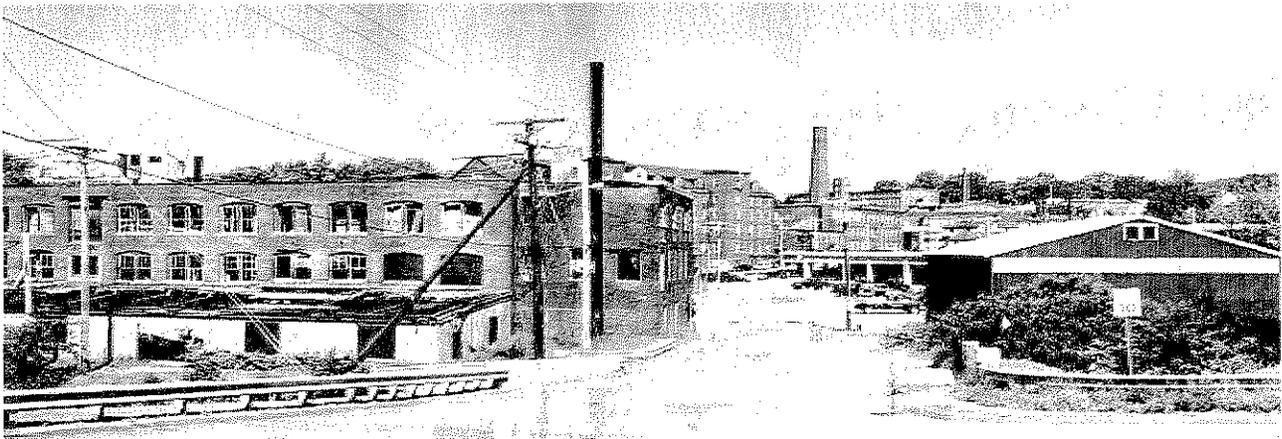


AMESBURY'S CENTRAL INDUSTRIAL ZONING DISTRICT (CIZD)

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**ECONOMIC DIVERSIFICATION STRATEGY**

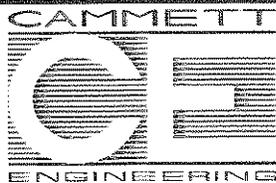
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September 17, 1998

**PREPARED FOR  
THE TOWN OF AMESBURY  
THE HONORABLE NICHOLAS J. COSTELLO, MAYOR  
OFFICE OF COMMUNITY & ECONOMIC DEVELOPMENT  
JOSEPH W. FAHEY, DIRECTOR**

**WOODMAN ASSOCIATES**  
Architecture  
Urban Design  
Newburyport, MA

**THE EDGE GROUP**  
Economics & Marketing  
Lowell, MA



Civil Engineering  
Landscape Architecture

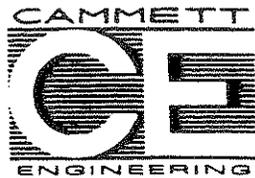
Urban Planning  
Land Surveying

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CHAPTER 1.0  
SUMMARY

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## **1.1 PLANNING ISSUES**

Amesbury is at the threshold of a new economic era. Businesses and home buyers are looking at Amesbury as the place to be. Public and private construction projects throughout the town are transforming a tired industrial area into an up and coming town with new high tech businesses and residential neighborhoods.

The Central Industrial Zoning District is a forty five acre area that serves as the industrial core of the town. The upper and lower millyards are the focus of redevelopment efforts to renovate older mill buildings, and attract new uses and businesses to Amesbury.

If the town is to succeed in transforming both its physical image and economy, the business community and local government must step forward with long-range vision and bold plans. This report sets forth a series of steps and a proposed land use plan to carry the lower millyard and surrounding area into the twenty first century.

During the conduct of this study, the consultant team has had numerous discussions with the Mayor, Office of Community and Economic Development staff, the Alliance for Amesbury, and property owners. The team encountered a wide variety of attitudes, opinions, and views. The discussion that follows is based on perceptions and observations of the team. Discussion of detailed issues relative to specific areas and buildings are found in Chapter 3.0.

### **ISSUE 1: LEADERSHIP**

Amesbury has been fortunate during the past few years in securing funding for numerous public improvement projects, and in attracting new private development. Recent projects being planned and built include:

- Downtown/Main Street improvements
- Supermarket & Route 110 improvements
- Carrige Mills Complex
- Powwow Riverwalk
- Visitor's Center
- Camp Kent Environmental Center
- Osco Drug Store
- Hatter's Point Renovation
- Arts & Craft District
- New Street Signs
- Hunt Road Renovation

While these projects are distributed throughout the Town, many redevelopment opportunities exist within the upper and lower millyards, and adjacent historic industrial areas of Town.

**The Central Industrial Zoning District contains several underutilized parcels, which if they were to be redeveloped, would do much to improve the economy and visual appearance of the area.** It will take foresight, determination, and a strong sense of marketing to build consensus among the property owners, and move a plan forward. The consultants feel that the best way for this to happen, is to continue the existing public/private partnership between the Town, the Alliance for Amesbury, and private property owners. The most logical person to serve as team leader for this effort is the Mayor.

*The time is right for the Mayor to take a strong role in establishing a direction for redeveloping the Central Industrial Zoning District. This includes setting goals and policies, and developing a strong working relationship between the public and private sectors to implement this plan.*

### **ISSUE 2: IDENTIFYING A THEME FOR THE CENTRAL INDUSTRIAL ZONING DISTRICT**

As stated in the draft BONZ study for the Upper Millyard, Amesbury must take steps to create its own market as a destination, as a "place to come to." Amesbury is fortunate in having several resources to draw upon: its history as a forerunner in the carriage and shipbuilding industries, its artists and crafters, its riverfront and orientation to the Merrimac River, its small town character and friendliness, its distinct neighborhoods and varied topography, and its open space and natural resources.

The Central Industrial Zoning District is at the center of all this. An opportunity exists to create a place not only where people live and work, but a place where people can also recreate and spend leisure time, where shops, restaurants, and light industry coexist side by side.

*The Town should continue to implement the "Victorian" marketing theme and identity for the Town, and aggressively promote this theme in a broad area.*

### **ISSUE 3: IMPROVED PHYSICAL IMAGE**

Much is currently being done throughout the Town to improve roads, sidewalks, and infrastructure. The CIZD would benefit from similar improvements to help make it a more attractive and interesting place to conduct business.



