides an important component to the City's and the region's historic identity that draws visitors. Table 4.1 in Appendix B lists National Historic Register properties in Peabody. These properties are concentrated in

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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the Downtown area. In addition to numerous historic structures in Peabody, there are several historic cemeteries, which are identified in Appendix B, Table 4.2.

The City has a number of historic and architecturally significant homes that are not on the National Register but still contribute to the attractive historic character of the older neighborhoods. As these homes age and renovations or repairs become necessary, the City should encourage homeowners to maintain their homes in a manner that enhances the historic and aesthetic value of these structures. The Historical Commission is always willing to work with residents by giving advice on the proper preservation of unique details and authentic materials.



*Historic house on Lowell Street*



*Peabody Fire Department, ca. 1873*

The Chairman of the Historical Commission cites the Downtown Historic District as an area which is under constant pressure from development and where the City is particularly in danger of losing historic structures to "the vinyl siding age." Many of these buildings are at a high risk for insensitive renovations; since they are not owner occupied, there is the potential for less personal investment. Structures in need of rehabilitation are at threat from development that may ignore their historic value in favor of lower costs and higher profits. Designating this area as a Local Historic District will

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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give the City design review authority over development proposals in the area. A local board or commission would have the authority to make recommendations regarding potential changes in the appearance of these buildings and would be able to require that the structures conform to the historic environment. The Department of Community Development and Planning currently administers housing rehabilitation loans funded by the Community Development Block Grant program.

### *Historical Commission*

The Historical Commission's seven members meet monthly with a mandate to protect Peabody's historic resources. One program that works toward those ends is to honor twelve homeowners each year for the architecturally sensitive rehabilitation of historic homes. Members of the Commission also provide advice on potential rehabilitations of historic homes. The Commission is preparing an inventory of Peabody's historic cemeteries including short biographies of each person. The Commission has also spearheaded the development of a Municipal Archives Program.

### *Historical Society*

The Historical Society was founded in 1896 with the purpose of preserving the history and heritage of the people and places in Peabody. Society headquarters at the General Gideon Foster House houses collections of local historic artifacts. The Ruth Hill Library houses a large collection of books, maps, manuscripts, photographs and records relating to the City's history. The Society also owns and operates the Nathaniel Felton, Jr. and Sr. Houses at Brooksby Farm, which date from 1644 and 1683, respectively. Both houses, restored as monuments to Peabody's early settlement, are open for public tours and are available for functions.

### **Leather City Historic Trail**

The City has developed a plan for the Leather City Historic Trail to connect historically significant sites throughout Downtown Peabody. Along the trail, which will run together with the proposed Riverwalk, will be kiosks and interpretive signage describing important buildings, areas and people. Brochures and a web site will provide further information for residents. The Historic Trail will call attention to the interesting architecture found Downtown, raise awareness among residents about the important regional role the City has played in the past, and attract residents and visitors to Downtown businesses. The City is securing grant funding for this project.

#### **Key Issue: Historic Resources**

- What actions can the City take to ensure funding and construction of the Leather City Historic Trail?

### **B. Cultural Peabody**

#### **Cultural Council**

The Peabody Cultural Council is responsible for awarding approximately \$20,000 from the Massachusetts Cultural Council for events run by local cultural organizations, schools, and the City. Events supported include concerts, visits to museums, and exhibits.

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### **Cultural Events**

Peabody is a culturally diverse community with immigrants from many countries. A wide variety of events and programs highlight and embrace the cultural heritage of Peabody citizens.

The Pride in Peabody program run by the Mayor's office, allows residents to show their pride in the City through actions that contribute to the community, such as home beautification and clean-up projects. Every year several residents who show extraordinary commitment to serving the community are recognized with the Pride of Peabody Award. The City's Adopt-an-Island program allows community groups and businesses to beautify traffic islands throughout the city with flowers and plants. The program is so popular, many applicants must be turned away each year.

Since its establishment 17 years ago, the Annual Peabody International Festival has become a very popular event among residents of the City and surrounding communities. During the celebration the streets of Downtown are crowded with people eager to sample foods from all over the world offered by more than a hundred cultural groups, businesses, and service organizations. Dancing, singing, and an art exhibit not only entertain visitors but also highlight the talent and traditional arts found within Peabody.

Each autumn the City sponsors the popular Harvest Festival at Brooksby Farm. Events include pony rides, country music, cider pressing, pumpkin picking, a barbecue, face painting, and a scarecrow contest. Every spring, Brooksby Farm hosts the Strawberry Festival. These festivals serve as a reminder and a link from today's residents to Peabody's agricultural past.

#### **Key Issue: Cultural Events**

- What actions can the City take to continue and expand cultural events in the City?

### **Peter A. Torigian Community Life Center**

The Peter A. Torigian Community Life Center, located at 79 Central Street, opened in November 1991 with the mission to provide services that keep residents living independent and healthy lives in their own homes. The Center's facilities include a variety of function rooms, art studios, and classrooms. Transportation to the Center is provided, as are social services and referral information, daily luncheons, home delivered meals, day trips, and art, woodworking, knitting, dancing and aerobic classes. The new Roger B. Trask Adult Day Health Center expanded the ability of the Community Life Center to provide services to Peabody's less physically able seniors. These services include skilled nursing care, assistance with personal hygiene and toileting, medication management, meals, exercise programs, group activities, counseling, and services social services as needed.

#### **Key Issue: Peter A. Torigian Community Life Center**

- What actions can the City take to continue and expand the cultural and community resources of the Peter A. Torigian Community Life Center?

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### **North Shore Mall**

Not only is the North Shore Mall a regional commercial destination, it is a local cultural and social resource that is visited frequented by many residents, most notably teenagers and elderly “mall-walkers.” The Simon Property Group, the owner of the mall, markets it as a center of community life. The mall occasionally sponsors cultural events such as concerts and hosts community fundraisers. As a part of its traffic mitigation agreement, the North Shore Mall agreed to sponsor Peabody Transit for ten years. The mall also provides space for a community policing office rent-free in exchange for enhanced police presence at the site.

### **Cultural Newsletter**

Several cultural institutions in the City have expressed the need to increase communication among organizations such as the George Peabody House Museum, the Peabody Institute Library, the Department of Recreation, Parks and Forestry, and the Historical Society. A proposed citywide newsletter would facilitate communication between these institutions and inform residents of upcoming community events, important projects, and issues. The newsletter would increase awareness of these organizations while supporting the historical identity of the City.

### **Community Meeting Space**

Within Peabody are several smaller public meeting spaces throughout the City such as those at the libraries and at the George Peabody House. There are also larger spaces used for public gatherings such as school gymnasiums and auditoriums, which are not always suitable or free for public gatherings due to their institutional priorities. A public recreation facility that incorporates community offices, meeting rooms, an auditorium, and community classrooms would address the needs of the community in several ways by providing smaller and less established cultural and service organizations with a place to plan and hold events. A variety of dance, music, art, and cooking classes could be held in such a facility, lessening the burden on the public schools to provide room. Such facilities located Downtown, could play an important role as a people-generator by adding life and supporting businesses in an area that tends to shut down after work hours.

#### **Key Issues: Cultural Amenities**

- What actions can the City take to encourage the development of cultural amenities?
- Would these uses require other supporting businesses?

### **C. Downtown**

#### **City-wide Context**

Because many cultural, recreational and natural resources are concentrated in Downtown Peabody, this section discusses these resources in the context of their relationship to Downtown. This area’s historic buildings, cultural institutions, and existing and planned recreational amenities provide a strong anchor for future plans to create a vibrant mixed-use downtown. The historic architecture of the Peabody Institute Library, City Hall, and many of the commercial buildings along Main Street contribute to a unique and attractive built environment. The cultural activities offered by the Library, the George Peabody

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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House Museum, and the Historical Society draw visitors Downtown. The proposed Peabody Bikeway, Riverwalk, and the Leather City Historic Trail will enhance recreational amenities and provide alternative means of access. Proposals for a performing arts center, a YMCA or other people generators would further strengthen efforts to enliven Downtown.

While already a popular site for community organizations, cultural centers and commercial development, the Downtown has the potential to attract more visitors from outside Peabody. Several studies, including the recent Downtown 2005 Plan, address this potential. The challenge for the City is to successfully integrate downtown Peabody's strengths to encourage further commercial activity, expand housing options, and preserve cultural landmarks while enhancing under-utilized natural resources. See Figure VI-2 for a map of the cultural, historical, and recreational resources in the downtown area.



*Peabody Square*

### **Park Land and Public Space**

In recent years, the City has undertaken several major projects to transform the Downtown into a more pedestrian-oriented environment. These projects, which require open space acquisition along the North River, Goldthwaite Brook, and abandoned rail lines, landscaping, and the installation of informational kiosks, are at various stages of planning and completion. Together, these actions will add recreational land, strengthen cultural amenities, and provide transportation alternatives. The City's ultimate goals to attract more visitors to the area and increase the value of residential and commercial properties located nearby will be aided by the successful completion of the projects discussed below.

The Peabody Bikeway plans are close to completion with construction anticipated in 2002. When it is completed, it will allow residents to travel through the City along an attractive wooded trail, which begins downtown at Central Street. The Riverwalk and Leather City Historic Trail will provide a means to physically link Downtown's parks, open spaces, and cultural and civic institutions into an integrated system. Plans for the Riverwalk and Historic Trail are in the design process with construction to begin as soon as funding is secured. Important sites along the Historic Trail will be marked by a series of kiosks and informational signage. The Riverwalk Plan identifies individual parcels that the City must acquire to make the park a reality

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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### **Downtown Property Improvements**

Most of the City's National Register Properties located in the downtown area along Main Street are primarily commercial properties. City efforts to improve the appearance of Downtown began in 1979 with a façade improvement program. This program provided funds toward improving the appearance of historic properties and other commercial buildings. The Small Cities grant program assisted 27 property owners with the renovation of 42 building facades along Main Street. A sign buyback program replaced 46 over-scaled signs with smaller signs of more appropriate materials.

The above programs undertaken during the 1980's were generally limited to Main and Washington Streets and did not address the needs along Walnut Street. A recent amendment to the Sign Ordinance allows historic hanging signs to further enhance the historic appearance of the area. Due to the lack of funding in recent years, assistance for further façade improvements was not always available.

### **Cultural Events and Institutions**

Many cultural events take place Downtown during all seasons. During the Annual International Festival, the streets are closed to traffic as throngs of people flock to the City for food and entertainment. The City sponsors several concerts each year, including the Holiday Concert Series in Wiggin Auditorium and the Summer Concert Series held on the Leather City Common.

Some of the City's most important and popular cultural and civic institutions are located Downtown, such as the Peabody Institute Library and City Hall. According to the Downtown 2005 Plan, 71 percent of people who come Downtown also visit these locations, with dining and shopping as the next most popular reasons to visit the area. While they do not generate as much daily traffic, the George Peabody House and the Historical Society headquarters also provide an important Downtown presence.



*Peabody Institute Library, ca. 1854*

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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### Proposed Downtown Facilities

A theater designated for the performing arts would provide a centerpiece to any Downtown revitalization plan. Currently there are no theaters dedicated to the performing arts or film in the downtown area even though Wiggin Auditorium in City Hall and the Leather City Common host a number of events annually. Such a theater could provide opportunities for film festivals, live theater, dances, and concerts. An expanded role for the Arts Council in organizing such events would be another important step toward increasing the cultural life of Downtown.

#### **Key Issues: Downtown**

- What actions can the City take to ensure the funding and coordination necessary for the development of recreational and cultural facilities in Downtown Peabody?
- What actions can the City take to create a natural, cultural, and recreational hub in downtown Peabody, supported by a mixed-use pedestrian-oriented environment?

### Public Perception

Despite major improvements to the appearance and services offered Downtown, many residents maintain negative perceptions about the area. Residents often avoid the area, not because of specific complaints, but rather because of perceived traffic and parking problems, even with the recent construction of a public parking lot. While the services offered downtown have changed in response to the expansion of the North Shore Mall, there are opportunities to provide the unique services needed to transform Downtown Peabody into a vital mixed-use and cultural center. These opportunities can be emphasized and encouraged or even discouraged through planning efforts.

### D. Conclusion

The 1998 Recreation and Open Space Plan, the Downtown Riverwalk, Leather City Historic Trail Master Plan, and this section of the 2001 Master Plan Update will serve to create a guide for future management and development of Cultural and Historical Resources of the City. The major themes of the Cultural and Historical element of the Master Plan are: preservation of historic properties, sites, and structures; development of a downtown historic trail and museum; and ongoing cultural events. The City, through its Department of Community Development and Planning, Parks Department, other departments, and related Boards and Commissions, has a comprehensive inventory of cultural and historic projects and programs scheduled for completion within the next ten years. With proper management and funding, these projects and programs will substantially improve the quality of life in the City for all residents.

# **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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# EXISTING CONDITIONS AND TRENDS ANALYSIS

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## CHAPTER VII: MUNICIPAL FACILITIES AND SERVICES

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### INTRODUCTION

Municipal facilities and services are a key element for defining the quality-of-life in any community. They provide safe drinking water and sewage disposal, drive-able streets, and walk-able sidewalks, public libraries and public schools, services for the elderly, public safety, and fire protection. These services are directly related to land use and development and vice versa. People desire to live in a community that has a good school system, amenities like senior services and public libraries, and a public works department that consistently maintains and improves the city's infrastructure. Conversely, an increase in development results in a greater burden on these services, and these services must respond to this increased demand.

However, a community's ability to provide services can also serve to limit or guide development. Examples include:

- 1) The inability of a water supply system to provide water at the correct water pressure and fire flows to higher elevations inhibits development in these areas.
- 2) An aging infrastructure that is deficient by current standards, such as narrow clay tile sewer lines, reduces the ability to meet current demands and impacts any additional demands.
- 3) An increase in the number of school-aged children may over-burden the school system by over-crowding the schools, requiring school redistricting, and demanding additional unplanned expenditures for new construction.

An important key to planning for the future is recognizing how a community is growing and changing, and understanding the limitations of the current infrastructure systems and services, including both physical and personnel issues. This understanding allows for the prioritization of projects and the expansion of services over time to meet residents' needs. See Figure VII-1 for the location of municipal services and problem areas.



*Department of Public Services Building, 50 Farm Avenue*

# **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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## **EXISTING CONDITIONS AND TRENDS**

### **A. Water Supply and Capacity**

Total water usage in Peabody is approximately 2.3 billion gallons per year. City water meets all state and federal requirements for safe drinking water. Like most communities, Peabody sees its highest demands for water in the summer months, with peak flows in June. During peak seasonal use, the daily water demand level is approximately 10-12 million gallons per day. The city's ordinance contains a tiered water conservation plan, which outlines the steps to take during peak use. The city annually struggles to meet peak demands, and due to the drought conditions in the summer of 1999, it had to implement a voluntary outside water use ban. The city noted moderate cooperation on the part of the residents to conserve water. The city's water supply is limited by the Department of Environmental Protection through a Water Management Act permit, which includes a base flow plus incremental increases to account for peak use, and is established in 20-year increments. See Appendix B, Tables 5.1 and 5.2 for recent data on Peabody's water use.

There are four issues at hand when discussing water supply and capacity: 1) source, 2) treatment, 3) transmission and storage, and 4) distribution.

#### **1. Water Sources**

Peabody has four sources of drinking water, two of which are currently unusable due to contamination.

- Ipswich River – The Ipswich River represents the majority of Peabody's drinking water. Peabody maintains a Water Management Act Permit that allows the city to divert 1.5 billion gallons per year between December 1<sup>st</sup> and May 31<sup>st</sup> from the river. Water is pumped from the river to one of three surface reservoirs, Suntaug Lake, Winona Pond, and Spring Pond, for storage prior to treatment.
- Massachusetts Water Resources Authority (MWRA) Connection – This connection supplements the City's regular water supply, representing three to seven percent of the city's water supply. In times of high demand, areas east of Route 1 can use MWRA water. The cost of MWRA water is projected to increase fifteen to twenty percent per year to about \$2,400 per million gallons per day (mgd) within five years. The increasing reliance on and cost of MWRA water are important factors that limit growth and development.
- Johnson Street and Pine Street Wells – These wells were constructed in 1954 and require either replacement or rebuilding. They have a combined capacity of 2 million gallons per day as a source of raw water, which is pumped to Suntaug Lake and/or Winona Pond. However, these two wells have been off-line since 1988 due to contamination of Trichloroethane (TCE). The contaminator has not yet been identified, and the Department of Environmental Protection (DEP) as been investigating the problem for several years without conclusive action. The Department of Public Services estimates in its Capital Improvement Program a combined cost of \$3.8 million to renovate the wells and get them back online.

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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This would entail installing treatment units and placing the wells back online as a raw water source. At this time, no funding is in place for this project.

### **Water Treatment**

Peabody has two water treatment plants: the Coolidge Avenue plant and the Winona Street plant. The combined capacity of the two plants is 10 million gallons per day. The water consistently meets the state and federal requirements for safe drinking water.

### **Water Transmission and Storage**

The City's water system has problems with low water pressure in older neighborhoods and has difficulty reaching areas of higher elevation. This is particularly true in South Peabody, where the city is limited in its ability to supply adequate pressure for maintaining fire flows in areas above 138 feet in elevation. The Department of Environmental Protection has pressure requirements in both DEP regulations (20 psi minimum) and DEP guidelines (20 psi minimum and 60 psi preferable).

The city has historically used 750 gallons per minute as the minimum acceptable flow for residential areas, and an even higher rate for commercial / industrial areas. Many areas in South Peabody (due to high elevation) have pressures much less than 60 psi, especially in the summertime when system demand is highest. This emphasizes the limited ability of the water system to provide the minimum fire flows, especially at times of peak system demands. In practical terms, further development at these higher elevations is not recommended unless corrective actions are completed.

One action intended to boost water pressure in South Peabody is the installation of the high service water system designed by Weston and Sampson, which includes a water tower and booster pump system. While this action would increase the water pressure available to residents of South Peabody it would also eliminate a constraint on development for this section of the City.



*Winona Pond*

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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### **Water Distribution**

The city's older neighborhoods suffer from poor water quality and low water pressure. This is due to the numerous unlined, undersized, clogged iron pipes that severely reduce the ability of the water distribution system in these areas to provide adequate flows to fight fires. Over the past several years, 12 streets in the City's older downtown neighborhoods have required the water mains to be replaced using CDBG funds. In addition, the city is planning to clean and line or replace all other water mains and upgrade the pipes to current standards using MWRA and municipal funds. The program will typically complete two to four streets per year and approximately \$250,000 per year to continue. This program was developed as a 20-year plan to address all the old pipes and water mains that require maintenance or replacement. The city is currently in the first year of this program.

#### **Key Issues: Water Supply**

- Johnson Street and Pine Street wells require either replacement or rebuilding.
- Increase water pressure for elevated areas of south Peabody.
- Continue to address the city's aging water transmission system.