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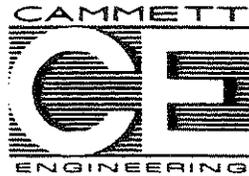
## **1.2 SUMMARY CONCLUSIONS**

- 1.2.1 **Land use in the Central Industrial Zoning District has been, and will continue to be in transition.** This transition is occurring on two fronts:
- Historic heavy industry (auto and carriage manufacturing) has been replaced by high-tech industry and light manufacturing. The most visible evidence of this is the complete disappearance of railroad service to the area, and the emergence of newer high-tech research and manufacturing firms.
  - Older mill buildings are being converted to non-industrial uses.
- 1.2.2 **An ongoing need in Amesbury is to continue to expand the Victorian theme that will attract tourists and shoppers.** This theme should be representative of a wide array of Victorian design motifs. These motifs should be carried out in architectural design and materials, streetscape lighting, paving, and signage.
- 1.2.3 **Considerable land in the Lower Millyard is being underutilized.** (Refer to figures 1.1, 1.2 and 3.10) The four properties shown represent over three acres with about 1,000 feet of shoreline along the Back River, and another 350 feet of shoreline along the Powwow River. The three buildings south of Water Street contain over 26,000 square feet of ground floor area.
- 1.2.4 **The public review and approval process may be confusing to applicants.** Amesbury's Town Hall and government staff is generally looked upon as friendly and helpful. Efforts to define a permit tracking system are presently underway. The difficulty arises from the labyrinth of federal, state, and local regulations that have been promulgated in recent years. The solution rests not with reducing the number of regulations, but with their efficient and effective administration.

### 1.3 PROPOSED ACTION STEPS

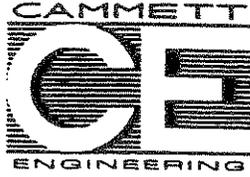
	PROPOSED ACTION STEPS	WHO	PROJECTED TIME FRAME	CLUSTER
1	Adopt this area plan and Land Use Plan as town policy for CIZD.	Mayor/Municipal Council, Planning Board, Alliance for Amesbury	6 Months	ALL
2	Locate a new interim site for public works facility, move public works	Mayor, OCED, Tim Haskell	1 Year	3A
3	Conduct MDFA Study for Carriage Hill Cluster	OCED, Alliance, All Property Owners*	6 months	3
3a	Determine Highest & Best use for Nichols Property, and initiate Site Selection for relocation.	MDFA Grant	6 months	3B
3b	Determine Highest & Best use for DPW property & Wharf Bldg, and Site Selection for permanent location.	MDFA Grant	6 months	3A
3c	Determine site capacity and feasibility for expansion/renovation potential within Carriage District.	MDFA Grant	6 months	3
3d.	Identify funding sources for Public Improvements, such as CDAG,EDSA, PWED	OCED	on-going	ALL
4	Install Drainage improvements at Cedar Street	DPW Town Engineer	1 year	1

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	PROPOSED ACTION STEPS	WHO	PROJECTED TIME FRAME	CLUSTER
5	Repair and open R street bridge	Mayor Town Engineer State	1 year	2
6	Revise CIZD Bylaw to Allow Mixed uses (commercial/office retail) within CIZD	OCED Municipal Council	6 months	ALL
7	Maximize Public Parking Opportunities	OCED Town Engineer	6 months - 2 years	3
8	Enhance StreetsScape and pedestrian access on Elm Street from Market Square to "R" St. and "R" Street from Elm to Cedar. Reactivate Cedar, Elm, and "R" PWED Application	OECD Property Owners	1-2 years	1,2
9	Construct Paved Parking and landscaping at Artworks	Property Owners	1-2 years	1
10	Preserve Carriage Hill Intersection	Property Owners Historic Comm..	1-5 years	3D
11	Redevelop/Renovate Oak Street Mill Buildings	Property Owner or developer	1-5 years.	4
12	Redevelop/Renovate 25 Cedar Street, Declare Surplus, Issue RFP	OECD & New Property Owner or developer	1-5 years	1
13	Design and install a coordinated signage system throughout the CIZD. Develop a logo/theme for all street and directional/information signs.	Mayor OCED Property Owners	On going	ALL



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	PROPOSED ACTION STEPS	WHO	PROJECTED TIME FRAME	CLUSTER
14	Review River's Act requirements for urban/industrial exemptions.	OCED Consultant	1-4 months	ALL
15	Coordinate Elm Street reconstruction/improvements (TIP 2000) with CIZD improvements.	OCED Town Engineer	1-2 years	2
16	Take steps to clarify the public review & approval process	Town Planner OECD	6 months - 1 yr. (on-going)	
17	Hire an Assistant Planner	OECD	6 months	
18	Support and expand the local artisan community	Mayor Alliance	on-going	

**\*Town of Amesbury**

- Bartley
- Healy
- Nichols/Bashaw
- R & E Metals
- Colin Cash/Matick
- Nanco
- Walter Israel

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## **1.4 GOALS FOR THE CENTRAL INDUSTRIAL ZONING DISTRICT**

- 1.4.1 To create a high quality mixed use commercial/industrial area with a balance of small and medium size businesses which are mutually supportive.
- 1.4.2 To encourage and provide opportunities for small industries to locate and prosper in Amesbury by providing available sites, and assistance with the permitting process.
- 1.4.3 Take action to insure that adequate infrastructure is in place.
- 1.4.4 By applying reasonable performance and design standards, insure that proposed industrial uses are compatible with adjacent neighborhoods, and comply with environmental polices.
- 1.4.5 Provide public - private support mechanisms and agreements to induce economic activity.
- 1.4.6 To assist property and business owners with the public approval and permit process.

## **1.5 POLICIES FOR THE CENTRAL INDUSTRIAL ZONING DISTRICT**

### **ECONOMIC DEVELOPMENT**

- 1.5.1 The Town shall provide opportunities and incentives for property owners of older industrial buildings to renovate, restore, and improve their buildings.
- 1.5.2 The Town shall secure funding and implement public improvement projects including roadways, utilities, lighting, and signage.
- 1.5.3 The Town shall promote new business growth and development by continuing to work with the Alliance for Amesbury to develop joint strategies for redevelopment.
- 1.5.4 The Town and Alliance should work together to assist individual businesses and property owners in defining future expansion needs for proposed commercial/industrial land uses.
- 1.5.5 The Town shall assist developers of older mill buildings in complying with required code and ADA updates, so that renovations are cost/effective and competitive with new construction.

### **LAND USE AND ZONING**

- 1.5.6 Encourage and allow new and multiple uses where feasible and appropriate to create a variety of business opportunities that compliment one another.
- 1.5.7 Require and maintain adequate landscape buffers and setbacks where industrial or commercial uses abut residential uses.
- 1.5.8 Create a continuous network of sidewalks and passageways for safe and comfortable access within the lower Millyard - Cedar Street area with linkage to downtown.
- 1.5.9 Review the PWED Grant Application for public improvements to Elm, "R" and Cedar Streets.
- 1.5.10 Plan for long-term enhancements to Elm Street between "R" Street and water Street. Consider revising land uses, making improvements for pedestrian access to the Back River, and creating an improved "Gateway" to Market Square and Downtown.

---

### **PUBLIC SERVICES AND INFRASTRUCTURE**

- 1.5.11 Expansion or renovation projects shall coincide with the availability of public services and facilities, and shall not adversely affect their planned capacities.
- 1.5.12 Individual property owners or developers shall share a reasonable proportion of the costs to provide public facility improvements within a planning cluster or sub-area.

### **ENVIRONMENTAL QUALITY**

- 1.5.13 Shorelines along the Powwow and Back Rivers shall be protected and enhanced. Public access and scenic overlooks shall be provided wherever possible.
- 1.5.14 Every effort shall be made to deal with hazardous waste and contaminated sites in an expeditious manner.
- 1.5.15 Outdoor employee rest plazas shall be provided at strategic locations and along the rivers.

### **HISTORIC PRESERVATION AND DESIGN**

- 1.5.16 The intrinsic architectural value of historic industrial buildings shall be recognized, while allowing for changes in use to office, commercial, residential, or other non-industrial uses.
- 1.5.17 New buildings or renovated buildings should complement historic styles, forms, materials and colors. Exterior façade materials should match or complement traditional materials such as brick masonry or wood clapboards. Façade renovation should retain original details and materials insofar as possible; if replacement is necessary it should match the original. Deteriorated historic architectural features should be repaired or rebuilt whenever possible.
- 1.5.18 Recognize that in some cases an older building may be deteriorated beyond restoration. When it becomes necessary to remove an older building for economic or safety reasons, the new building should be designed to be in keeping with architecture in the immediate vicinity.
- 1.5.19 Revise Historic Commission requirements to eliminate or shorten the 6 month waiting period for demolition of historic buildings.

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**ECONOMIC DIVERSIFICATION STRATEGY**

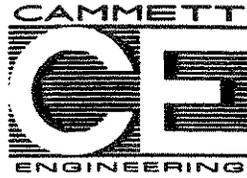
**FOR**

**AMESBURY'S CENTRAL INDUSTRIAL ZONING DISTRICT**

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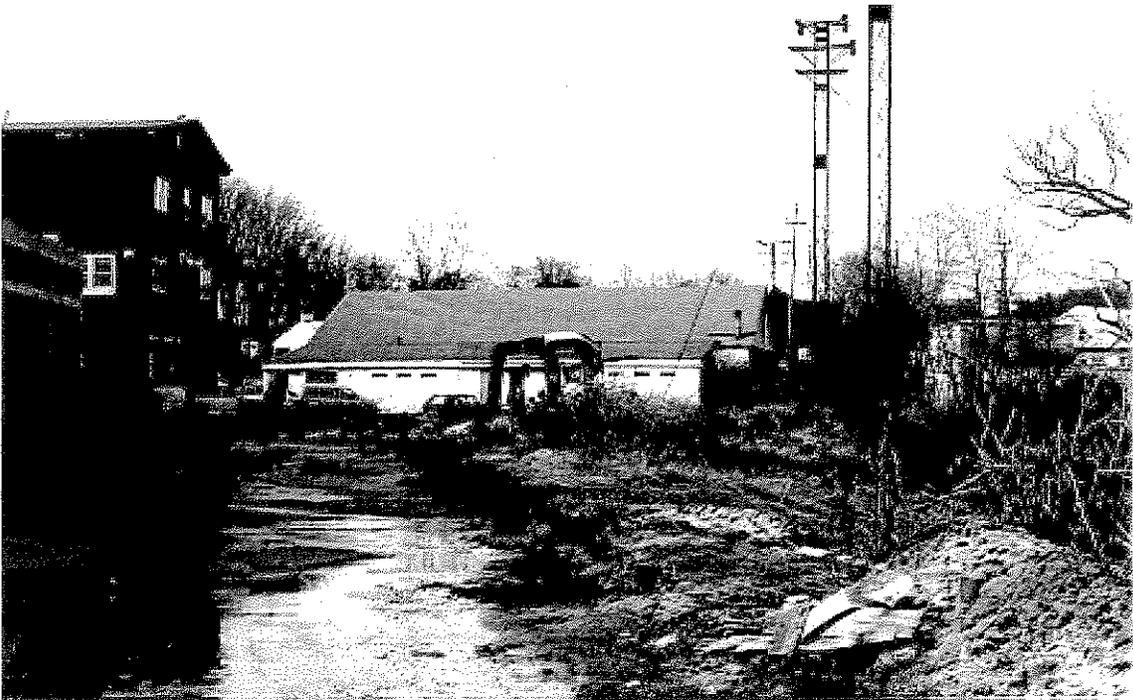
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EXAMPLES OF UNDERUTILIZED PROPERTY