### **B. Sewer System**

Peabody is one of five member communities within the South Essex Sewerage District (SESD), along with Danvers, Salem, Marblehead, and Beverly. SESD conducted a buildout analysis of its member communities to evaluate capacity needs. Using 1990 buildout figures and SESD projected growth figures, the average daily capacity of the plant was reduced from 41 million gallons per day to 29.71 million gallons per day. A breakdown of the 29.71 million gallons per day (mgd) average daily flow (ADF) for the design year 2017 shows that Peabody's portion of the 29.71 design year ADF is 9.43 mgd. The ADF for calendar year 1999 was 7.80 mgd and for 2000 it was 8.65 mgd. Based on calendar year 2000 flow data there is approximately 0.78 mgd of capacity to accommodate future growth in Peabody without exceeding Peabody's year 2017 ADF allocation. To illustrate what 0.78 mgd of capacity means, this number translates into enough sewerage capacity for approximately 4,500 new homes.

The sewage treatment plant is sized for peak flows, but in extreme wet weather conditions due to street flooding, inflow and overflow problems, the plant exceeds its pump station's hydraulic capacity. However, it is meeting the National Pollution Discharge Elimination System (NPDES) permit standards. For future development, it is reasonable to assume that new construction will not affect wet weather conditions since new connections will not produce inflow. Accordingly, Peabody can accommodate new development as long as the annual ADF does not exceed Peabody's year 2017 allocation of 9.43 mgd. The city should closely monitor both its ADF and future development to ensure its 9.43-mgd allocation is not exceeded.

Peabody has a series of 39 sewer pump stations, the majority of which are in West Peabody, that are aging and require maintenance and rehabilitation. A 20-year plan establishes a schedule of pump station upgrades and replacements. The main goals of the

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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plan are to update the stations to allow for ease of maintenance, to create an efficient system, and to eliminate pump stations if it is cost effective.

According to the plan prepared by the consulting and engineering firm, Tighe & Bond, the capital improvement program includes transitioning the City's pump stations into standardized arrangements. When improvements are complete, the City will continue to operate 28 sewage-pumping stations rather than the existing 39, and each of the components within the remaining stations will contain standardized features to the extent reasonably possible. Many of the pump stations will be replaced by a gravity sewer, which will eliminate 11 pumping stations, creating a much more efficient system. Several other stations are scheduled for improvements by replacing the existing system with a new submersible wet-pit pump station or dry-pit submersible stations, or rehabilitating the existing pump station. The estimated cost of the upgrade project is approximately \$200,000 - \$300,000 per station.

### **Sewage Collection System**

In many of Peabody's older neighborhoods, particularly those east of Route 128, the pipes are not sized to today's standards. Pipes on Lynn and Lynnfield Streets are hydraulically deficient to meet peak demand, especially in wet weather when an inflow of surface and groundwater fills the pipe to capacity. There are particularly severe problems in neighborhoods off Lynn Street. These sewers were designed and built 50-100 years ago and are undersized. The pipes are constructed of vitrified clay with joints every 2-3 feet. The grout in these joints has deteriorated, giving water an opportunity to infiltrate the pipe and take up limited capacity. As previously mentioned, high ground water exists in the area. Many homes have sump pumps to keep excess water out of basements, but some pumps directly discharge into the sanitary sewer system, thereby overwhelming the system. Some homes in the area do not meet plumbing codes and contribute to the existing capacity problems.

There are a number of potential solutions to this issue. However, without a complete feasibility study, it is difficult to determine the most logical solution and establish a priority list. A variety of options should be modeled to calculate the acceptable outcome versus cost, as these various solutions will cost millions of dollars.

- Sump pumps that are discharging into the sanitary sewer system should be disconnected.
- Deficient residential hook-ups should be replaced.
- A segment of Lynn Street, approximately 1/3 mile long, has been identified as having only one-half the capacity it requires and is a choke point. This section of the system should be replaced.
- Full-depth reconstruction of the affected streets should replace the dysfunctional pipes.

There are also major deterioration issues with the lines serving the Route 1 corridor. A re-design plan is ready, but approval has not been given to move the project forward. To its credit, the city does not have a combined sewer overflow problem, because the sanitary sewer and storm water collection are two separate systems.

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Following a significant analysis of the City's sewer system, it was found that during peak flows, the City of Salem's pipes back up because their pipes tend to collect much more infiltration/inflow than does Peabody's. This results in Peabody's reduced ability to pipe waste into the SESD interceptor. In many ways, Salem's system is a hydraulic limiting factor for handling Peabody's peak flows. Unfortunately, Salem has done all that is economically feasible to address the problem.

The city has a moderately aggressive operations and maintenance program designed to eliminate and/or minimize sewer stoppages. Highlights of the program include:

- Identifying chronic problem areas and flushing the system as part of a preventative maintenance program.
- Commercial areas on Andover Street suffer from grease build up in the pipes, which leads to sewer back-ups, mostly due to discharge from restaurants. Although restrictions are in place, this problem is a cumbersome enforcement issue that involves several city departments.
- Chemical root treatment for older sections of the city with the original undersized 6" clay pipes that have joints every 2-3'. Tree roots penetrate the pipe at these joints blocking the pipe and causing back-ups. Because upgrading and fixing the whole sewer system is not economically feasible, the chemical treatment of the roots (which only removes those roots that are blocking the pipe) is a cost-effective way to deal with the problem. After a 6-month pilot program using this system, the City experienced a 66 percent drop in sewer stoppages in the pilot test area. Funding for this program at \$75,000 was requested in the FY '02 budget. If funding is regularly appropriated, this is planned as an annual program.

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|---------------------------------------|
| <p><b>Key Issue: Sewer System</b></p> |
|---------------------------------------|

- |   |
|---|
| <ul style="list-style-type: none"><li>▪ What is the best way to continue the program of upgrading sewer system?</li></ul> |
|---|

### **C. Landfill and Solid Waste Management**

Peabody has three landfills within the city limits: Peabody Monofill Associates (PMA), the GCR landfill, both privately owned, and the South Mound Swale. The South Mound Swale and GCR landfill are not receiving any material at this time.

The city generates approximately 25,000 tons of municipal waste per year and provides curbside trash pick up for residential homes by a private contractor. Condominiums, apartment complexes, commercial, and industrial properties must provide their own trash removal. The solid waste is trucked to the North East Solid Waste Committee (NESWC) incinerator in North Andover, MA, where it is reduced to ash and then brought back to Peabody for deposit in the PMA landfill. The expected life span of the PMA landfill is 20 years (to 2020). In Peabody, solid waste is not a limiting factor in growth and development. Peabody currently has contracts with NESWC, and the trash and recycling contracts run through 2004.

The DEP sets recycling and waste management goals for the state. The city has an active recycling program, removing between 3,800 – 4,000 tons per year from the solid waste stream. The city has both curbside and drop off recycling. The drop-off recycling center

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accepts computers, televisions, waste oil, tires, and propane tanks, in addition to other hard to dispose of materials.

The Commonwealth of Massachusetts is decreasing the number of disposal sites, which is slowly driving up the cost of waste disposal. Possible actions to reduce the cost of solid waste disposal focus on reducing the volume of solid waste stream and fee systems that encourage more recycling. Potential actions to deal with this issue include mandatory recycling and instituting a pay-as-you-throw system of trash collection.

### **D. Drainage and Storm Water**

Flooding in Peabody east of Route 128 is historically a chronic problem and a significant issue to address. Although the Capital Improvements Program separates flood management and mitigation actions into sections, it remains a huge project to tackle. Figure VII-2 identifies downtown areas particularly prone to flooding.

In the 1880's, the State Legislature authorized Peabody to construct granite walls along the streambeds to promote drainage and to allow development adjacent to the streams. However, this resulted in a poorly designed drainage system with significant limitations, specifically with regards to capacity. The City has suffered recurring flooding problems since the 1950's with Downtown bearing the brunt of the physical and financial impacts. Significant flood events occurred in August 1954, March 1968, January 1979, April 1987, October 1996, June 1998 and most recently March 2001. Much of the flooding is attributable to Peabody's post-World War II development and the undersized, meandering condition of the watercourses in downtown Peabody. Proctor Brook, the North River, and Goldthwaite Brook run through downtown Peabody.

In 1954, the Flume Pond Dam on Goldthwaite Brook failed and flooded Peabody Square, leading to a study in 1956 by Metcalf and Eddy. Recommendations included various channel improvements totaling \$6.4 million (1956 dollars), but there is no evidence that this work was ever done.

Other extensive studies from 1968, 1979, 1988, and 1996 all reach similar conclusions: without major hydraulic improvements to the channels and culverts in Peabody, flooding during moderate storms cannot be prevented. In 1999, the cost to eliminate the flooding problem in downtown Peabody was estimated between \$45 million and \$49 million. Nearly 100 properties with a total assessed value (including land and buildings) of approximately \$33 million lie within this flood zone.

The city received \$1,054,281 in grants from the Federal Emergency Management Administration (FEMA) in 1998. The following projects were completed from these grants.

- North River Bridge removal at Salem Oil and Grease.
- Culvert Upgrades at Goldthwaite Brook at Foster Street; Strongwater Brook at Clement Avenue; and Tapley Brook at Washington Street.

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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*The flood of 2001 - Above, Main Street. Below, Foster Street.*



Additionally, the Peabody City Council appropriated \$500,000 for drainage projects in FY 1999. These funds were used on a variety of drainage improvements including:

- Replacing culverts at various locations.
- Completing Phase 1 and 2 of the Foster Street drain project.
- Repairing drain on Lowell and Washington Streets.
- Installing drain manholes at various locations.

In addition to the above actions, the Department of Public Services has had an on-going brook cleaning program since 1994. This program addresses the constant deposition of man-made debris (shopping carts, oil drums, tires, etc.) and vegetation removal from selected brooks on a 3-5 year cycle. The North River receives annual cleaning as the key waterway. Additionally, the Department maintains an aggressive street sweeping program and catch basin cleaning program to prevent sediment buildup in the drainage system, culverts, and channels. All Peabody's streets are swept after the winter season

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and selective streets receive two additional sweepings. The Peabody Square area is swept three times per week. The drainage catch basins are cleaned on a two-year cycle.

In October 2000, the city adopted a Flood Hazard Mitigation Plan as a planning, education, and implementation guide. The Peabody Department of Public Services is responsible for the implementation of the plan.

### **Key Issues: Storm Water and Drainage**

- Improve the ability of the city's storm water system to handle maximum storm flows.
- Minimize the susceptibility of downtown Peabody to suffer flood damage.

### **E. Streets and Sidewalks**

Peabody currently has a streets and sidewalks maintenance program that funds paving with Massachusetts Highway Department Chapter 90 funds. The program completes ten to fifteen streets per year at an estimated cost of \$600,000 - \$700,000 per year.

Through the state Department of Housing and Community Development (from the federal Department of Housing and Urban Development), Peabody receives Community Development Block Grant (CDBG) monies that fund full-depth street reconstruction and water main replacement projects. This program completely reconstructs one street per year at a cost of over \$200,000. The money for this program is a combination of CDBG funds and the city money used to leverage the grant money.

The sidewalks repaired through the City's sidewalk program prioritize repairs based on safety issues and on a first-come first-serve basis. The budget for the program is between \$250,000 - \$350,000 per year, with which the city completed 42,000 linear feet (LF) of sidewalks in 1999 and 25,000 LF of sidewalks in 2000. Although there are approximately 75,000 LF of sidewalks that remain in the backlog, they are addressed as efficiently as possible. This amount is a substantial drop from 1994's backlog of over 225,000 LF of sidewalks requiring repair. There is no funding to expand the program to include construction of new sidewalks to fill the gaps in the sidewalk network identified in the Transportation 2020 Plan.

### **Key Issues: Streets and Sidewalks**

- Continue program of road improvements and repairing failing sidewalks.
- Make information available regarding the road and sidewalk improvement programs.
- Address the gaps in the sidewalk network identified in the Transportation plan.

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### **F. Peabody Municipal Light Plant**

While the Peabody Municipal Light Plant (PMLP) is a municipal utility and not a specific division of the City government, it is obligated under MGL Ch. 164 to operate in conjunction with the City of Peabody. PMLP is the third largest municipal utility in Massachusetts and has been operating since 1891.

#### **Peabody Municipal Light Plant History**

On September 15, 1888, the Salem Electric Light Company received permission to install poles, overhead wires, and streetlights from the Peabody-Salem line, down Main Street to Peabody Square, and to furnish public and commercial lighting in Peabody. The first lights were installed ten days later, and on October 27, the young Town of Peabody signed a formal contract with the Salem Electric Light Company.

A year passed and the citizens and the Board of Selectmen of Peabody became disenchanted with Salem Electric due to the company's lack of responsiveness. By September of 1889, the Selectmen received new petitions from other private electric companies to provide service to Peabody. Petitions were from companies such as the Westinghouse Electric Company of Boston, the Brush Electric Company of Cleveland, and a newly formed private company, the Peabody Electric and Power Company. Eventually, the Selectmen formed a committee to report on the feasibility of Peabody operating its own municipal electric company.

On August 7, 1890, the committee strongly recommended that the Town form its own electric business, thus allowing the citizens to exercise local control and guarantee responsive service at a lower cost to the community. The Salem Illuminating Company objected to Peabody's action and sought a court ruling to overturn the Selectmen's decision and to force the community to retain their electricity services. On January 12, 1891, the Massachusetts Supreme Judicial Court ruled that a municipality did not have the statutory authority to operate an electric business, overturning the Selectmen's decision to retain local control of the electric franchise.

Many local citizens were infuriated with the court ruling. Led by the Peabody Board of Trade (predecessor to the Peabody Chamber of Commerce), they immediately initiated plans to approach the Massachusetts Legislature to create a law enabling all cities and towns in the state to fund and operate not-for-profit electric and gas businesses for the benefit of their communities. The Town of Danvers, the Town of Melrose, and ten other communities joined with the citizens of Peabody in filing general legislation for all Massachusetts cities and towns. On June 4, 1891, the Legislature and Governor approved the new statute incorporating the broad enabling bill along with the town-specific bills into one comprehensive statute thus providing all cities and towns with the authority to establish their own electric business.

On June 18, 1891, the citizens of Peabody voted at a special town meeting to establish their own Municipal Light Plant and to appropriate \$50,000 to construct an electric steam generating plant.

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### **Peabody Municipal Light Plant Operations**

The PMLP operates financially with city government. All monies are held in city accounts and are overseen by the City Treasurer; all bills are paid by the city. However, the PMLP has general obligation and revenue bond capabilities to purchase power. An elected 5-member Board of Commissioners oversees all operations of the plant, hires the plant manager, sets rates, and establishes the plant budget.

In an example of thoughtful planning under MGL Ch. 164, municipal utilities are required to set aside and spend 3 percent of the plant value on capital improvement projects. This ensures that the plant is maintained and able to expand and/or accommodate the community's power needs.

A new substation is scheduled for completion in 2003, with funds already budgeted for consulting and engineering services. This new substation will convert the entire station to a 23Kvolt high voltage substation from a mixed low and high-voltage substation. This will provide greater reliability and will completely enclose the facility. The existing substation is an open structure, which can be completely shut down by stray animals getting into the equipment. Another portion of this project is to upgrade the entire city to 23Kvolt service. This will result in the closure of eight 4K-volt substations. To date, eighty percent of the city is converted, and all conversions will be completed by 2004.

The PMLP is in the process of installing a Supervisory Control and Data Acquisition (SCADA) system. This is a remote system that allows an operator to control the power system from one location. The operator will be able to isolate faults and close the system remotely. The SCADA will be used at all substations and other key control points. This is an ongoing project that will become more aggressive when the voltage conversion project is complete.

The city's peak power demand in the summer is approximately 105 megawatts/hour. While power generation is an issue statewide, PMLP operates two gas turbine units at the Waters River, which can collectively provide at least one-half of the city's power requirements in the summer (50 megawatts/hour), and 80-90 percent of the requirement in the winter (70 megawatts/hour). Including all other power contracts, the PMLP can provide up to 115 megawatts/hour.

An important issue facing the PMLP in 2003 is deregulation. The 1997 utility deregulation law exempted municipal utilities, and required municipalities to use the service of their utility. However, in March 2003, municipalities with utilities must hold public meetings to discuss the option of opening the community to other providers. To address this, the PMLP is striving to continue to provide the best service at the lowest cost possible to the residents of Peabody. In general, municipal utilities provide electricity at a lower rate than private utilities.

Another important future effort by the PMLP is to relocate overhead wires underground. New developments have been required for some time to put all utilities underground, but there are extensive networks of overhead wires to be relocated underground. This is an expensive and time-intensive project that will take place over the next five to ten years.

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The Maritimes-Northeast natural gas pipeline is projected to run through Peabody along the City's northern edge. In exchange for permission to use PMLP property, the pipeline has agreed to install a tap for the utility. While there is no immediate plan to divert the natural gas, the option is available for future use and is another way to provide power more efficiently.

### **Key Issues: Peabody Municipal Light Plant**

- Complete the new substation.
- Complete the voltage conversion project.
- Add to SCADA system.
- Place overhead wires underground.
- Explore alternative fuel sources, such as the proposed gas pipeline.

### **G. Fire Department**

The 107-person Peabody Fire Department staffs five fire stations, five engine companies, and two ladder companies that are strategically located in every neighborhood of the city. Each station operates independently of the others but can be remotely controlled from the headquarters on Lowell Street.

Over the years the role of the fire department has broadened to include hazardous material cleanup, fire prevention activities, and emergency medical services. However, according to staff, the Peabody Fire Department has responded slowly to these changes. Staffing, training, and equipment and technology upgrades are needed to keep up with the increased and changed demand for services. For example, an emphasis in fire prevention has resulted in much more input into building codes, construction plan review, and the like, requiring the Fire Department to work closely with the Building Inspector and the Community Development and Planning Department staff.

A result of improvements in fire prevention, smoke detector requirements, and construction codes is fewer fires. However, due to the large growth of Peabody's industrial base, the potential for hazardous materials incidents has increased dramatically. More volatile substances are used on a daily basis, and while not necessarily flammable, the toxicity of these substances becomes the issue. Dealing with hazardous materials appears to be the future direction of the fire department, which means that increased and more frequent training in materials handling is needed.

While there is an atmosphere of mutual aid among communities when responding to fires and other emergencies, not all area communities are capable of handling all types of emergencies, nor should they. The regionalization of specialties would allow all communities to handle as large a range of calls as possible without duplicating services required to handle rare emergencies. Also, centralized services between communities would be much more efficient and cost-effective than separate services in each community. These regional opportunities should be explored.

### **Key Issues: Fire Department**

- Explore the regionalization of services.
- Continue staffing, training, and equipment and technology upgrades.
- Emphasize code enforcement and prevention to a greater degree.

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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### **H. Police Department**

The Peabody Police Department is made up of 93 officers, 26 Reserve Officers, nine civilian Dispatchers, two Animal Control Officers, Chief's Secretary, Payroll Clerk, three Records Clerks, and a Parking Clerk. The Police Station has received little to no maintenance or capital improvement since its construction in 1978. It needs a major renovation due to both facility issues and staffing.