BETWEEN TOWN PARKING GARAGE AND BACK RIVER



DPW/WHARF AREA



**THE BACK RIVER: A HIDDEN SCENIC RESOURCE**



**THE WHARF: TO RENOVATE OR REBUILD?**

**EXAMPLES OF UNDERUTILIZED PROPERTY**

**FIGURE 1.2**

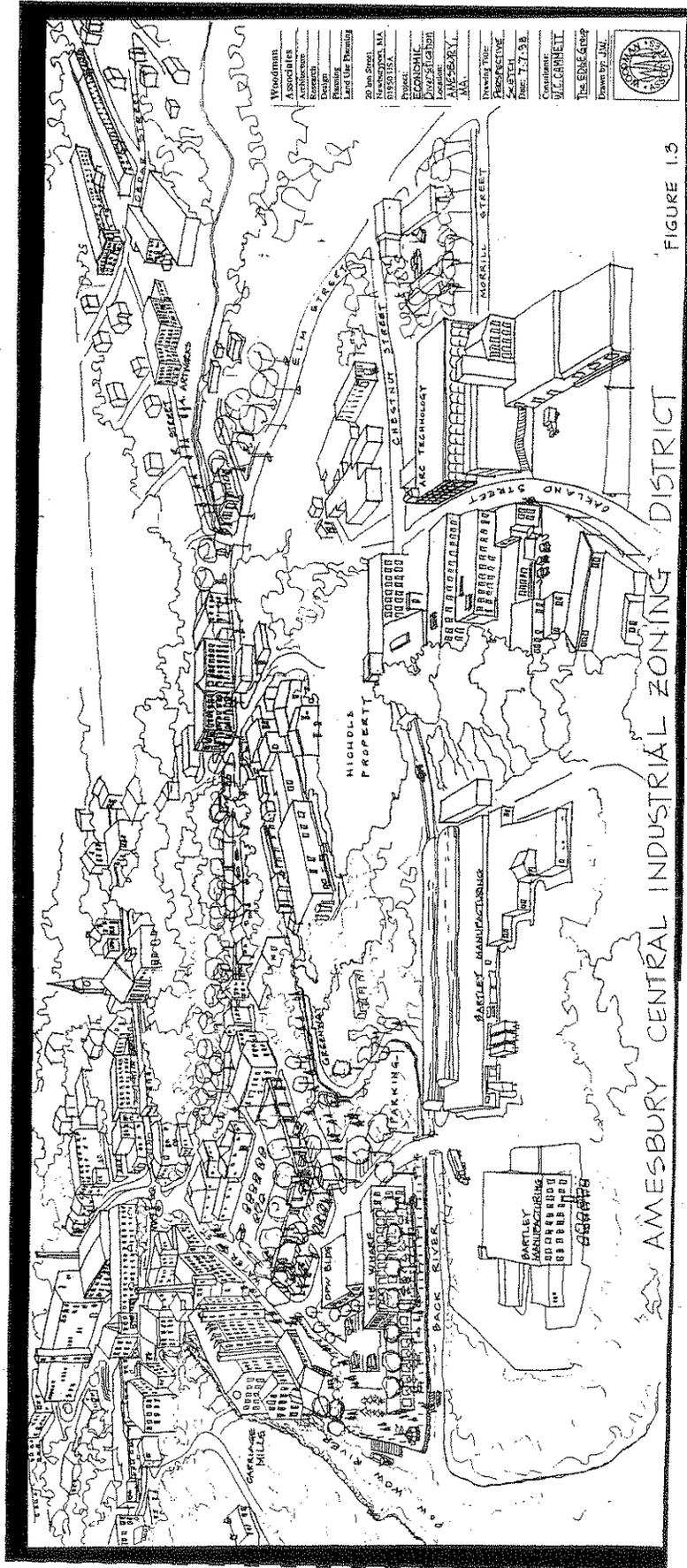
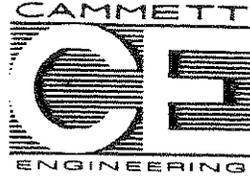


FIGURE 1.3

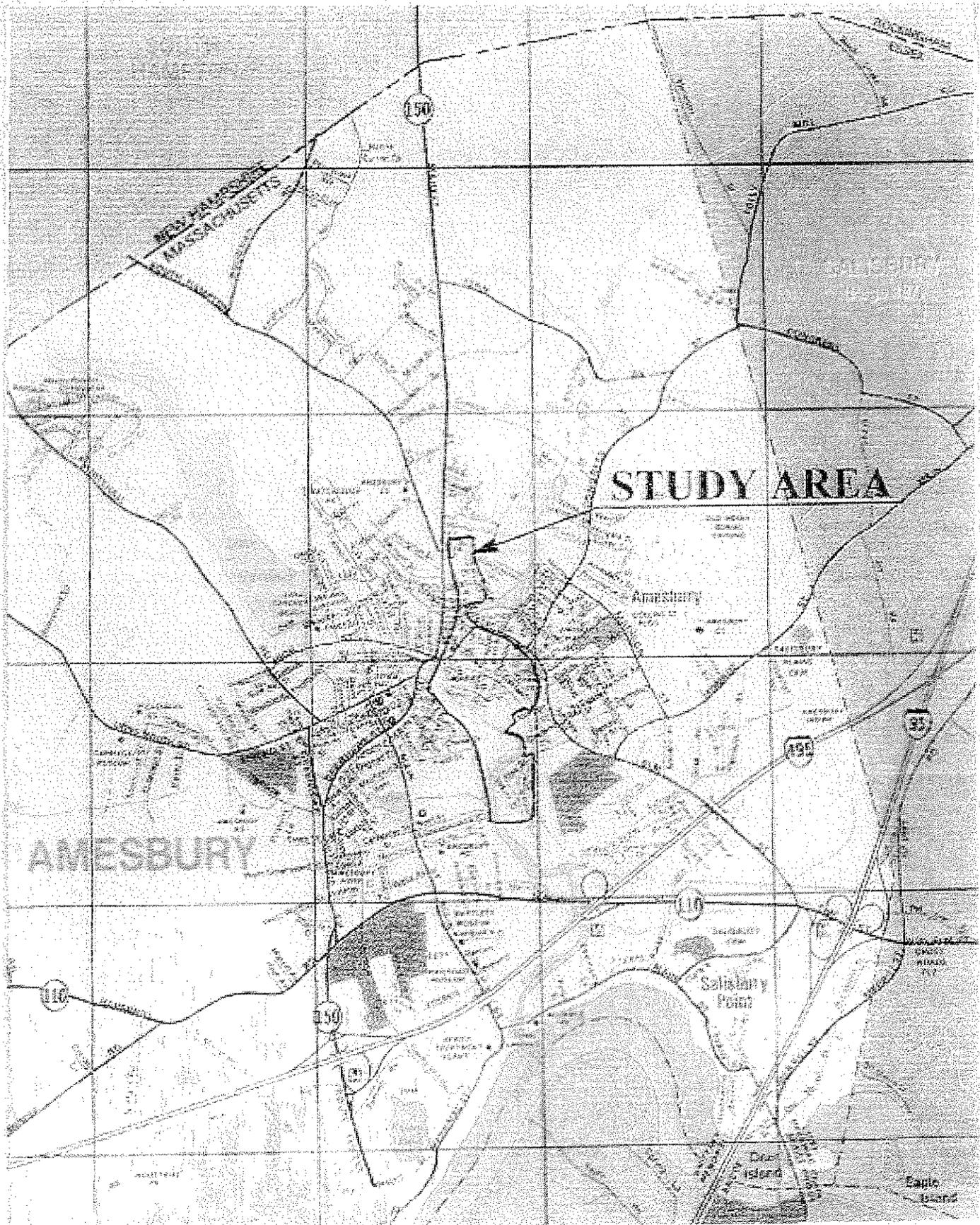
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## CHAPTER 2.0 INTRODUCTION



**FIG. 2.1 VICINITY MAP**

FIGURE 2.2

STUDY AREA

- CLUSTER 1 - CEDAR STREET
- CLUSTER 2 - ELM ST. CORRIDOR
- CLUSTER 3 - CARRIAGE DISTRICT
  - 3A - LOWER MILLYARD
  - 3B - NICHOLS PROPERTY
  - 3C - BARTLEY PROPERTY
  - 3D - CARRIAGE HILL
- CLUSTER 4 - OAK STREET

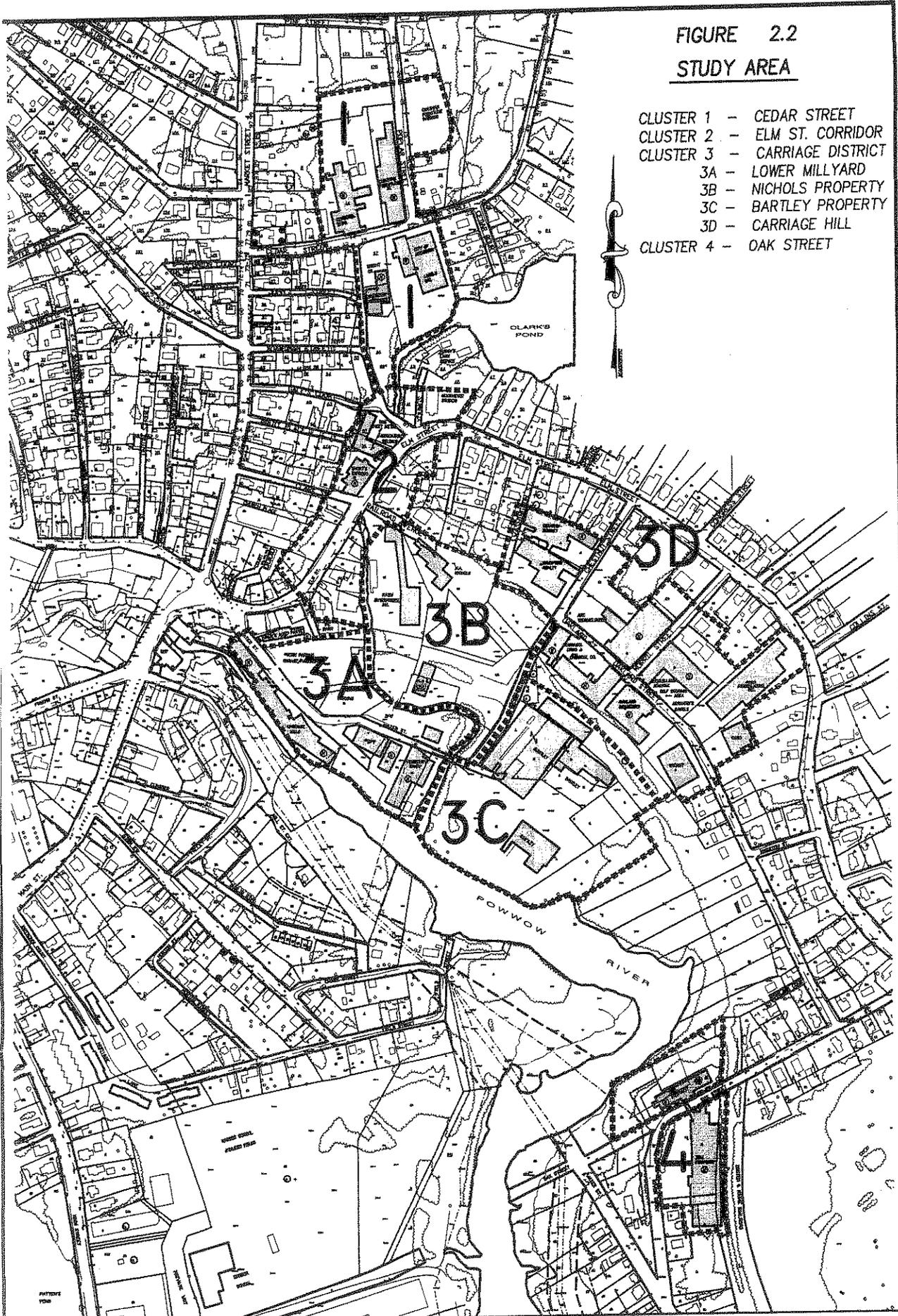


FIG. 2.2

ECONOMIC DIVERSIFICATION STRATEGY  
AMESBURY DOWNTOWN INDUSTRIAL AREA  
SCALE: 1"=300' W. C. CAMMETT ENGINEERING, INC.

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## **2.1 BACKGROUND, PURPOSE AND SCOPE**

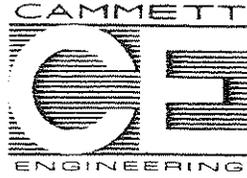
Recent efforts to revitalize Amesbury's downtown industrial and commercial area have underscored the need to compile better local land use, environmental and infrastructure data before making substantive changes to our land use regulations and strategies. Similarly, the process to develop new economic adjustment and diversification strategies for our historic urban industrial areas gave impetus for a broader effort to coordinate historic preservation, economic development, land use, and other planning objectives. This project seeks to develop an overall framework so that public officials and private land owners can work together to revitalize older industrial areas in a way that is an asset to the community and which complements the projects already completed and underway.