#### **Police Station**

Based on an interview with the staff of the Police Department, a series of problems with the physical condition and deficiencies in meeting space requirements of the Police Station came forward. Chief among these are:

- The station's heating system runs at approximately 34 percent efficiency. The station is heated electrically through forced hot air, and provides limited heat in many areas. The building is constructed of brick and cinder block and is not insulated, making it very inefficient and expensive to heat.
- The HVAC (air conditioning) system is one zone for the entire building, making it very inefficient and expensive to cool.
- The station does not have sprinklers, nor does the fire detection system function properly.
- The roof leaks consistently, despite more than \$30,000 spent to patch and repair it.
- The police station is undersized by approximately one-third (1/3) and requires expansion to accommodate the staff. A second-story addition is suggested to house the dispatch center, thereby creating more workspace on the first floor.

Based on computerized statistics kept by the police department, demand for police related services increased four-fold over the last two decades, yet the staff size of the department has not grown to meet this demand. It is estimated that twenty additional personnel are required to adequately address the city's growing needs. Peabody has changed dramatically over this time to become a destination community, which includes Centennial Industrial Park, the North Shore Mall, re-location of regional pharmaceutical distribution centers, as well as growing residential development. Included in this group is a growing population of senior citizens who regularly look to the police for help in any number of situations. With this increasing number of hazards and demand for police services, the police department must be able to address them.

Much like the Fire Department, the roles filled by the Police Department have changed over time. The mission of the police department has changed from strictly law enforcement, to being the department that people call with virtually every possible question or concern, running the gamut of social service issues to mediation to information-provider to law enforcement. The Department must be flexible enough to respond to the entire spectrum of resident requests, needs, and expectations.

There is no question that in this technology-driven environment, the police department should be in the forefront, and in fact, technologically ahead of the "criminal element."

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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Currently, the police department is behind. Computer crime represents over five percent of the police department's cases (e.g. credit card fraud, Internet pornography, victimization of children, civil matters, etc.), but the department is ill equipped to deal with them and investigate them properly. Resources should be made available to update and train the department in this new realm of crime.

A possible solution to the need for increased staffing within the department is to "civilianize" some of the duties normally performed by sworn police officers. These duties include positions in crime prevention, problem solving, education, mediation, and the like. This will provide better service by using people specially trained in those fields, and would also promote a sense of volunteerism in the community. This could be particularly helpful in neighborhood disputes where police-trained civilians, such as professional mediators, could assist to de-politicize the situation and reach a mutually agreeable solution. A new division of specialized personnel could be regionalized through cost sharing, making these experts available for use in police departments throughout the North Shore. Having a pool of experts in domestic violence, mediation, and computer crime available for specialized criminal investigation and dispute resolution would provide an invaluable resource, allowing sworn officers to continue work in their fields of expertise and enable expert investigation of these specialized crimes.

Another solution is to treat police cruisers as mobile offices. The current system requires officers to regularly travel back to the station to file reports. Outfitting cruisers with this capability, as well as other state of the art communications equipment, would enable officers to respond quickly to calls and to work more efficiently in a more beneficial manner.

### **Key Issues: Police Department**

- Expand the role of the department into social services with insufficient staffing to handle the increased demand on services.
- Study the regionalization of services and specialties.
- Upgrade the police station's physical facilities.
- Increase training to reflect changing roles.

## **I. Public School System**

The Peabody public school system consists of eight elementary schools (K-5) housing a total of 3,300 students, one middle school (6-8) housing a total of 1,600 students, and one high school (9-12) housing a total of 1,800 students. The goal of the school system is to provide quality education for all students attending the public schools as well as meet the professional development expectations set by the Massachusetts Department of Education.

In 1996, the Peabody School Committee retained New England School Development Council (NESDEC) to develop a long-range school facilities master plan for the Peabody Public Schools. NESDEC's report, issued in April 1997, identified a number of problems, including seven major problem areas given current and projected enrollments and the planned operational capacities of the school buildings. The major problem areas are as follows:

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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- Brown Elementary School is obsolete and dysfunctional, and the Carroll Elementary is nearing the end of its useful life.
- McCarthy Elementary School is an excellent facility that is not currently used as a school.
- The vocational program currently provided at the Higgins Middle School should be moved to the high school.
- Significant disparities and inequities of facilities and programs exist among the elementary schools (e.g. the Welch School has a full size gymnasium while the Brown School merely has a multi-purpose area in the basement and does not have the area for a cafeteria, gymnasium, or large group activity).
- Additional student stations are needed at both the middle and high school levels to accommodate projected enrollment increases.
- All schools need major renovations and upgrading.
- Central administration should be consolidated into one building that adequately supports the central administrative operations of the school system.

In September 1997 the School Committee formally approved the following facilities related actions:

- That the first priority be the construction of the new Brown Elementary School and the renovation/addition of the McCarthy Elementary School.
  - The McCarthy School renovations have been completed.
  - The design for a new Brown School has been completed. Construction of this school is now underway.
- That the second priority be the permanent and total relocation of the vocational education program to the high school, and the renovation/expansion of the high school as detailed in the NESDEC report.
  - The high school project is in the planning stage. The building's capacity will be increased by approximately 500 students.
- That the third priority be the implementation of major renovations/additions to the Center, Kiley, and South Elementary Schools, the Burke, Welch, and West Elementary Schools and Higgins Middle School in order to reduce/eliminate current facilities' inequities among the elementary.
- That the School Committee employs an architect to work with school, city, and state officials to develop a projects-specific building construction and renovations plan.
- That the location of the new Carroll Elementary School be as close to the original Carroll Elementary site as possible be made the first priority of the second phase of this capital project.
  - Construction of the Carroll Elementary School is underway.

Implementing the School Committee decisions will result in improved school buildings at all levels of the school system. Central administration will be centralized and thus able to operate more effectively and efficiently.

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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Currently, all of the elementary schools in the city are organized as neighborhood schools, a concept that may need to be re-evaluated. This organization of neighborhood schools has resulted in some schools that are far under capacity, and others that are reaching capacity or over capacity (e.g. the new Carroll School will house over 600 students, while the Burke School has fewer than 300). Also, the McCarthy School in West Peabody is now a swing school during school construction projects, but it could be used permanently. The changing demographics of the city affect the school populations, indicating that redistricting may be warranted. The disparity in enrollments between the school districts suggest that School Committee needs to control what new districts, if any, will fit the educational philosophy and goals of the City. The 1990 Master Plan recommended that the City monitor new residential development and adjust school district boundaries as necessary to accommodate increased number of school children.

The 1997 NESDC report also looked at school capacities. As part of the long-range school facility master plan, the Current Operational Capacity (COC) and the Planned Operational Capacity (POC) were determined for each school. The COC is based on current usage of the building. The POC is based on recommended class size policy (in Peabody, NESDC used 25 pupils per classroom), and the inclusion of appropriate core and special use areas for physical education, art, music, computer technology, special education, and other instructional specialists. Table VII-1 summarizes this study's findings regarding elementary school capacities. Table VII-2 shows that there is about a four percent projected increase in enrollment over between 2001 and 2006.

*Table VII-1. Current and Planned Elementary School Capacities*

| <b>School</b>              | <b>Current Enrollment<br/>(incl. Spec. ed.)</b> | <b>Current Operational<br/>Capacity</b> | <b>Planned Operational<br/>Capacity</b> |
|----------------------------|---|---|---|
| Center School              | 426   | 500                                     | 425                                     |
| John E. Burke              | 310   | 325                                     | 275                                     |
| Kiley Brothers<br>Memorial | 458   | 475                                     | 375                                     |
| Samuel Brown<br>School     | 327   | 365                                     | 265                                     |
| South Memorial             | 426   | 475                                     | 400                                     |
| Thomas Carroll             | 559   | 650                                     | 550                                     |
| West Memorial              | 364   | 425                                     | 375                                     |
| William E. Welch           | 425   | 491                                     | 466                                     |
| McCarthy                   | N/A   | N/A                                     | 550                                     |

*Source: NESDC, April 17, 1997*

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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Table VII-2. Projected School System Enrollment Change

| Years                         | Total | Number of New Students | Percent Change |
|-------------------------------|-------|------------------------|----------------|
| 2000-01                       | 6,834 |                        |                |
| 2001-02                       | 6,999 | 165                    | 2.4%           |
| 2002-03                       | 7,005 | 6                      | 0.1%           |
| 2003-04                       | 7,037 | 32                     | 0.5%           |
| 2004-05                       | 7,077 | 40                     | 0.6%           |
| 2005-06                       | 7,100 | 23                     | 0.3%           |
| <b>Total Change 2000-2005</b> |       | 266                    | 3.9%           |

Source: NESDC, December 14, 2000

### Key Issues: Public School System

- Analyze shifting populations and consider possible redistricting.
- Continue program of new school construction and renovation.
- Consolidate administration into one central location.
- Fulfill un-funded state education requirements with limited budget and staff resources.
- Develop higher education and adult education resources.
- Maintain up to date demographic statistics.

## J. Elder Services

The Peabody Council on Aging and Community Life Center provides services for residents of Peabody over 60 years of age with the goal of helping senior residents maintain their independence. Services include transportation, nutrition (Meals on Wheels), recreational activities, adult day health care, social services, and congregate housing. The new Roger B. Trask Adult Day Health Center expanded the ability of the Peter A. Torigian Community Life Center to provide services to Peabody's less physically able seniors. Services include skilled nursing care, assistance with personal hygiene and toileting, medication management, meals, exercise programs, group activities, counseling services, and social services as needed. Requested future improvements include a staffed exercise room and expanded hours of operation to include weekends. Expanded hours could also include weekend transportation and Sunday service to local churches and synagogues.

Services are funded by the City of Peabody, and state and federal grants. Funding for FY2000 totaled \$1.38 million, with city funds totaling \$514,000 and grant funds totaling \$867,000. Aside from a nominal fee charged for the lunch program and some special events and trips, the Community Life Center is free of charge.

### Key Issues: Elder Services

- Expand the adult day health center services.
- Expand the "Meals on Wheels" program.
- Expand the hours of operation to include weekends.

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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### K. Libraries

The Peabody Institute Library, the West Branch Library and the South Branch Library provide services that include print, non-print, and electronic materials to meet the recreational, educational, and information needs of Peabody's residents. While the Peabody Institute Library is the main branch in the system, all three libraries offer large meeting rooms and various programs throughout the year. The main branch offers such activities as free Internet access and classes, book discussion groups for adults and teens, babysitting classes, and a drama club for children.

While the libraries are seen as an important high quality municipal resource, some key improvements should be sought for the future. These include expanding hours of operation to include Sundays through the summer months, and an examination of current building use in terms of patron security and access in the main library. The 1970's addition configured the stacks so that they are separated from the regular flow of traffic on the second and third floors. The library director has attempted to deal with this by moving staff desks to an adjoining area, but the area remains uncomfortable and distant from the rest of the library.

#### **Key Issues: Libraries**

- Expand hours of operation to include Sundays through the summer months.
- Examine current building use at the main branch with respect to the new addition and security issues.



*Peabody Institute Library, ca. 1854*

### L. Conclusion

Through the various departments that provide municipal services and facilities, the City of Peabody is prepared to address the changing needs of its residents. The city is currently able to provide an adequate level of quality services without putting an undue burden on the taxpayers. Prudent planning and infrastructure maintenance programs, as well as state of the art technology, have enabled the city to thrive. However, it is

## **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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apparent that there remain some large infrastructure issues to be addressed, issues that will require significant study and funding. The Commonwealth is experiencing a high rate of growth, both residential and economic. Municipal facilities and services must respond to the needs of current city residents, yet be prepared to accommodate this increased growth and changing populations. The various city departments must continually reexamine their needs and the needs of the city to ensure that they are able to direct resources in the most efficient manner possible and maintain the high quality of life for all citizens.

# **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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## **APPENDIX A: SOURCES**

### **LAND USE AND PLANNING**

1. City of Peabody Master Plan, 1991.
2. Peabody Zoning Ordinance 1978 as Amended; Revised Zoning Ordinance of the City of Peabody Massachusetts.
3. City of Peabody Build-out Analysis, 2000, Metropolitan Area Planning Council.
4. Executive Office of Environmental Affairs, MassGIS data layers.

### **ECONOMIC DEVELOPMENT**

1. Downtown 2005 Plan, 1999.
2. Massachusetts Department of Employment and Training.
3. Massachusetts Department of Revenue, Division of Local Services.
4. North Shore Convention Council.
5. Massachusetts Division of Employment and Training.
6. U.S. Bureau of the Census, 1997 Economic Census. 1982, 1987, 1992 and 1997 U.S. Census of Retail Trade.
7. Executive Office of Environmental Affairs, MassGIS data layers.

### **HOUSING**

1. City of Peabody Assessor's Office.
2. North Shore HOME Consortium Consolidated Plan 2000-2004.
3. The Warren Group.
4. 1990 Master Plan Update, LandUse, Incorporated
5. The Peabody Housing Authority
6. Executive Office of Environmental Affairs, MassGIS data layers

### **TRANSPORTATION AND CIRCULATION**

1. Twenty-Year Citywide Transportation Plan, 1999.
2. Executive Office of Environmental Affairs, MassGIS data layers.

### **NATURAL AND RECREATIONAL RESOURCES**

1. Recreation and Open Space Plan (1998)
2. Executive Office of Environmental Affairs, MassGIS data layers

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## **CULTURAL AND HISTORICAL RESOURCES**

1. Recreation and Open Space Plan (1998)
2. Executive Office of Environmental Affairs, MassGIS data layers

## **MUNICIPAL FACILITIES AND SERVICES**

1. Department of Public Services
2. New England School Development Council, Long-range School Facilities Master Plan, 1996.
3. Executive Office of Environmental Affairs, MassGIS data layers
4. City of Peabody Fire Department
5. City of Peabody Police Department
6. Peabody Municipal Light Plant
7. Peabody Institute Library
8. Peabody Council on Aging

# EXISTING CONDITIONS AND TRENDS ANALYSIS

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## APPENDIX B: ADDITIONAL INFORMATION

### 1. Economic Development Data

**Table 1.1. City of Peabody, Employment and Payrolls 1994 to 1999**

| Industry  | Calendar Year Averages |             |             |             |             |             |
|---|------------------------|-------------|-------------|-------------|-------------|-------------|
|   | 1999                   | 1998        | 1997        | 1996        | 1995        | 1994        |
| <b>Government</b>                                   | 1,831                  | 1,781       | 1,720       | 1,679       | 1,753       | 1,741       |
| <b>Agriculture, Forestry and Fisheries</b>          | 81                     | 69          | 65          | 67          | 58          | 55          |
| <b>Contract Construction</b>                        | 615                    | 534         | 523         | 514         | 418         | 427         |
| <b>Manufacturing</b>                                | 3,905                  | 4,553       | 4,366       | 4,398       | 4,036       | 4,640       |
| <b>Transportation, Communications and Utilities</b> | 928                    | 916         | 761         | 733         | 702         | 697         |
| <b>Wholesale &amp; Retail Trade</b>                 | 10,635                 | 9,680       | 9,819       | 9,744       | 9,287       | 7,892       |
| <b>Finance, Insurance and Real Estate</b>           | 1,191                  | 1,273       | 1,244       | 1,219       | 1,168       | 1,090       |
| <b>Services</b>                                     | 7,790                  | 6,926       | 6,761       | 6,378       | 5,807       | 5,296       |
| <b>Total Employment</b>                             | 26,976                 | 25,732      | 25,259      | 24,732      | 23,229      | 21,838      |
| <b>Number of Establishments</b>                     | 1,426                  | 1,403       | 1,375       | 1,425       | 1,398       | 1,370       |
| <b>Average Annual Wage (\$)</b>                     | \$33,621               | \$31,838    | \$30,774    | \$28,790    | \$27,553    | \$27,201    |
| <b>Total Annual Payroll (\$)</b>                    | 906,968,658            | 819,261,487 | 777,312,083 | 712,022,793 | 640,026,180 | 594,026,332 |

SOURCE: Massachusetts Department of Employment and Training. Data based upon place of employment, not place of residence.

## EXISTING CONDITIONS AND TRENDS ANALYSIS

**Table 1.2. City of Peabody, Statistics by Economic Sector 1997**

NOTE TO ALL DATA USERS: All survey and census results contain measurement error and may contain sampling error. Information about these potential errors is provided or referenced with the data or the source of the data. The Census Bureau recommends that data users incorporate this information into their analyses as these errors could impact inferences. Researchers analyzing data to create their own estimates are responsible for the validity of those estimates and should not cite the Census Bureau as the source of the estimates but only as the source of the core data.

We have modified some data to protect individuals' privacy, but in a way that preserves the usefulness of the data. [Excludes data for auxiliaries. Data in this table are subject to employment-and/or sales-size minimums that vary by geographic level; for more information, see help.

\* NAICS INDUSTRIES is defined as the taxable portion of the Services sectors, the Type of Operation Totals for the Wholesale sector, and all other sectors in the Economic Census]

| NAICS Code   | Industry Description   | Number of Establishments | Number of Employees | Annual Payroll (\$1,000) | Shipments/Sales/Receipts (\$1,000) |
|--|--|--------------------------|---------------------|--------------------------|------------------------------------|
| <b>NAICS INDUSTRIES</b>                                |  |                          |                     |                          |                                    |
| 31-33  | Manufacturing  | 98                       | 4,028               | 164,526                  | 690,123                            |
| 42   | Wholesale trade  | 109                      | 2,817               | 132,369                  | 2,689,728                          |
| 44-45  | Retail trade   | 282                      | 4,899               | 86,393                   | 886,418                            |
| 53   | Real estate and rental and leasing                                       | 42                       | 263                 | 4,896                    | 20,796                             |
| 54   | Professional, scientific, and technical services                         | 114                      | 836                 | 35,310                   | 85,566                             |
| 56   | Administrative and support and waste management and remediation services | 75                       | 2,372               | 60,889                   | 94,897                             |
| 61   | Educational services   | 10                       | 23                  | 988                      | 4,450                              |
| 62   | Health care and social assistance  | 90                       | 1,792               | 41,206                   | 84,451                             |
| 71   | Arts, entertainment, & recreation  | 7                        | 77                  | 1,629                    | 3,590                              |
| 72   | Accommodation and foodservices   | 135                      | 2,408               | 27,389                   | 97,855                             |
| 81   | Other services (except public administration)                            | 110                      | 543                 | 10,712                   | 34,762                             |
| <b>MERCHANT WHOLESALERS</b>                            |  |                          |                     |                          |                                    |
| 42   | Wholesale trade  | 86                       | 2,347               | 113,664                  | 2,176,997                          |
| <b>MANUFACTURERS' SALES BRANCHES AND SALES OFFICES</b> |  |                          |                     |                          |                                    |
| 42   | Wholesale trade  | 11                       | 426                 | 15,773                   | 436,704                            |
| <b>AGENTS, BROKERS, AND COMMISSION MERCHANTS</b>       |  |                          |                     |                          |                                    |
| 42   | Wholesale trade  | 12                       | 44                  | 2,932                    | 76,027                             |

Source: U.S. Bureau of the Census, 1997 Economic Census

## EXISTING CONDITIONS AND TRENDS ANALYSIS

**Table 1.3. Employment and Wages in Peabody**

| Year | Total Annual Payroll | Avg Annual Wage | Establish -ments | EMPLOYMENT   |                              |            |                |                 |      |        |       |          |
|------|----------------------|-----------------|------------------|--------------|------------------------------|------------|----------------|-----------------|------|--------|-------|----------|
|      |                      |                 |                  | <u>TOTAL</u> | Agriculture Forestry Fishing | Government | Const- ruction | Manufac- turing | TCPU | Trade  | FIRE  | Services |
| 1985 | \$277,571,094        | \$15,776        | 1,052            | 17,594       | 56                           | 2,039      | 572            | 2,741           | 539  | 7,219  | 1,161 | 3,268    |
| 1986 | \$370,273,000        | \$17,921        | 1,180            | 20,661       | 59                           | 2,035      | 795            | 4,806           | 598  | 7,694  | 1,199 | 3,475    |
| 1987 | \$399,300,813        | \$19,095        | 1,258            | 20,911       | 63                           | 2,078      | 908            | 4,189           | 737  | 7,657  | 1,287 | 3,993    |
| 1988 | \$466,940,313        | \$20,886        | 1,328            | 22,356       | 60                           | 2,110      | 916            | 4,550           | 784  | 8,109  | 1,261 | 4,566    |
| 1989 | \$516,110,061        | \$22,149        | 1,379            | 23,302       | 59                           | 2,070      | 772            | 4,603           | 863  | 8,491  | 1,633 | 4,811    |
| 1990 | \$505,814,150        | \$23,318        | 1,374            | 21,692       | 49                           | 2,128      | 513            | 4,237           | 679  | 8,097  | 1,357 | 4,632    |
| 1991 | \$501,149,302        | \$24,187        | 1,322            | 20,720       | 41                           | 2,109      | 405            | 4,324           | 576  | 7,618  | 1,237 | 4,410    |
| 1992 | \$546,495,851        | \$26,360        | 1,277            | 20,732       | 39                           | 2,003      | 332            | 4,098           | 506  | 7,573  | 1,215 | 4,966    |
| 1993 | \$562,260,607        | \$26,252        | 1,319            | 21,418       | 37                           | 1,737      | 385            | 3,894           | 781  | 7,996  | 1,125 | 5,463    |
| 1994 | \$594,026,332        | \$27,201        | 1,370            | 21,838       | 55                           | 1,741      | 427            | 4,640           | 697  | 7,892  | 1,090 | 5,296    |
| 1995 | \$640,026,180        | \$27,553        | 1,398            | 23,229       | 58                           | 1,753      | 418            | 4,036           | 702  | 9,287  | 1,168 | 5,807    |
| 1996 | \$712,022,793        | \$28,790        | 1,425            | 24,732       | 67                           | 1,679      | 514            | 4,398           | 733  | 9,744  | 1,219 | 6,378    |
| 1997 | \$777,312,083        | \$30,774        | 1,375            | 25,259       | conf                         | 1,720      | 523            | 4,366           | 761  | 9,819  | 1,244 | 6,761    |
| 1998 | \$819,261,487        | \$31,838        | 1,403            | 25,732       | 69                           | 1,781      | 534            | 4,553           | 916  | 9,680  | 1,273 | 6,926    |
| 1999 | \$906,968,658        | \$33,621        | 1,426            | 26,976       | 81                           | 1,831      | 615            | 3,905           | 928  | 10,635 | 1,191 | 7,790    |

Notes: TCPU = Transportation, Communication and Public Utilities, FIRE = Finance, Insurance, and Real Estate, conf = data suppressed due to confidentiality. Changes in industry definitions occurred in 1988, so data prior to that year are not strictly comparable to the more recent data.

Source: Commonwealth of Massachusetts, Division of Employment and Training (ES-202 Series)

**Table 1.4. Peabody Industrial Park Tenants**

| Company               | Product               | Size of plant (square feet) |
|-----------------------|-----------------------|-----------------------------|
| BF Goodrich Aerospace | Precision machining   | 20,040                      |
| Middleton Aerospace   | Precision machining   | 40,700                      |
| Tech Pak              | Plastic packaging     | 81,450                      |
| Bicknell and Fuller   | Corrugated cardboard  | 87,040                      |
| Helco Electric/SMC    | Commercial electrical | 30,200                      |
| Upcoa/Amada           | Machining equipment   | 27,500                      |
| One Centennial Drive  | Office                | 41,700                      |
| <b>TOTAL</b>          |                       | <b>328,630</b>              |

**Table 1.5. Lakeland Industrial Park Tenants**

| Company               | Product                 | Size of plant (square feet) |
|-----------------------|-------------------------|-----------------------------|
| Federal Express       | Package expediting      | 32,000                      |
| Santin Engineering    | Engineering             | 24,600                      |
| 3 Lakeland Park Drive | Office                  | 16,000                      |
| Lawrence Metals       | Sheet metal fabrication | 17,000                      |
| 5 Lakeland Park Drive | Office                  | 20,000                      |
| <b>TOTAL</b>          |                         | <b>109,600</b>              |

## EXISTING CONDITIONS AND TRENDS ANALYSIS

**Table 1.6. Centennial Industrial Park Tenants**

| Company                    | Product                        | Size of plant (square feet) |
|----------------------------|--------------------------------|-----------------------------|
| Alliant Foods              | Cold storage                   | 126,000                     |
| Analogic Corp.             | Scientific measuring           | 400,000                     |
| Avnet                      | Electronic components          | 128,700                     |
| North Shore Cancer Center  | Health care                    | 27,000                      |
| Advanced Safety Systems    | Safety systems                 | 12,400                      |
| Saucony                    | Athletic footwear              | 129,000                     |
| NECX                       | Component brokerage            | 65,800                      |
| Cardinal Health/Daly       | Pharmaceutical                 | 201,400                     |
| Technical Manufacturing    | Vibration dampening            | 58,800                      |
| Weston and Sampson         | Civil engineering              | 9,400                       |
| Micrion/Amergent           | Focused-ion beam systems       | 45,500                      |
| Captive Fasteners          | Machine parts                  | 46,500                      |
| A&A Manufacturing          | Precision machine parts        | 110,000                     |
| Boston Acoustics           | High-fidelity speakers         | 150,000                     |
| Precision Connector Design | Machine parts                  | 49,800                      |
| Christian Book Distrib     | Mail order books/videos        | 229,000                     |
| Fishery Products           | Cold storage                   | 123,000                     |
| Oxford Associates          | Temporary employment           | 18,840                      |
| Centennial Square          | Office                         | 36,000                      |
| 2 Centennial Drive         | Office/R&D                     | 37,600                      |
| Innovent                   | Drums, honeycombs              | 47,420                      |
| MyData Automation          | Database mgt software          | 51,900                      |
| Scan Soft                  | Scanning software              | 36,900                      |
| A.G. Edwards               | Investments/Financial services | 34,300                      |
| <b>TOTAL</b>               |                                | <b>2,175,260</b>            |

**Table 1.7. Northway Industrial Park**

| Company                  | Product                 | Size of plant (square feet) |
|--------------------------|-------------------------|-----------------------------|
| Krohne                   | Mass flow meters        | 35,000                      |
| JEOL                     | Electron microscopes    | 30,000                      |
| Vortex                   | Precision machine parts | 47,600                      |
| One Intercontinental Way | Office/R&D              | 35,000                      |
| Doulton Place            | Office/R&D              | 44,000                      |
| <b>TOTAL</b>             |                         | <b>191,600</b>              |

**Table 1.8. Health Related Facilities**

| Facility                              | Size (square feet) |
|---------------------------------------|--------------------|
| Harvard Vanguard                      | 45,000             |
| Peabody Medical                       | 48,900             |
| Lahey Clinic                          | 130,000            |
| North Shore Medical and Dental Center | 48,000             |
| Vencor                                | 77,500             |
| North Shore Cancer Center             | 27,010             |
| <b>TOTAL</b>                          | <b>376,410</b>     |

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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**Table 1.9. Retail Comparison of Peabody to Boston Metropolitan area and Massachusetts**

The following table compares retail trade data for the City of Peabody with that of the Boston Primary Metropolitan Statistical Area (PMSA), which includes the City, and for the Commonwealth as a whole. The information in this table is the most current data available.

|                          | Peabody  | Boston PMSA | Massachusetts |
|--------------------------|----------|-------------|---------------|
| <b>Establishments:</b>   |          |             |               |
| 1997                     | 282      |             | 26,209        |
| 1992                     | 344      | 20,420      | 38,491        |
| 1987                     | 352      | 25,419      | 38,905        |
| 1982                     | 394      | 21,551      | 47,312        |
| <b>Sales (\$1,000):</b>  |          |             |               |
| 1997                     | 886,418  |             | 58,578,048    |
| 1992                     | 518,940  | 27,058,734  | 47,663,248    |
| 1987                     | 558,966  | 32,109,978  | 44,818,481    |
| 1982                     | 319,840  | 15,013,835  | 28,815,549    |
| <b>Per Capita Sales:</b> |          |             |               |
| 1992                     | \$11,032 | \$9,425     | \$7,922       |
| 1987                     | 12,158   | 11,620      | 7,812         |
| 1982                     | 6,957    | 5,433       | 5,023         |

SOURCE: 1982, 1987, 1992 and 1997 U.S. Census of Retail Trade.  
 Note: 1997 numbers refer to NAICS rather than SIC

## 2. Housing Data

**Table 2.1. Existing Housing Stock**

### Citywide

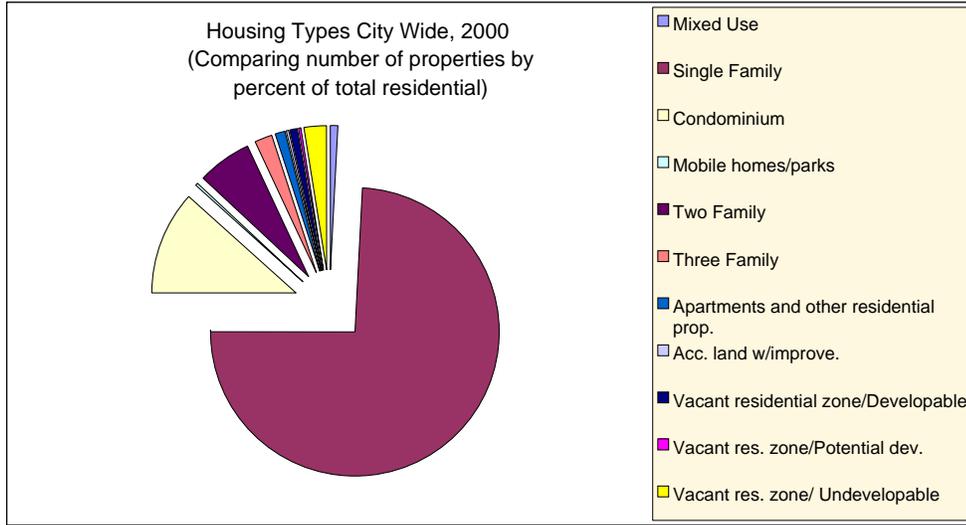
| State Building Code | Housing Type                           | Number of Properties | Average Assessed Value |
|---------------------|--|----------------------|------------------------|
| 13, 31              | Mixed Use                              | 135                  | 282,862                |
| 101                 | Single Family                          | 10,690               | 177,849                |
| 102                 | Condominium                            | 1,670                | 131,039                |
| 103, 109            | Mobile homes/parks                     | 36                   | 575,475                |
| 104                 | Two Family                             | 901                  | 164,372                |
| 105                 | Three Family                           | 278                  | 172,678                |
| 111-125             | Apartments and other residential prop. | 135                  | 737,404                |
| 106                 | Acc. land w/improvements               | 38                   | 69,907                 |
| 130                 | Vacant residential zone/Developable    | 131                  | 90,679                 |
| 131                 | Vacant res. Zone/Potential dev.        | 58                   | 59,096                 |
| 132                 | Vacant res. Zone/ Undevelopable        | 349                  | 10,675                 |

\* Average Assessed Value is per unit for Condominium and Multiple Family Houses, but per parcel for Mobile Homes.

\*\* This summary classifies the area between Route 128 and Route 1 as West Peabody to conform to the system used by the Assessor's Office.

# EXISTING CONDITIONS AND TRENDS ANALYSIS

**Figure 2.1. Housing Types City Wide**



## 3. Natural and Recreational Resources Data

**Table 3.1. Peabody Parks and Playgrounds**

| District | Park Name                |
|----------|--------------------------|
| Downtown | Connolly Playground      |
|          | Cottage Street           |
|          | Emerson Park             |
|          | Marrs Park               |
|          | O'Connor                 |
|          | Pierpont Playground      |
| Central  | Buckley Field            |
|          | Farnham Park             |
|          | Forest Street Playground |
|          | Lalikos Park             |
|          | Loris Road Tot Lot       |
|          | Pulaski Street           |
|          | Wiseman Drive            |
|          |                          |
| South    | Bart Pond Parkland       |
|          | Carroll Savage Park      |
|          | Lake Shore Park          |
|          | McArthur                 |
|          | Quail Road               |
|          | Raddin Park              |
|          | Whitney Drive            |
| West     | Corbiel Park             |
|          | Jubilee Park             |
|          | Kennedy Field            |
|          | Lt. Ross Park            |
|          | Squanto Park             |
|          | Symphony Park            |
|          | Willowbrae Park          |

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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### 4. Cultural and Historical Resources Data

**Table 4.1. Peabody National Historic Register Properties**

| <b>Name</b>                     | <b>Address</b>                             | <b>Designation</b> | <b>#</b> |
|---------------------------------|--|--------------------|----------|
| Felton, Nathaniel Jr. House     | 43 Felton St.                              | NRIND              | 1        |
| Felton, Nathaniel Sr. House     | 47 Felton St.                              | NRIND              | 1        |
| First Unitarian Church          | 7 Park St.                                 | NRIND              | 1        |
| Foster, General Gideon House    | 35 Washington St.                          | NRIND              | 1        |
| Hickey –Osborne Block           | 38-60 Main St.                             | NRIND              | 3        |
| Moore-Hill House                | 82 Franklin St.                            | NRIND              | 1        |
| O’Shea Building No. 1           | 1-15 Main St.                              | NRIND              | 1        |
| O’Shea Building No. 2           | 9-13 Main St.                              | NRIND              | 1        |
| Peabody Central Fire Station    | 41 Lowell St.                              | NRIND              | 1        |
| Peabody City Hall               | 24 Lowell St.                              | NRIND              | 1        |
| Peabody Civic Center            | Chestnut, Church, Foster, Franklin, Lowell | NRDIS              | 28       |
| Peabody Institute Library       | Main St.                                   | NRIND              | 1        |
| Peabody, George House           | 205 Washington St.                         | NRIND              | 1        |
| Proctor, John House             | 348 Lowell St.                             | NRTRA              | 1        |
| Southwick Strauss Tannery       | 147-147                                    | NRDOE              | 1        |
| Southwick, John House           | 151 Lowell St.                             | NRIND              | 1        |
| Sutton Block                    | 76-78 Main St.                             | NRIND              | 1        |
| Washington Street Historic Dist | Washington, Sewall, Holton, Main Streets   | NRDIS              | 46       |

## EXISTING CONDITIONS AND TRENDS ANALYSIS

**Table 4.2. Peabody Historic Cemeteries**

| <b>Cemetery Name</b> | <b>Year</b> | <b>Location</b>               |
|----------------------|-------------|-------------------------------|
| Old South – Trask    | 1689        | Main St. C.P                  |
| Curtis-Very          | 1736        | Lynn St.                      |
| Russell-Upton        | 1772        | Glenn Dr. W. P.               |
| Prescott Memorial    | 1718        | Tremont St. C. P.             |
| Jacobs               | 1775        | Lowell Street                 |
| Pope                 | 1755        | R. Newbury St.                |
| Felton               | 1790        | Prospect St. Brooksby         |
| Wilson               | 1776        | R. Andover St.                |
| Lindsey Memorial     | 1782        | Fairview Ave. S.P.            |
| Flint                | 1796        | Cor. Leblanc Dr. W.P.         |
| Emerson              | 1799        | Cor. Wash. St. & Allen’s Lane |
| King                 | 1774        | Lowell St.                    |
| Brown-Southwick      | 1800        | Nichol’s Lane – W. P.         |
| Needham              | 1801        | Goodale St. W. P.             |
| John Needham         | 1806        | Rose Circle –S. P.            |
| Douty-Newhall        | 1816        | Newbury St., South            |
| Wilson               | 1815        | N. S. Shopping Center         |
| Upton                | 1757        | Peterson Rd. –W. P.           |
| Gardner              | 1818        | Birch St. –W. P.              |
| King-Hussey          | 1821        | Summit St.                    |
| Monumental           | 1832        | Wallis St. –C. P.             |
| Marsh Tomb           | 1844        | Centennial Drive              |
| Moulton              | 1827        | Newbury St. South             |
| Twiss                | 1862        | Yoland Rd. –W.P.              |
| Oak Grove            | 1817        | Pine St. – W. P.              |
| Larrabee             | 1844        | R. Larrabee Terr. –W. P.      |
| Flint Memorial       | 1873        | 108 Newbury St. South         |
| Bryant               | 1870        | R. 281 Lynnfield St.– S.P.    |
| Old Jacobs           | 1813        | Colonial Road                 |
| Taylor               | 1825        | Pine St. – W. P.              |
| Wilson               |             | Pulaski Street                |
| Buxton-Osborne       |             | Sparrow Lane – C. P.          |
| Gibbs                | 1871        | Newbury St. South             |
| Danforth             |             | Lowell Street                 |
| James Marsh          | 1750        | Forest Street                 |
| Marsh-Dunkley        | 1802        | Lowell Street                 |
| Larrabee-Marsh       |             | Off Summit Street             |
| Marsh Shaw           | 1774        | Lowell Street                 |
| Newhall              | 1818        | Needham’s Cross – S. P.       |
| Phelp’s              |             | Hoover Terr. – W. P.          |
| Proctor              | 1799        | Lowell St.                    |
| Quaker-Friends       | 18??        | Aborn St. – C. P.             |
| Raddin               | 1844        | Lynnfield St. – S. P.         |
| New Russell          | 1839        | Intervale                     |
| City Owned Cemetery  |             | Old Country Rd.               |
| Harmony Grove        |             | Mt. Vernon St.                |

## EXISTING CONDITIONS AND TRENDS ANALYSIS

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### 5. Municipal Facilities and Services Data

**Table 5.1. Peabody MWRA Water Use (million gallons)**

|                                | 2000   | 1999             | 1998             | 1997             | 1996             | 1995             | 1994              | 1993   |
|--------------------------------|--------|------------------|------------------|------------------|------------------|------------------|-------------------|--------|
| January                        | 18.352 | 5.273            | 0                | 0.014            | 0                | 2.051            | 0                 | 0      |
| February                       | 23.171 | .0307            | 0                | 0                | 0                | 0.350            | 0                 | 0      |
| March                          | 23.095 | 0.143            | 0                | 0                | 0.473            | 0.017            | 0                 | 0      |
| April                          | 18.582 | 0                | 0.547            | 0.052            | 0.202            | 0                | 0                 | 0      |
| May                            | 2.906  | 8.565            | 7.961            | 2.392            | 8.389            | 0                | 0.077             | 0      |
| June                           |        | 44.873           | 17.865           | 44.171           | 34.986           | 3.839            | 6.789             | 1.460  |
| July                           |        | 56.380           | 41.688           | 51.731           | 35.029           | 15.118           | 14.950            | 14.629 |
| August                         |        | 60.202           | 28.455           | 38.067           | 39.542           | 20.756           | 3.587             | 1.194  |
| September                      |        | 52.586           | 17.286           | 41.308           | 16.521           | 10.274           | 3.644             | 5.161  |
| October                        |        | 51.205           | 3.336            | 28.529           | 0                | 0                | 0.002             | 0.726  |
| November                       |        | 46.756           | 0.616            | 14.989           | 8.4              | 8.400            | 0                 | 0      |
| December                       |        | 35.148           | 2.602            | 1.999            | 0                | 0                | 1.328             | 0      |
| <b>Total</b>                   |        | 361.438          | 120.356          | 223.252          | 137.44           | 60.810           | 30.377            | 23.170 |
| <b>Average Daily Use (MGD)</b> |        | 0.990            | 0.330            | 0.612            | 0.380            | 0.170            | 1.328             | 0.063  |
| <b>Maximum Daily Use</b>       |        | 2.217<br>June 27 | 1.931<br>July 22 | 2.341<br>June 10 | 1.948<br>July 16 | 1.523<br>Nov. 26 | 0.407<br>Sept. 28 | NA     |
| <b>Cost/MG</b>                 |        | \$1,246          | \$1,094          | \$1000           | \$980            | \$876            | \$829             | NA     |
| <b>Total Cost</b>              |        | \$450,351        | \$131,669        | \$223,252        | \$134,691        | \$53,269         | \$25,182          | NA     |

Source: MWRA Water Use.