### **Project Background**

In June 1987, the Town of Amesbury conducted a focused project with Creative Land Use Consultants, Amesbury, MA, to design a redevelopment plan for the lower millyard area located directly adjacent to the Central Business District. This plan was later used by Richard A. Beatty, a Planning and Development Consultant, who developed an urban design/revitalization plan for the lower millyard area. Although the Town had some initial success in implementing some of the recommendations of the plan, several factors have affected its feasibility. For example, many older mill buildings were not assessed for probable environmental impacts and a comprehensive property owner survey or physical analysis was not conducted to evaluate the condition of these buildings or the owner's willingness to support the plan. This project seeks to include all stakeholders in the planning process, and to set forth the specific steps necessary to implement the plan.

In summary, this project is designed to produce a thematic economic adjustment and diversification strategy, i.e., a proposed Land Use Plan & recommended action steps for its implementation. We believe this district has tremendous economic development potential for the Town of Amesbury as it seeks to enhance its tax base, provide employment opportunities, attract new investment and enhance. By identifying adaptive reuse strategies for our older, and often obsolete, urban industrial facilities & buildings, the Town can capitalize on its industrial heritage as it enters the Twenty First century.

A growing body of descriptive and technical information on successful adaptive reuse projects provides compelling evidence that property owners and developers are discovering a viable market for older buildings. Unlike conventional real estate development in which market demand determines location, with adaptive reuse location is predetermined, and market demand must often be created. For those adventurous persons willing to look beyond the brick and mortar, many opportunities exist.



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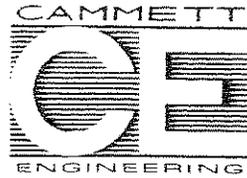
*Land Surveyors  
Municipal Planners*

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## SCOPE OF WORK

The project study area consists of the Central Industrial Zoning District (CIZD), which contains approximately 45 acres of land. The district contains 33 buildings with an estimated 890,000 square feet of floor area.

This report contains a descriptive narrative with technical data on the four sub-area clusters within the CIZD. It lists the planning issues for each cluster, and provides a set of goals, policies and action steps for an Economic Diversification Strategy. Finally, it contains a proposed Land Use Plan, recommended zoning revisions and infrastructure improvements.



---

## **2.2 METHODOLOGY**

### **2.2.1 MAPPING**

To begin work, the entire study area was mapped on a single base map at one inch equals one hundred feet (1" = 100'). This map was used to prepare sketch plans for discussions with City Staff and the Alliance. An existing land use map was also prepared for the entire study area.

Each of the four clusters and sub-clusters were then formatted on separate maps for inclusion in this report.

### **2.2.2 INTERVIEWS WITH PROPERTY OWNERS**

Several discussions were held with selected property owners to gain insights into their plans for the future, and to discuss current issues in the CIZD. These meetings have been useful in determining land use trends in the area. Notable, there appears to be significant interest in revitalizing clusters 3A & 3B, Lower Millyard and Nichols property, in an effort to achieve the highest and best use of these properties.

Another result of these discussions has been a revived interest in redeveloping Cluster 4, the Oak Street property, for residential uses. (Refer to conceptual drawings in the appendix.)

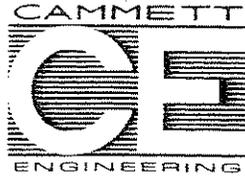
### **2.2.3 SITE INSPECTIONS**

All of the properties in the study were visited on various occasions by the study team. Tours taken through operating buildings and sites included:

Carriage Mills  
Bartley Manufacturing  
Chatham Furniture  
Nichols Company  
Amesbury Artworks  
Matick Roofing  
Sam Zell

Inspections at vacant buildings included:

The Wharf  
25 Cedar Street  
The Oak Street Cluster



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#### 2.2.4 STRUCTURAL EVALUATIONS

Preliminary structural evaluations were performed by John O'Connell, P.E., for the Wharf and 25 Cedar Street. (Refer to Appendix).

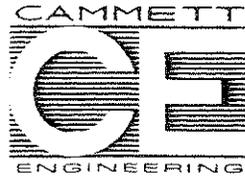
#### 2.2.5 MEETINGS WITH THE ALLIANCE FOR AMESBURY

Early in the study a presentation was made to the Alliance Board of Trustees. Two later meetings were held with the Economic Development Committee to solicit their comments and feedback, and a meeting with the Economic Development and Executive Committees was held to review the final draft summary report.

#### 2.2.6 DATA COLLECTION

Questionnaires were sent to all property owners at the beginning of the study. Response to these however, was less fruitful than individual discussions with property owners. Suggestions received in the returned questionnaires have been included in the recommended action steps in Chapter 5

Assessors data sheets were used to compile the property and building data included in this report.



## **2.3 DESCRIPTION OF PROJECT AREA**

### **2.3.1 THE STUDY AREA**

The Central Industrial Zoning District (CIZD) covers a significant portion of central Amesbury. It extends for about three quarters of a mile along the eastern edge of the Pow Wow River, then northerly along the Back River to Cedar street. It contains approximately forty five acres of land.

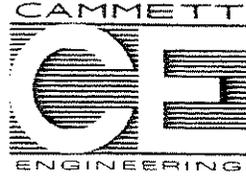
The district is the site of Amesbury's former industrial strength in the carriage and automotive industry. The district contains many historic mill buildings, some in good condition, others in disrepair. Although many of the older buildings have been removed, several still remain that are worthy of preservation and renovation.

Access is provided to the southerly portion by Elm Street, and the to the Cedar Street portion by Market Street. The district is surrounded on the north, east, and south by residential uses, and on the west by the Central Business District. There is considerable variation in topography from water level at the river to an elevation of 55 feet just west of chestnut and Oakland Streets.

The study team initially divided the study area into seven clusters based on location and land use as follows:

Cluster 1	Cedar Street
2	Elm Street
3	Nichols Property
4	Lower Millyard
5	Carriage Hill
6	Bartley Property
7	Oak Street (Zell Property)

As the study progressed it became apparent that there was sufficient interest on the part of the City and the Alliance to take a more detailed look at Clusters 3,4,5, &6. An application for this purpose was submitted to the Massachusetts Development Agency on June 15, 1998. This application includes all of Clusters 3,4,5, and parts of Cluster 6. (Refer to Appendix C.)



Consequently the clusters have been renumbered as follows (refer to figure 2.1):

Cluster 1	Cedar Street	6.9 acres
2	Elm Street Corridor	3.1 acres
3	Carriage District	
	A. Lower Millyard	5.6 acres
	B. Nichols Property to Back River	7.1 acres
	C. Bartley Property	9.1 acres
	D. Carriage Hill	9.4 acres
4	Oak Street (Zell Property)	3.9
	TOTAL	<u>45.1 acres</u>

#### 2.3.4 TRAFFIC, CIRCULATION, AND PARKING

Primary vehicular access to the CIZD is provided by Elm Street from Rt. I-95 and I-495. Secondary access is provided by Hillside Avenue, Sparhawk and Main Streets through downtown and Market Square.

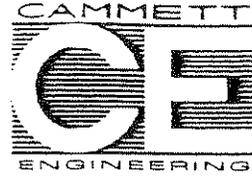
Elm Street is the preferred access route to the CIZD for several reasons:

- It diverts truck and commute traffic away from downtown,
- Significant improvements are planned for the Rt. 110 connector and for Elm Street which will improve traffic flow,
- Elm Street is a more direct route with fewer traffic lights and intersections.

It is recommended that the City adopt a policy which would designate Elm Street as the primary truck route providing access to the CIZD. This would serve to reduce congestion in the downtown-Market Square area, and provide a logical less restricted access route for traffic bound for the CIZD.

Traffic within the CIZD is served by Chestnut, Morrill, and Water Streets, with Oakland street acting as the spine through Carriage Hill. Oak Street provides access to Cluster No. 4. The Oak Street bridge over the old B & M railroad is structurally deficient for heavy truck traffic. Repairs are being considered

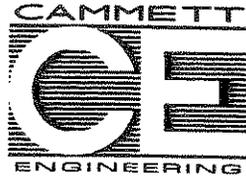
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Municipal Planners*

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## CHAPTER 3.0 PLANNING AND DEVELOPMENT FACTORS



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### **3.1 CLUSTER 1: CEDAR STREET**

#### **CLUSTER 1 - CEDAR - STREET**

14 Cedar Street	The Henschel Building
4 Poplar Street	Chatham Furniture Repros, Inc.
10 "R" Street	Amesbury Artworks
25 Cedar Street	Labels, Inc.
	Mechtech, Inc.

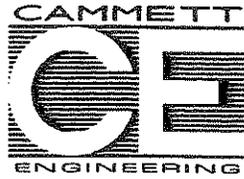
The four buildings in this cluster are older mill buildings with historic value. Three of these have been and continue to be used by various small to medium size manufacturing businesses. The fourth building at 10 "R" Street is occupied by Amesbury Artworks, an artists and musicians cooperative. Primary uses in this cluster include light industry, and an artisans' building.

Primary access to this cluster is provided from Elm street via "R" Street, and from Market Street via Cedar Street. The "R" Street bridge has been closed since the October 1996 storm, and is on the Massachusetts Highway Department list of priority bridges for repair.

This cluster is surrounded on three sides (north, east, and west) by residential uses. The Back River forms the southerly boundary of the cluster, with commercial uses located across the river to the south. Clarks Pond, located within the abutting residential district, is directly east of the 25 Cedar Street building.

The older, original portion of 25 Cedar Street was built in 1900, and a newer addition attached to it was built in 1984. The two buildings share a common wall. The older portion of 25 cedar Street is vacant, and the building needs considerable repairs. A structural analysis was conducted by John O'Connell, P.E., on February 25, 1998, (Refer to Appendix A). Recommended improvements include replacement of the roof, and repair of the brick masonry walls. The new portion of the building needs repairs to a corner of the building that has settled.

The two southern most properties include 10 R Street now housing the Amesbury Artworks, as well as the adjacent property at 25 Cedar Street that the Town owns through the tax title process. The two buildings should be developed along an industrial arts theme. This means that more industrial arts such as sculpture, assemblages, ceramics dependent upon kiln work, glass blowing, welding and the like can be centered at these properties. Additional uses would include shops for carpenters, woodworkers, electricians, and other trades people. This will allow the Upper Millyard to pursue more commercial artists and associated uses like antique stores, gift shops, or performing artists.



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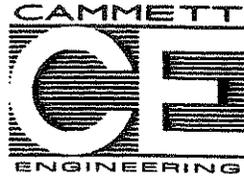
*Land Surveyors  
Municipal Planners*

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If Dan Healey and Carriage Mills is the business model for Amesbury's new entrepreneur, the local art world's equivalent is Jeff Dubus, manager of the Amesbury Artworks. Mr. Dubus has taken essentially storage space - his artists share space with an oil truck fleet - and filled it with artists working in a variety of media. There are painters, collage artists, and even a local rock band's rehearsal space. This working space is very modestly priced, befitting the nature of most artists available resources. This is an important point. Most artists are looking for affordable spaces with adequate room in which to work and store their materials. Their main needs are for heated unimproved space with good light & high ceilings, with spaces averaging about 16 x 24 feet or 400 square feet each. Mr. Dubus himself is a valuable resource. He understands artists and their needs. He acts as promoter, developer, manager, big concept man, and notably, as chief cheerleader.

An overflowing culvert exists immediately to the east of the Cedar Street Cluster causing considerable infiltration of water into the 25 Cedar street Building and flooding in a section of the surrounding street during heavy storm events. (Refer to Appendix B for an opinion of costs to repair this situation.) The Town should make improvements as soon as possible.

Business owners such as Paul Kapala of Chatham Furniture (4 Poplar St.) are an asset to the community. Few other industrial users would have an interest in this property. 21e issues at the adjacent property (14 Cedar St.) would likely affect any other potential "re-users." The residential market in Amesbury is unlikely to support conversion to housing in this building. It is the role of the Town to balance the needs of industry and adjacent neighborhoods. Any environmental concerns should be clarified and addressed. Conflicts, should they exist, must be resolved quickly and definitively by the Town and property owners. If there is no conflict, Amesbury should continue to encourage and assist businesses that maintain their property, create jobs, and contribute to local tax revenues.



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### **RECOMMENDED ACTIONS**

**3.1.1 The Town should encourage existing businesses and occupants to remain in the Cedar Street cluster.**

- The Town should take immediate steps to install the necessary storm drainage improvements to prevent future flooding.