**Table 5.2. Peabody Water Use Table**

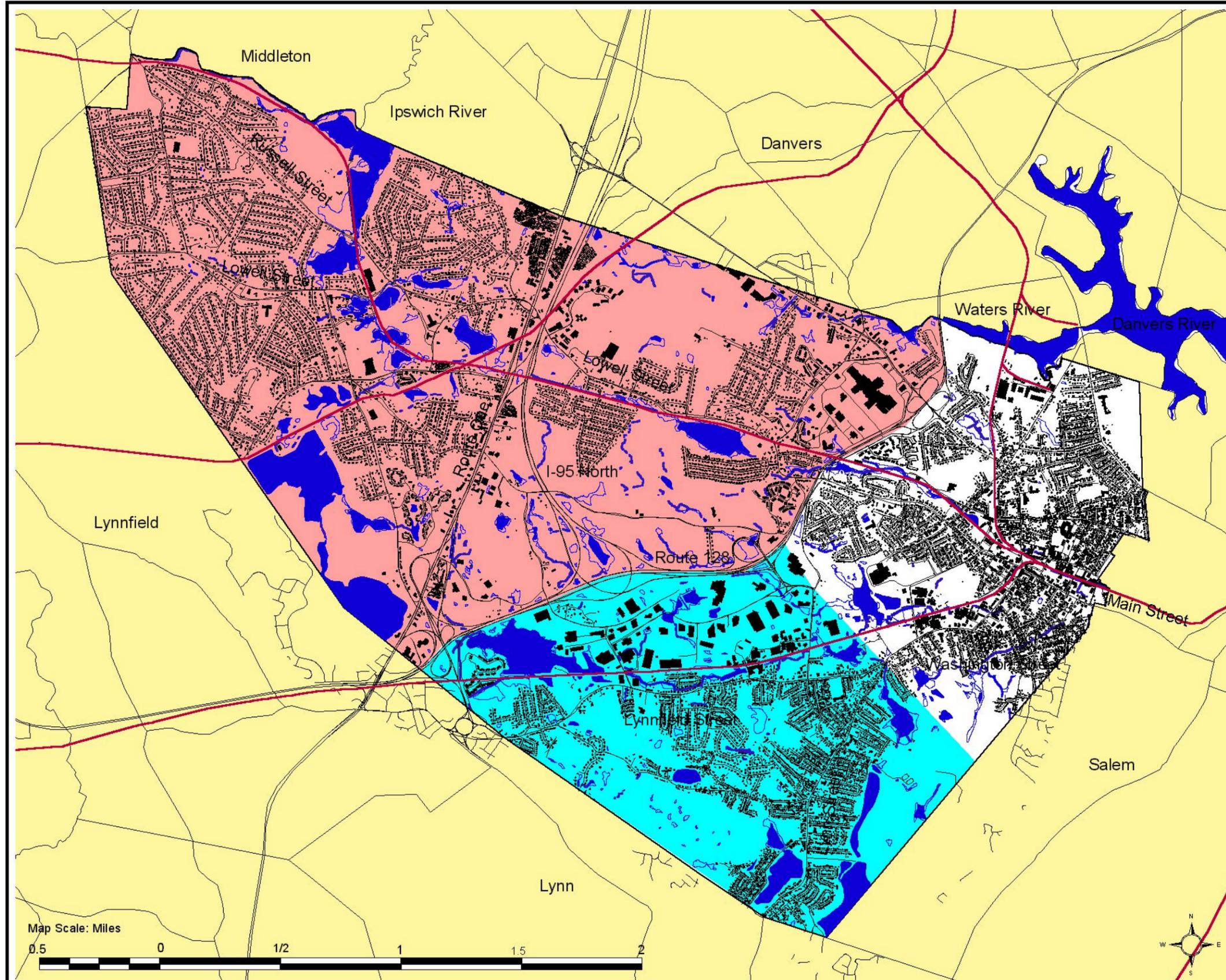
| Year           | Total Water Use (mg) | MWRA Water Use (mg) | MWRA % of Total Water Use | Annual Precipitation (in) | Peabody Population |
|----------------|----------------------|---------------------|---------------------------|---------------------------|--------------------|
| 1980           | 2,650                | 847.4               | 32.0                      | 29.39                     | 46,751             |
| 1981           | 2,869                | 1,454.9             | 50.7                      | 35.71                     | 46,780             |
| 1982           | 2,508                | 462.8               | 18.5                      | 44.61                     | 47,308             |
| 1983           | 2,458                | 180.0               | 7.3                       | 53.60                     | 46,046             |
| 1984           | 2,314                | 232.9               | 10.1                      | 50.24                     | NA                 |
| 1985           | 2,037                | 350.4               | 17.2                      | 36.59                     | 47,350             |
| 1986           | 2,254                | 443.8               | 19.7                      | 44.33                     | 46,708             |
| 1987           | 2,413                | 378.9               | 15.7                      | 45.48                     | 47,227             |
| 1988           | 2,362                | 266.9               | 11.3                      | 34.78                     | 47,376             |
| 1989           | 2,387                | 32.1                | 1.3                       | 42.42                     | 48,484             |
| 1990           | 2,400                | 35.8                | 1.5                       | 46.50                     | 48,832             |
| 1991           | 2,465                | 12.4                | 0.5                       | 42.25                     | 48,485             |
| 1992           | 2,237                | 15.0                | 0.7                       | 43.72                     | 48,550             |
| 1993           | 2,113                | 23.0                | 1.1                       | 43.21                     | 48,036             |
| 1994           | 2,079                | 30.3                | 1.5                       | 47.62                     | 46,740             |
| 1995           | 2,174                | 61.0                | 2.8                       | 35.10                     | 46,512             |
| 1996           | 1,985                | 137.3               | 6.9                       | 52.52                     | 47,170             |
| 1997           | 2,176                | 223.3               | 10.3                      | 30.39                     | 49,560             |
| 1998           | 2,010                | 120.5               | 6.0                       | 53.69                     | 48,752             |
| 1999           | 2,328                | 361.4               | 15.5                      | 37.90                     | 48,383             |
| 2000           | NA                   | 152.7               | NA                        | NA                        | 48,129*            |
| <b>Average</b> | <b>2,211</b>         | <b>277.3</b>        | <b>11.5</b>               | <b>42.5</b>               |                    |

Sources: MWRA Water Use. \*U.S. Census Bureau, Profile of Demographic Characteristics: 2000.

# **EXISTING CONDITIONS AND TRENDS ANALYSIS**

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**EXISTING CONDITIONS AND TRENDS ANALYSIS**



**City of Peabody  
Master Plan 2001**



**Figure I-1  
City of Peabody**

**Legend:**

- Railroad
- Local Roads
- Major Highways (MHD)
- Building
- Water
- Wetlands
- Major Roads - Peabody
- Waterways
- West Peabody
- South Peabody
- Central Peabody

**Notes:**

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**Sources:**

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**EXISTING CONDITIONS AND TRENDS ANALYSIS**

**City of Peabody  
Master Plan 2001**

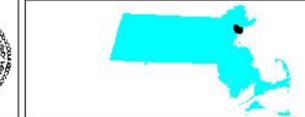


Figure I-2  
Land Use

**Legend:**

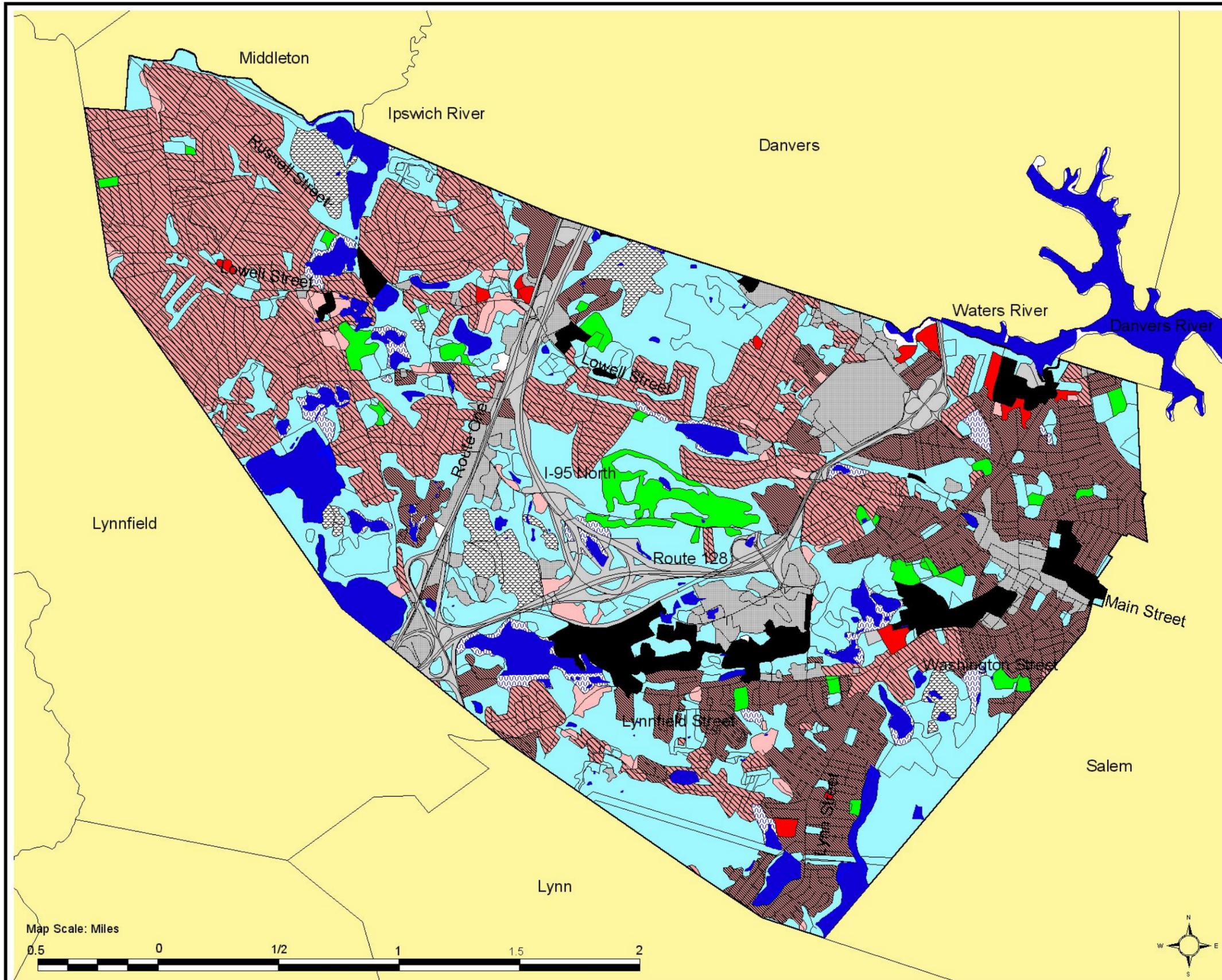
- Land Use (1999)
- Water
  - Open Space: Urban
  - Open Space: Forest
  - Open Space: Open Land
  - Open Space: Woody Perennial
  - Wetlands
  - Farm Land: Pasture
  - Farm Land: Crop Land
  - Recreation: Participatory
  - Recreation: Spectator
  - Residential: Low Density
  - Residential: Medium Density
  - Residential: High Density
  - Residential: Multiple Family
  - Commercial
  - Industrial
  - Mining
  - Transportation
- Water
- Major Roads - Peabody

**Notes:**

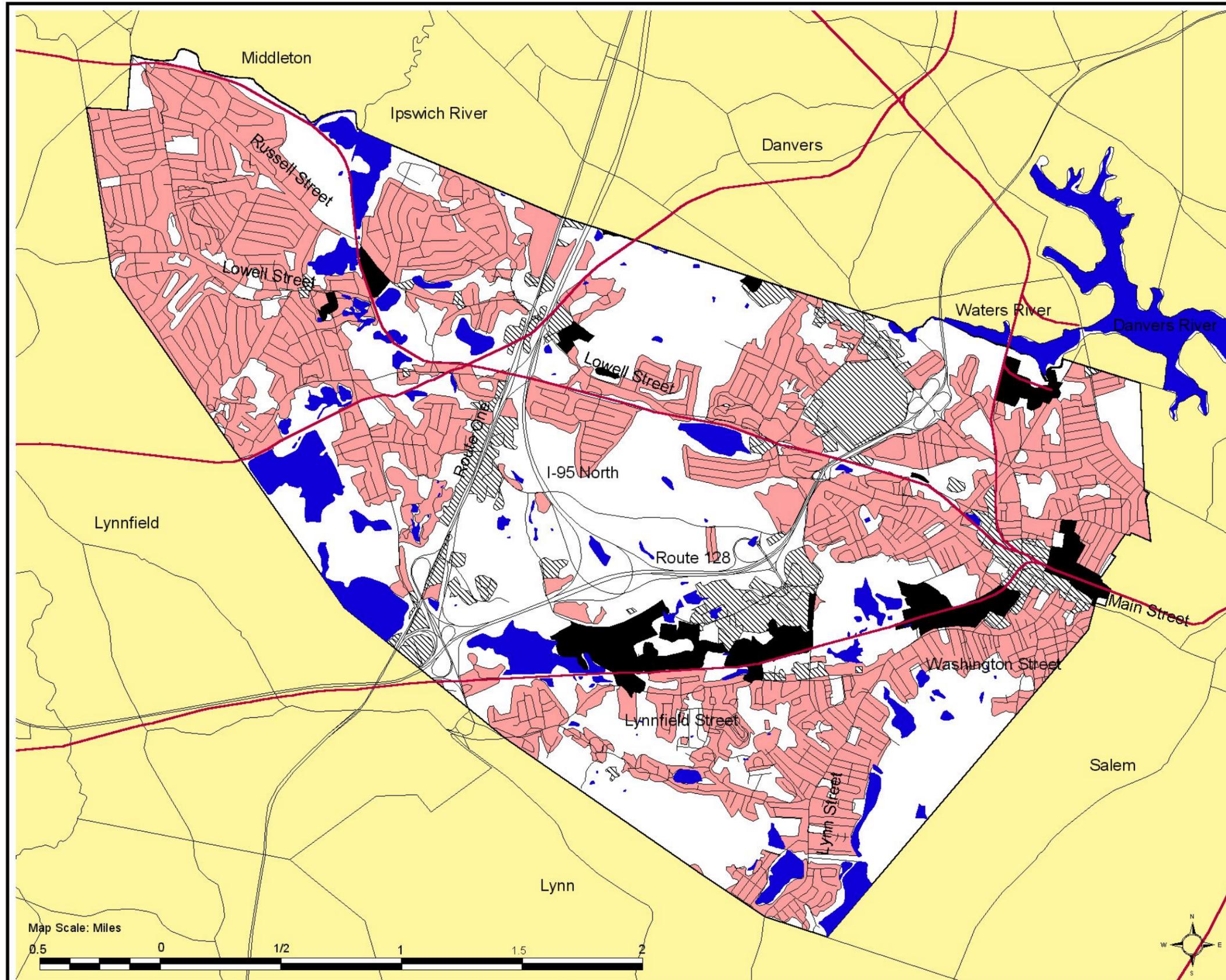
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**EXISTING CONDITIONS AND TRENDS ANALYSIS**



**City of Peabody  
Master Plan 2001**

**Figure I-3  
Districts & Neighborhoods**

**Legend:**

Land Use (1999)

- Residential
- Commercial
- Industrial

Railroad  
 Major Highways (MHD)  
 Water  
 Major Roads - Peabody

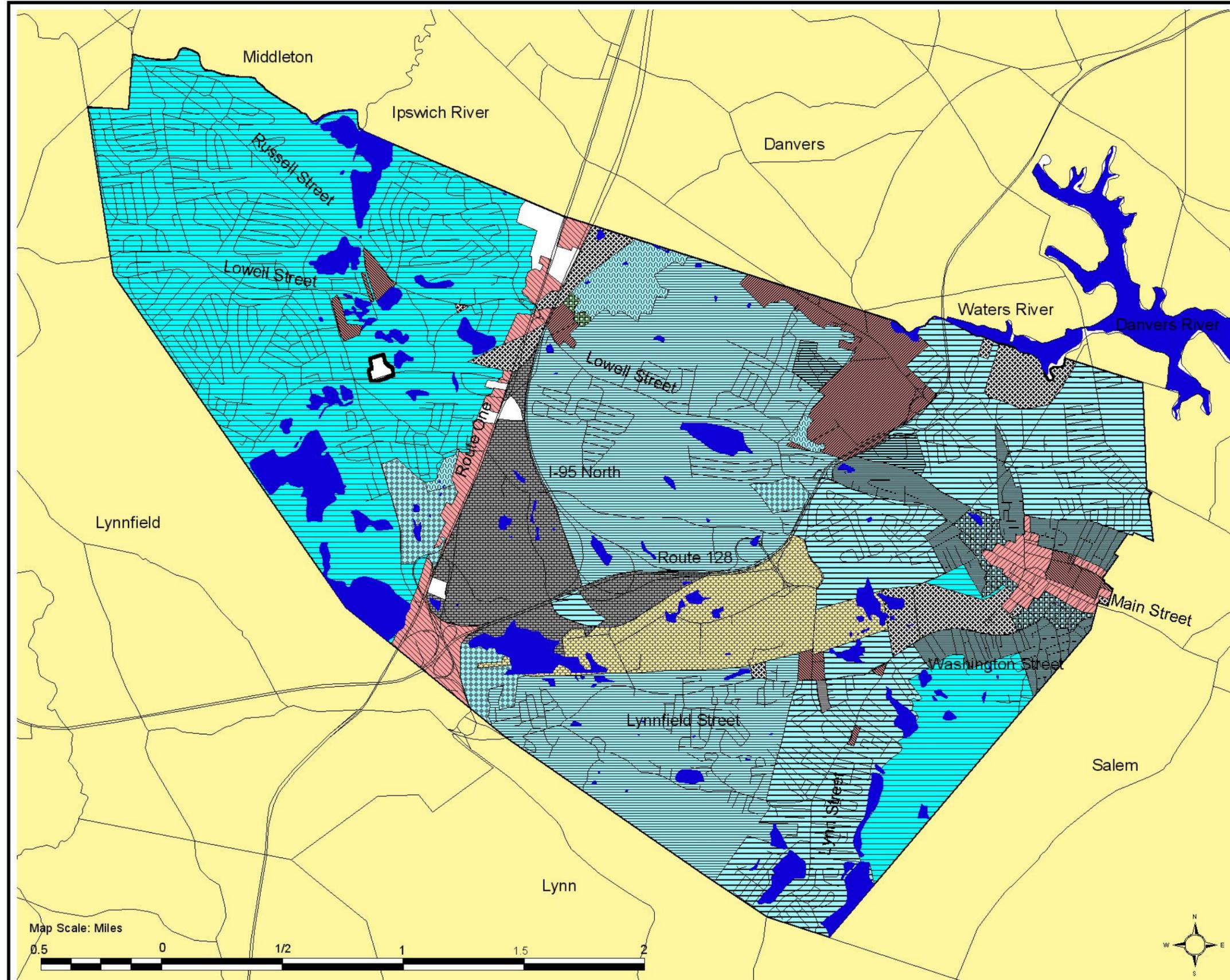
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**EXISTING CONDITIONS AND TRENDS ANALYSIS**



**City of Peabody  
Master Plan 2001**



**Figure I-4  
Zoning**

**Legend:**

- Zoning District (2000)
- R1 - Residential - Single Family
  - R1B - Residential - Single Family
  - R1A - Residential - Single Family
  - R2 - Residential - Two Family
  - R3 - Residential - Multiple Family
  - R4 - Residential - Multiple Family
  - R5 - Residential - Multiple Family
  - PRD - Planned Residential Development
  - MH - Mobile Homes
  - BC - Business Central
  - BH - Business Highway
  - BN - Business Neighborhood
  - BR - Business Regional
  - IL - Industrial Light
  - IP - Industrial Park
  - DDD - Designated Development District
  - MPR - Municipal Properties Reuse District
- Major Highways (MHD)
- Water
- Major Roads - Peabody

**Notes:**

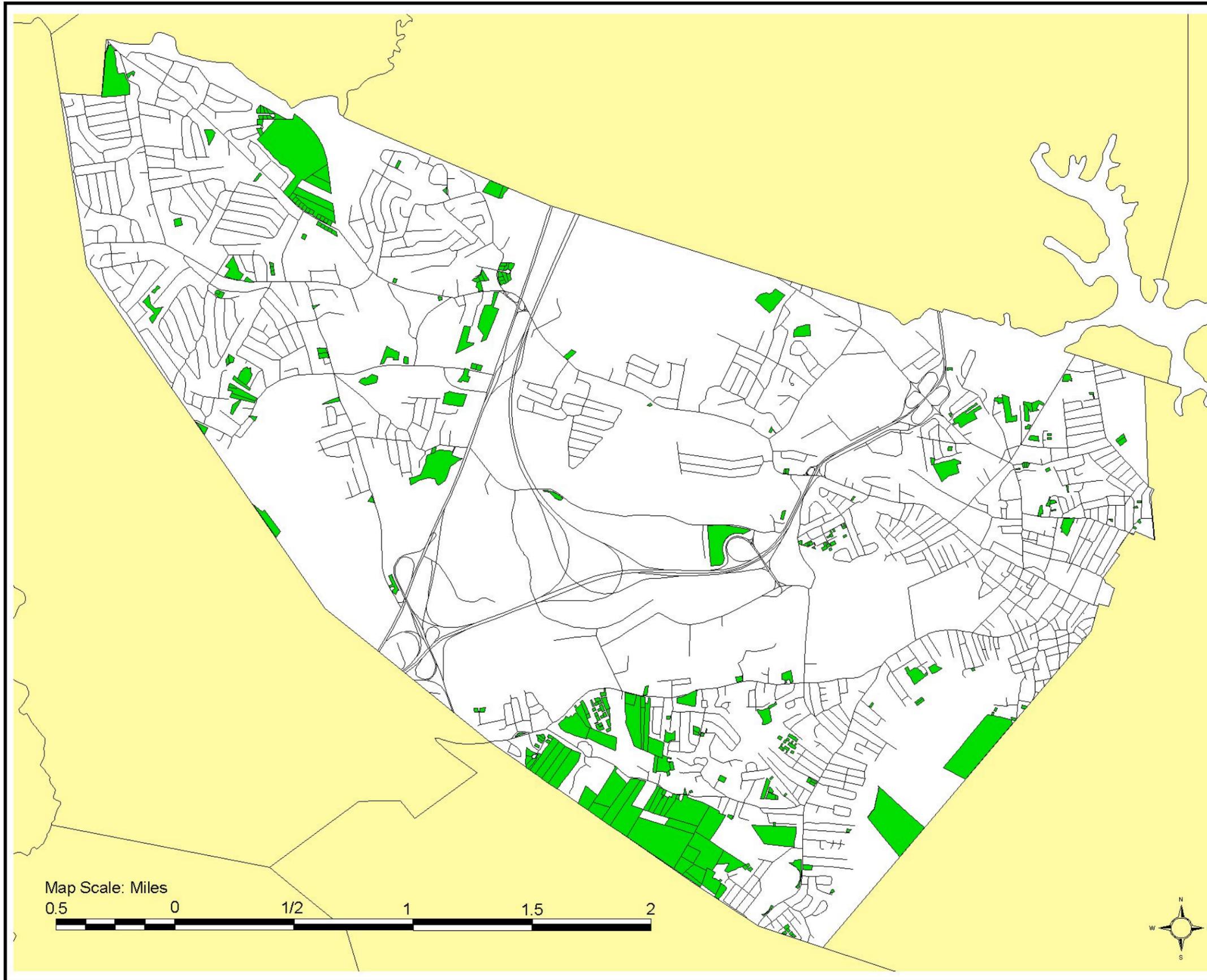
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**EXISTING CONDITIONS AND TRENDS ANALYSIS**



**City of Peabody  
Master Plan 2001**



**Figure I-5  
Buildout Analysis: Residential Properties**

**Legend:**

- Residential Buildout Areas
- City of Peabody
- Major Roads - Peabody

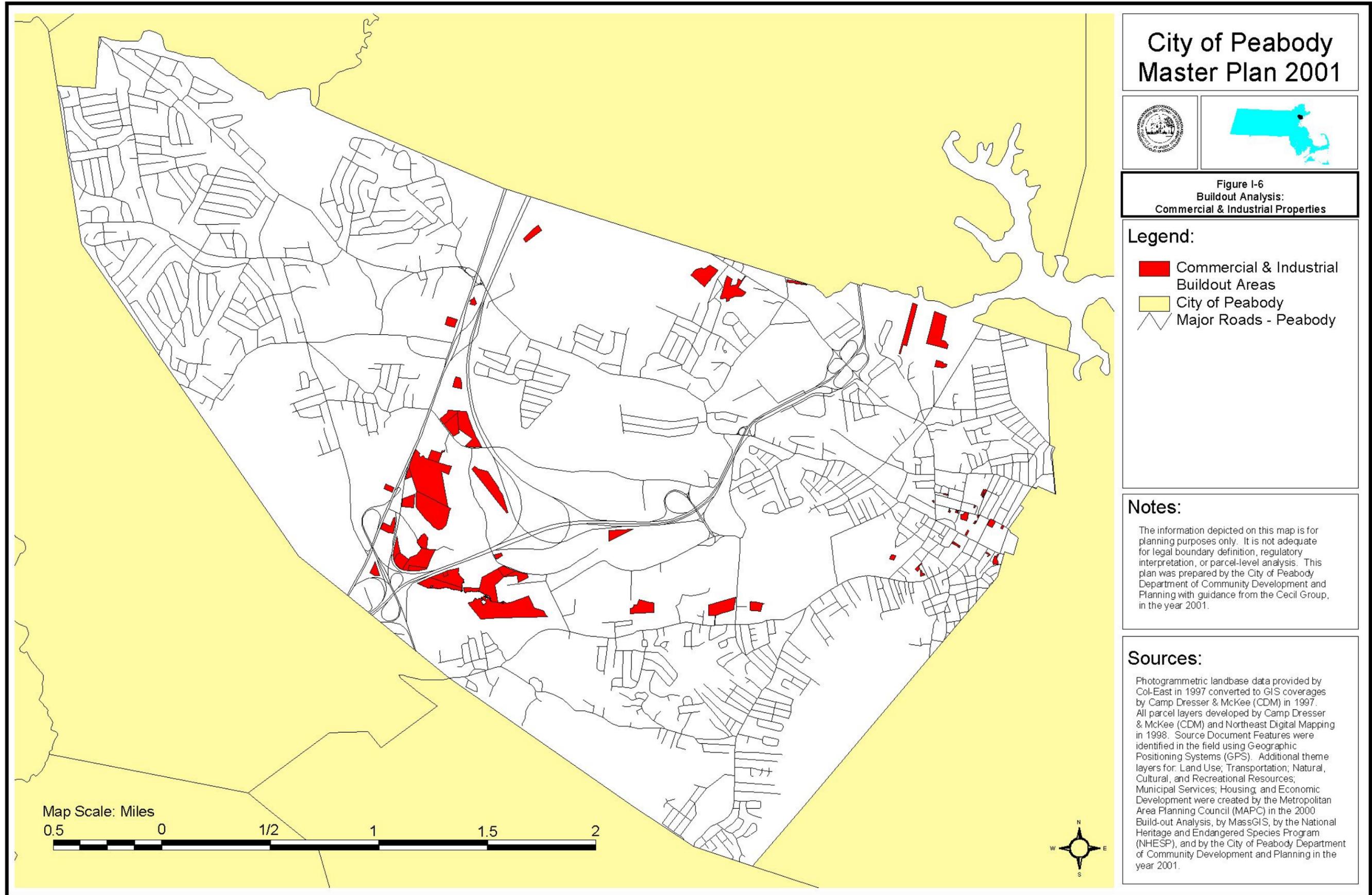
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# EXISTING CONDITIONS AND TRENDS ANALYSIS



## City of Peabody Master Plan 2001



Figure I-6  
Buildout Analysis:  
Commercial & Industrial Properties

### Legend:

- Commercial & Industrial Buildout Areas
- City of Peabody
- Major Roads - Peabody

### Notes:

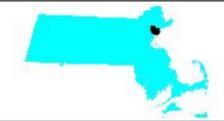
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**EXISTING CONDITIONS AND TRENDS ANALYSIS**

**City of Peabody  
Master Plan 2001**



**Figure II-1  
Commercial & Industrial Districts**

**Legend:**

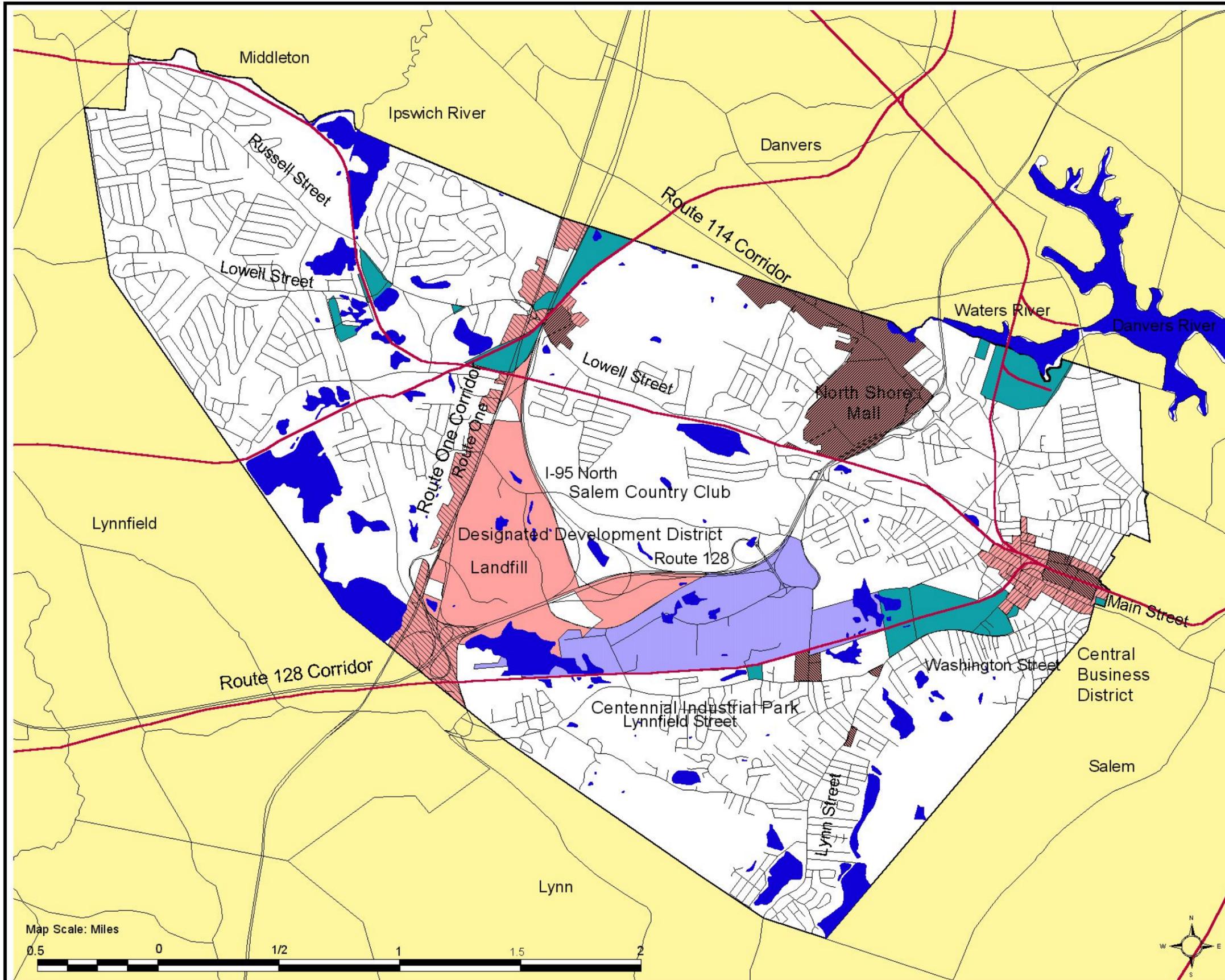
- Zoning District (2000)
- BC - Business Central
  - BH - Business Highway
  - BN - Business Neighborhood
  - BR - Business Regional
  - IL - Industrial Light
  - IP - Industrial Park
  - DDD - Designated Development District
- Railroad  
 Major Highways (MHD)  
 Water  
 Major Roads - Peabody

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**EXISTING CONDITIONS AND TRENDS ANALYSIS**

**City of Peabody  
Master Plan 2001**



**Figure III-1  
Future Housing Map**

**RESIDENTIALLY ZONED UNDEVELOPED PARCELS**

**BY ZONING DISTRICT**

| Zoning District | Number of Parcels | Average Size (Acres) | Median Size (Acres) |
|-----------------|-------------------|----------------------|---------------------|
| R5              | 1                 | 0.630                | 0.630               |
| R4              | 6                 | 0.228                | 0.213               |
| R3              | 2                 | 0.275                | 0.275               |
| R2              | 44                | 0.353                | 0.140               |
| R1B             | 10                | 0.289                | 0.190               |
| R1A             | 192               | 0.811                | 0.124               |
| R1              | 276               | 1.905                | 0.355               |

**BY PEABODY REGION**

| Peabody Region  | Number of Parcels | Average Size (Acres) | Median Size (Acres) |
|-----------------|-------------------|----------------------|---------------------|
| Central Peabody | 139               | 0.293                | 0.138               |
| South Peabody   | 259               | 1.818                | 0.195               |
| West Peabody    | 133               | 1.428                | 0.164               |

- Legend:**
- Undeveloped Residential Parcels
  - City of Peabody
  - Major Roads - Peabody
  - West Peabody
  - South Peabody
  - Central Peabody

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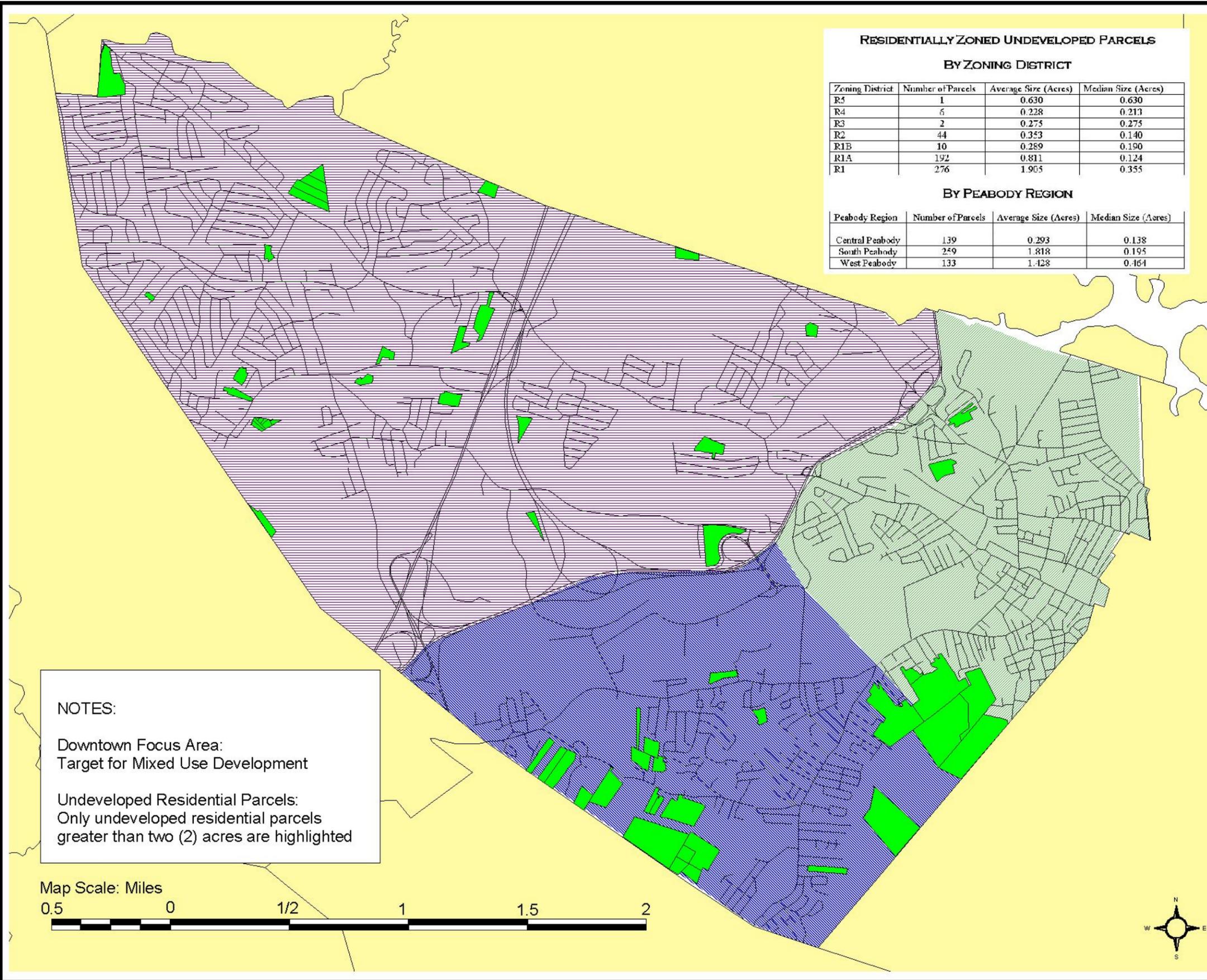
**Sources:**

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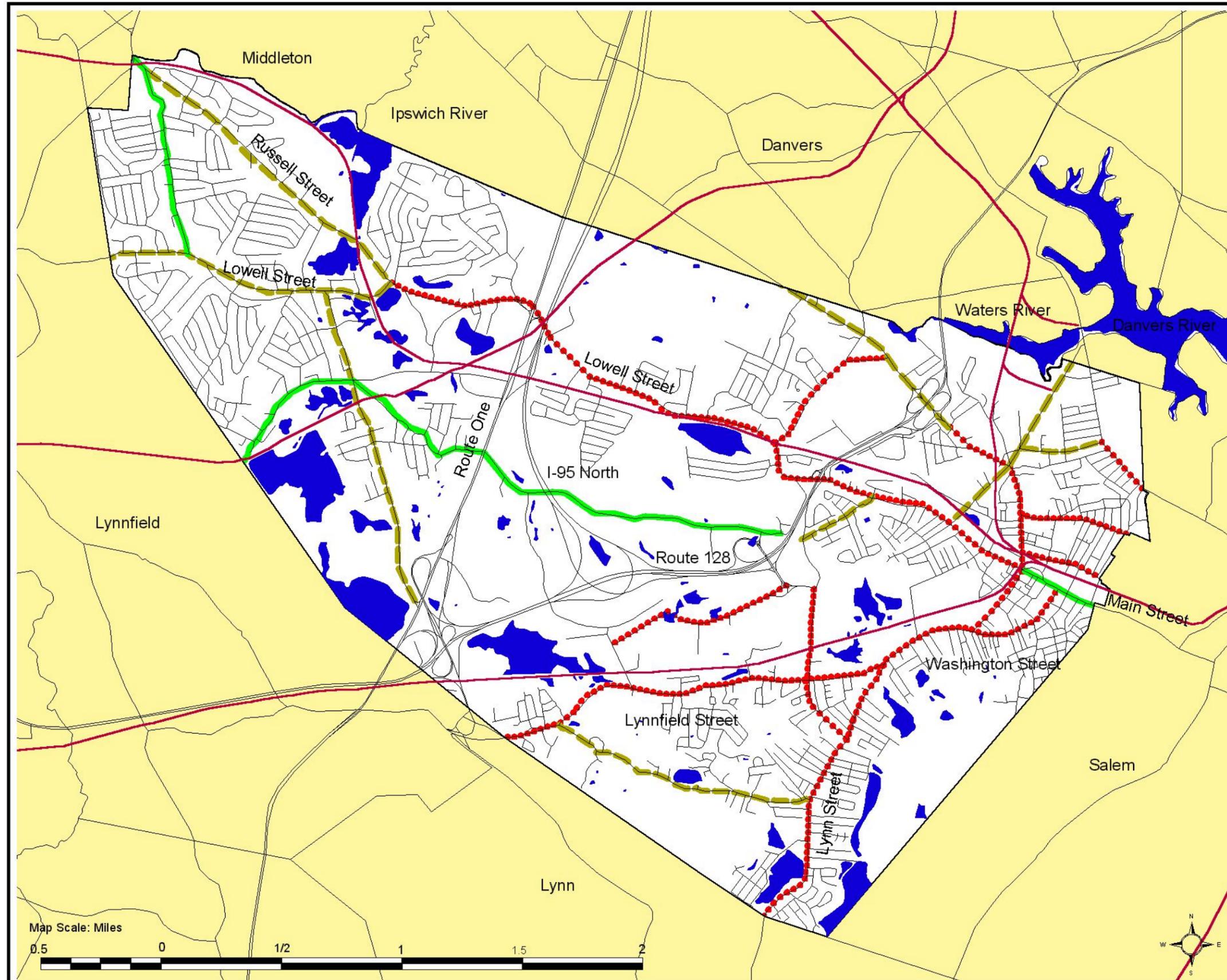
**NOTES:**

Downtown Focus Area:  
Target for Mixed Use Development

Undeveloped Residential Parcels:  
Only undeveloped residential parcels greater than two (2) acres are highlighted



**EXISTING CONDITIONS AND TRENDS ANALYSIS**



**City of Peabody  
Master Plan 2001**



**Figure IV-1  
Local Street System  
Level of Service**

**Legend:**

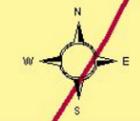
- Railroad
- Major Highways (MHD)
- City of Peabody
- Water
- City of Peabody
- Major Roads - Peabody
- Level of Service A & B
- Level of Service C & D
- Level of Service E & F

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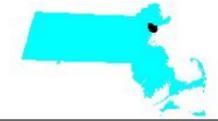
**Sources:**

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**EXISTING CONDITIONS AND TRENDS ANALYSIS**

**City of Peabody  
Master Plan 2001**



**Figure IV-2  
Public Transit Coverage**

**Legend:**

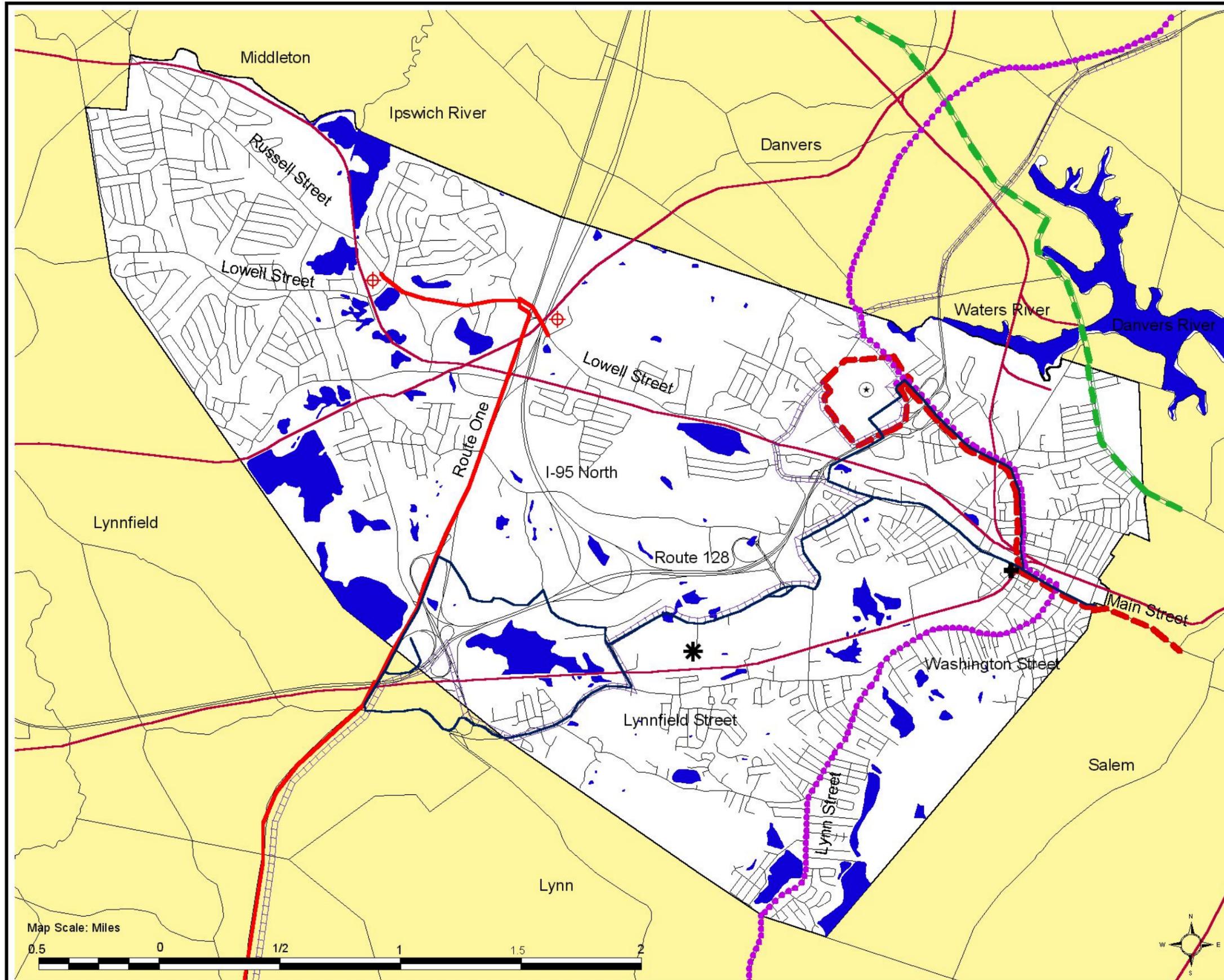
- Centennial Industrial Park
- Peabody Square
- North Shore Mall
- Peabody Transit
- Coach Bus Direct to Boston
- Coach Bus Route to Boston
- MBTA Route 435
- MBTA Route 436
- MBTA Route 458 / 468
- MBTA / ABC Route 718
- Railroad
- Major Highways (MHD)
- Water
- Major Roads - Peabody

**Notes:**

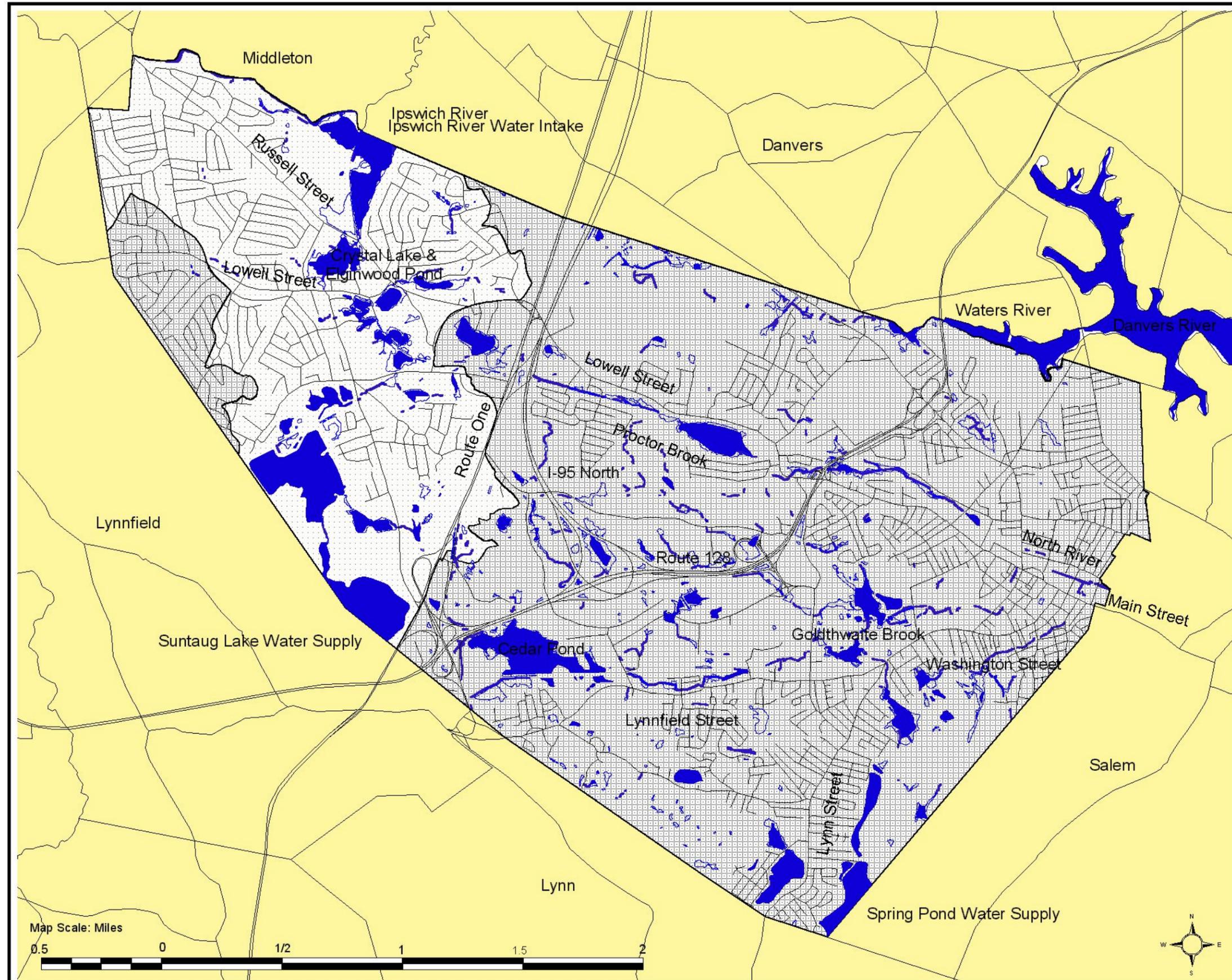
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**EXISTING CONDITIONS AND TRENDS ANALYSIS**



**City of Peabody  
Master Plan 2001**

Figure V-1  
Watersheds & Surface  
Water Resources

**Legend:**

**Water Resources**

- Water
- Wetlands
- Major Roads - Peabody
- Waterways

**Major Basins**

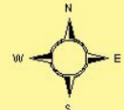
- IPSWICH
- NORTH COASTAL
- Major Highways (MHD)

**Notes:**

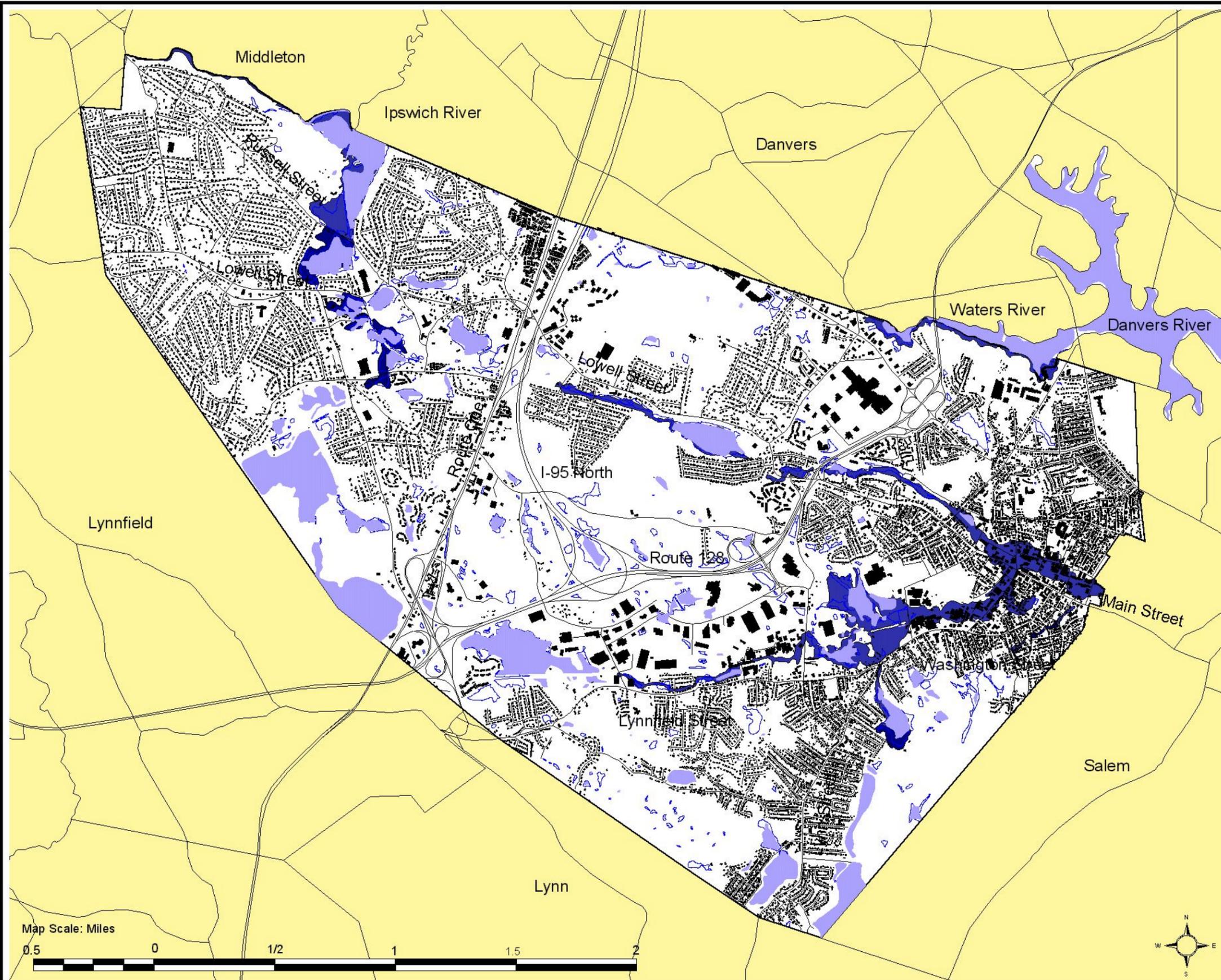
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**Sources:**

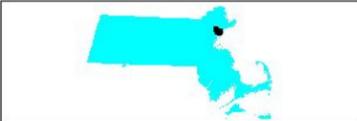
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**EXISTING CONDITIONS AND TRENDS ANALYSIS**



**City of Peabody  
Master Plan 2001**



**Figure V-2  
Flood Zones & Development**

**Legend:**

- FEMA Flood Zones
  - 100 Year
  - 500 Year
- Major Highways (MHD)
- Building
- Water
- Wetlands
- Major Roads - Peabody

**Notes:**

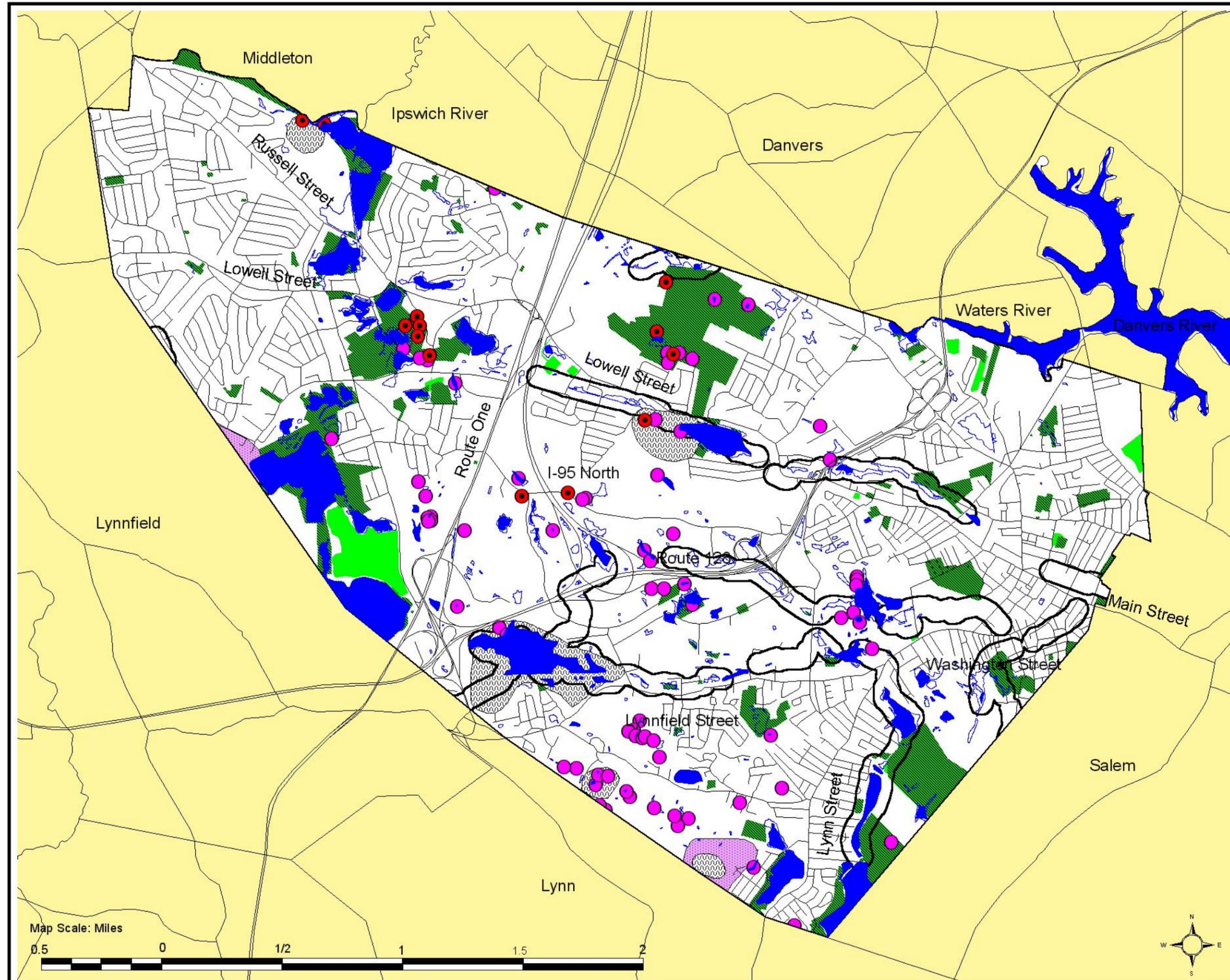
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**Sources:**

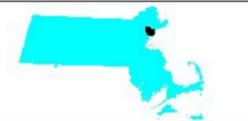
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**EXISTING CONDITIONS AND TRENDS ANALYSIS**



**City of Peabody  
Master Plan 2001**



**Figure V-3  
Natural Resources & Open Space**

**Legend:**

- Major Highways (MHD)
- City of Peabody
- Water
- City of Peabody
- NHESP 1999-2001 MA Certified Vernal Pools
- Potential Vernal Pools
- Riparian Corridors
- NHESP 1999-2001 Habitats of Rare Wildlife
- Wetlands
- Major Roads - Peabody
- NHESP 1999-2001 State-Listed Rare Species
- Protected Open Space
- Cemetery

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**EXISTING CONDITIONS AND TRENDS ANALYSIS**

**City of Peabody  
Master Plan 2001**



**Figure V-4  
Parks & Recreation Resources**

**Legend:**

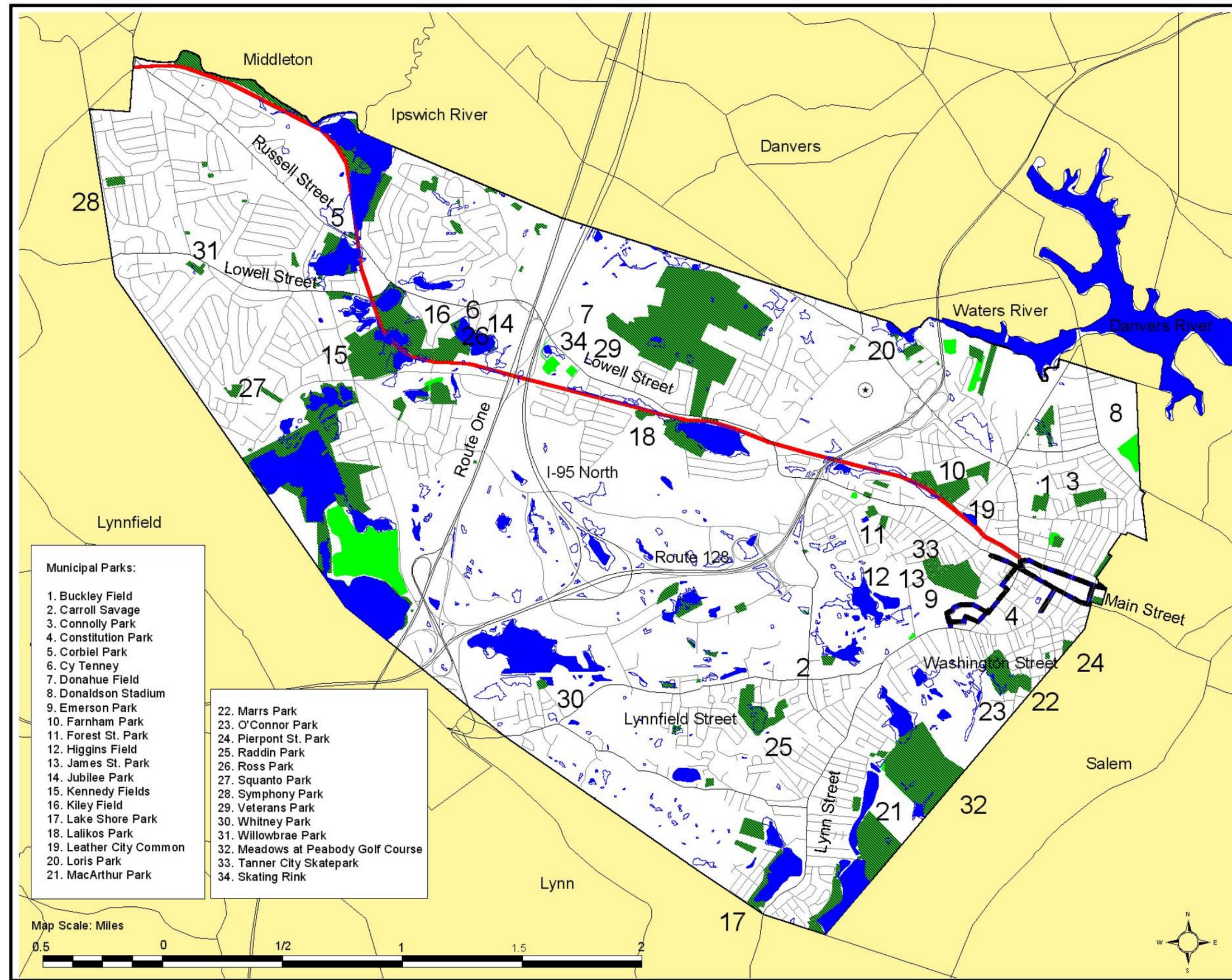
- ⊙ North Shore Mall
- △ Major Highways (MHD)
- City of Peabody
- Water
- City of Peabody
- ▨ Wetlands
- ▨ Major Roads - Peabody
- ▨ Peabody Bikeway
- ▨ Riverwalk & Historic Trail
- ▨ Protected Open Space
- Cemetery

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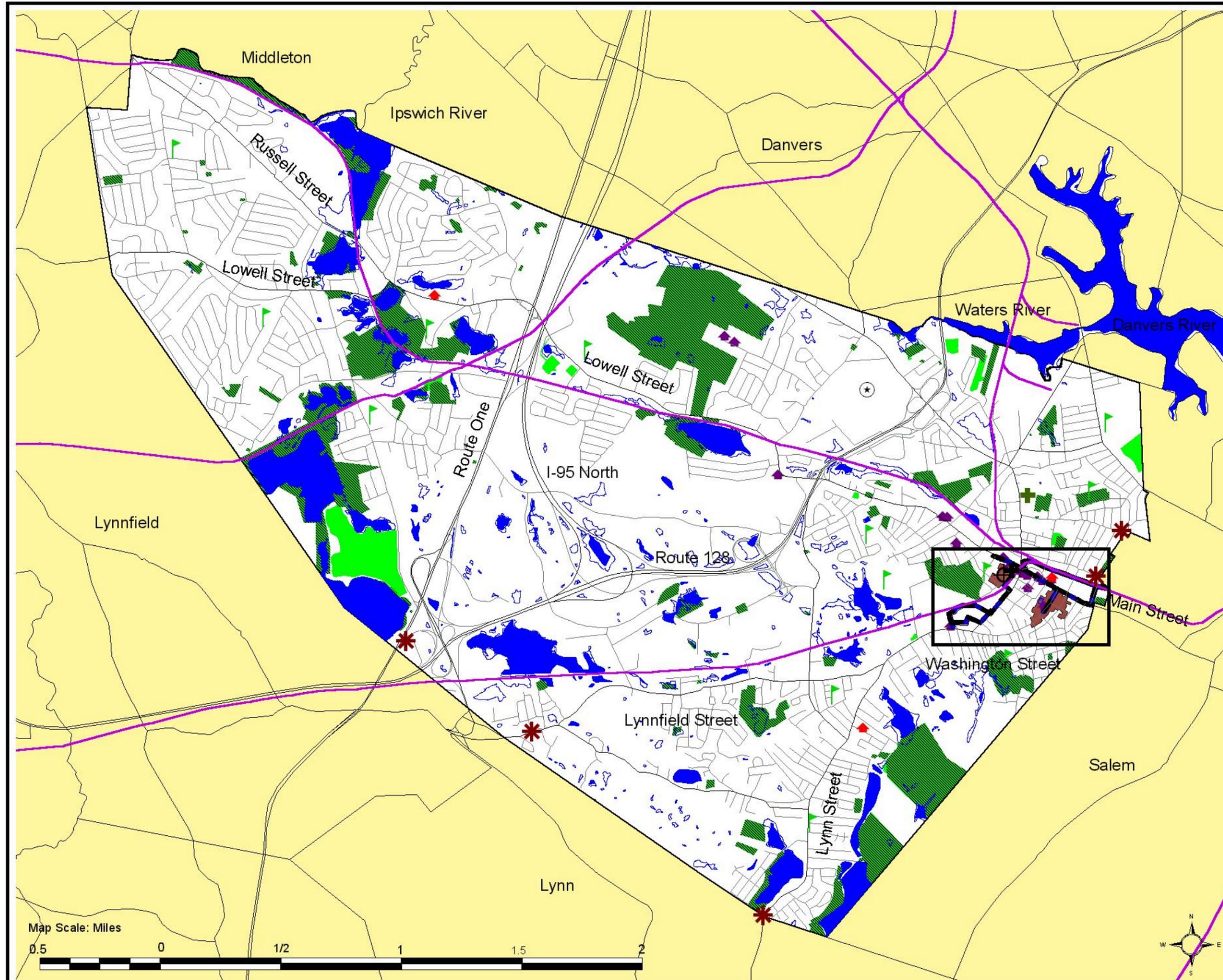


- Municipal Parks:**
1. Buckley Field
  2. Carroll Savage
  3. Connolly Park
  4. Constitution Park
  5. Corbiel Park
  6. Cy Tenney
  7. Donahue Field
  8. Donaldson Stadium
  9. Emerson Park
  10. Farnham Park
  11. Forest St. Park
  12. Higgins Field
  13. James St. Park
  14. Jubilee Park
  15. Kennedy Fields
  16. Kiley Field
  17. Lake Shore Park
  18. Lalikos Park
  19. Leather City Common
  20. Loris Park
  21. MacArthur Park

22. Marrs Park
23. O'Connor Park
24. Pierpont St. Park
25. Raddin Park
26. Ross Park
27. Squanto Park
28. Symphony Park
29. Veterans Park
30. Whitney Park
31. Willowbrae Park
32. Meadows at Peabody Golf Course
33. Tanner City Skatepark
34. Skating Rink



**EXISTING CONDITIONS AND TRENDS ANALYSIS**



**City of Peabody  
Master Plan 2001**

**Figure VI-1  
Cultural & Historical Resources**

**Legend:**

- Gateways
- Peabody Square
- North Shore Mall
- City Hall
- Libraries
- Community Life Center
- Schools
- Railroad
- Major Highways (MHD)
- City of Peabody
- Water
- Wetlands
- Major Roads - Peabody
- Riverwalk & Historic Trail
- State Register of Historic Properties
- Historic Districts
- Protected Open Space
- Cemetery

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# City of Peabody Master Plan 2001



Figure VI-2  
Downtown Cultural, Recreational  
& Historic Resources

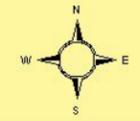
- Legend:**
- \* Gateways
  - ◆ State Register of Historic Properties
  - ⊕ Peabody Square
  - ⊕ Peabody Transit
  - ⊕ MBTA Route 435
  - ⊕ MBTA Route 436
  - ⊕ MBTA Route 458 / 468
  - ⊕ MBTA / ABC Route 718
  - ⊕ City Hall
  - ⊕ Libraries
  - ⊕ Community Life Center
  - ⊕ Fire Stations
  - ⊕ Schools
  - ⊕ Railroad
  - Building
  - ⊕ Major Roads - Peabody
  - ⊕ Peabody Bikeway
  - ⊕ Riverwalk & Historic Trail
  - ⊕ Waterways
  - Historic Districts
  - Protected Open Space
  - Cemetery

**Notes:**

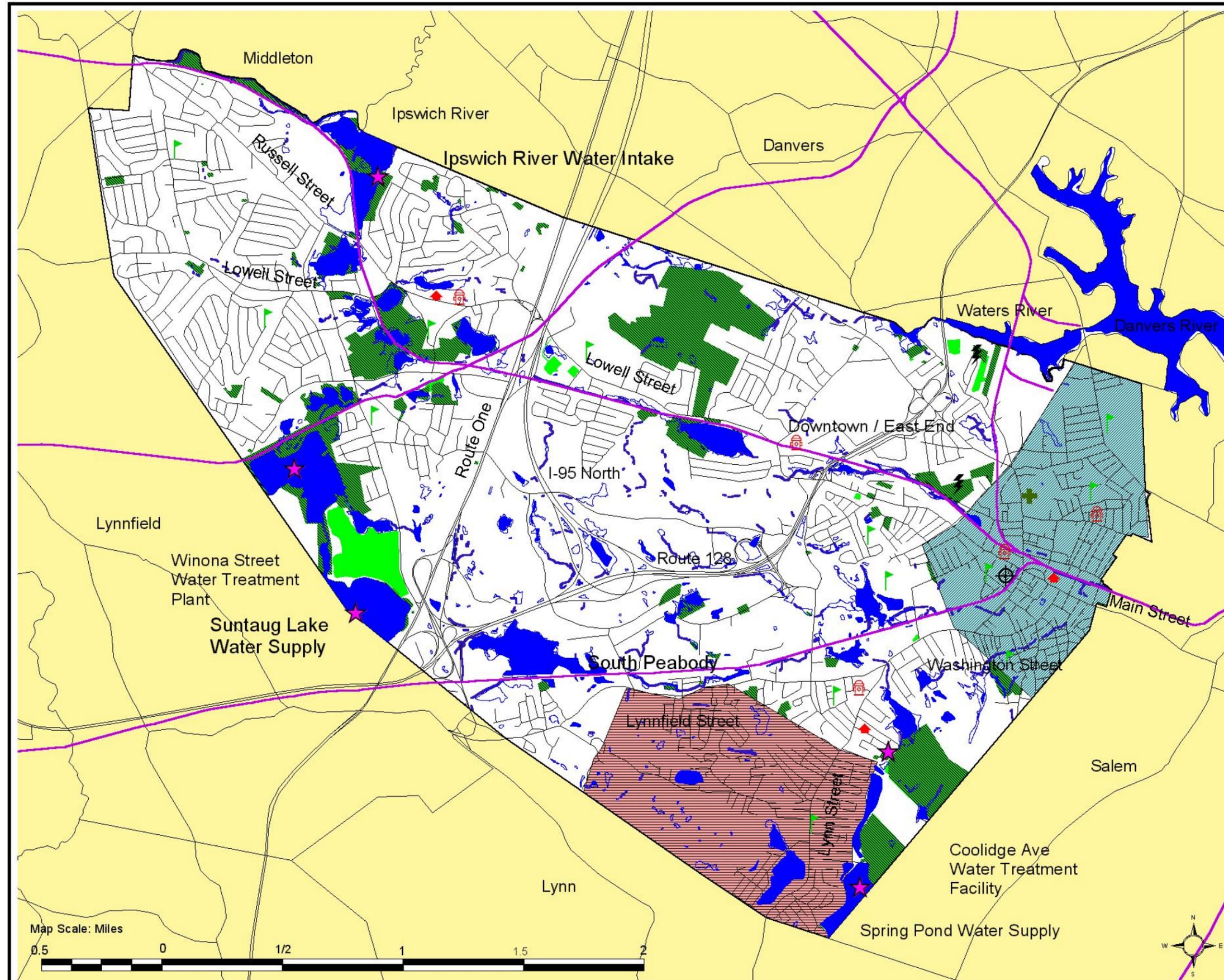
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**EXISTING CONDITIONS AND TRENDS ANALYSIS**



**City of Peabody  
Master Plan 2001**

**Figure VII-1  
Municipal Facilities &  
Infrastructure Limitations**

**Legend:**

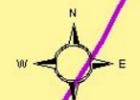
- City Hall
- Municipal Light Plant
- Libraries
- Community Life Center
- Fire Stations
- Schools
- Public Water Supply Source
- Railroad
- Major Highways (MHD)
- City of Peabody
- Water
- City of Peabody
- Wetlands
- Major Roads - Peabody
- Waterways
- Water Quality / Pressure / Sewer Capacity
- Limited Fire Water Flow
- Historic Districts
- Protected Open Space
- Cemetery

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**EXISTING CONDITIONS AND TRENDS ANALYSIS**

**City of Peabody  
Master Plan 2001**



**Figure VII-2  
Downtown Flooding**

**Legend:**

- FEMA Flood Zones
  - 100 Year
  - 500 Year
- Topography
- City of Peabody
- Water
- City of Peabody
- Wetlands
- Major Roads - Peabody
- Railroad
- Major Highways (MHD)
- Building
- Waterways
- City Hall
- Municipal Light Plant
- Libraries
- Community Life Center
- Fire Stations
- Schools

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