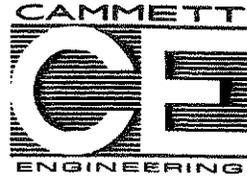
**3.1.2 The Amesbury Artworks should be retained with some moderate improvements. Pedestrian access from Elm Street and on-site parking off R Street should be improved.**

**3.1.3 The Town should declare the 25 Cedar Street Building surplus, and issue a Request for Proposal (RFP) for its purchase and redevelopment, offering incentives including:**

- Limited RFP to qualified organizations
- Low interest loans.
- Area improvements (parking, road improvements, mitigation of flooding problems).
- Encourage donated labor by artists and others.
- Assistance with grant writing and fundraising.

### **SUPPORTING REASONS FOR AN INDUSTRIAL ARTS/ARTISANS CENTER INCLUDE:**

- The Building is strategically located, within walking distance of downtown,
- Adequate parking space is available,
- The site abuts the back river- a scenic resource,
- It is a compatible use with potential for outdoor exhibit areas, with residential abutters,
- There appears to be a reasonable demand for space,
- Regional residential & commercial markets are strong & growing & would support a small community of artisans,
- Existing zoning is compatible & allows a wide range of uses.



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Potential uses in the building should include continuation of the existing light industrial designation, with the broadest possible array of complementary artisan crafts, trades, and industrial arts that would be compatible in a single building including:

- Painting
- Sculpture/Mosaics
- Ceramics/Pottery/Glasswork
- Textiles/Fabric/Fashion Designers
- Furniture Making/Cabinetmakers/Carpenters
- Woodwork
- Metalwork
- Jewelry
- Graphic Design/Illustration/Computer Graphics
- Printing
- Writing/Publishing/Photography
- Multi-media, audio-visual firms
- Stage set designers & builders
- Dance & music studios
- Classrooms/Office services
- Coffee Shop



# CLUSTER 1 - CEDAR STREET

TOTAL ACREAGE: 6.9 AC

EXISTING LAND USE:

LIGHT INDUSTRIAL  
ARTISTS COOPERATIVE

PROPOSED LAND USE:

LIGHT INDUSTRIAL  
ARTISTS COOPERATIVE

NO. OF HISTORIC BUILDINGS: 4 (H)

TOTAL FLOOR AREA: 145,434 SQ. FT.

SPECIAL CONDITIONS:

- RIVERS ACT 200' SETBACK
- DRAINAGE IMPROVEMENTS
- ENVIRONMENTAL REMEDIATION
- R STREET BRIDGE REPAIR
- RESIDENTIAL INTERFACE

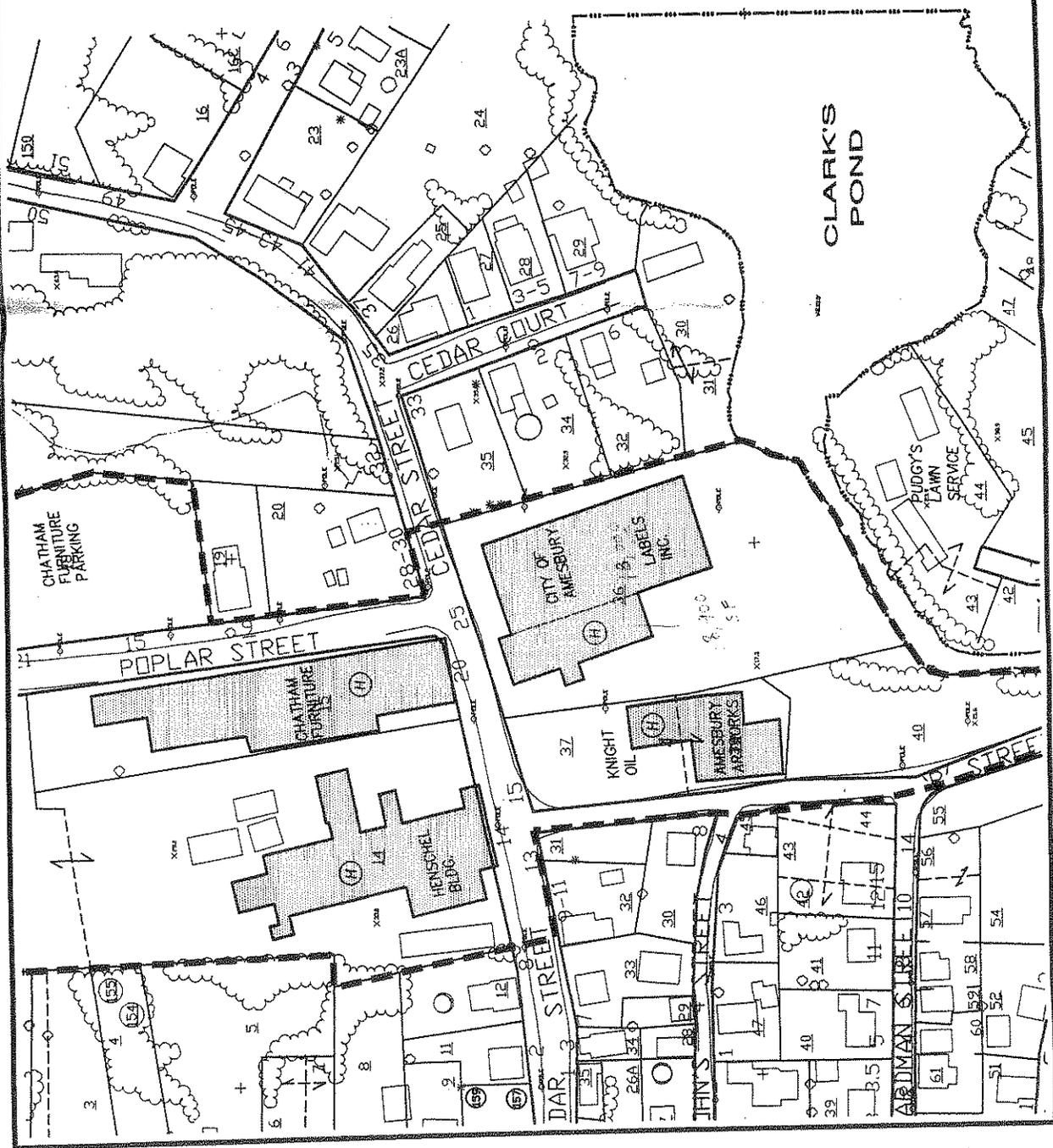
VIEW: SH-A



W.C. Cammett Engineering Inc.  
297 Elm Street Amesbury, Ma.

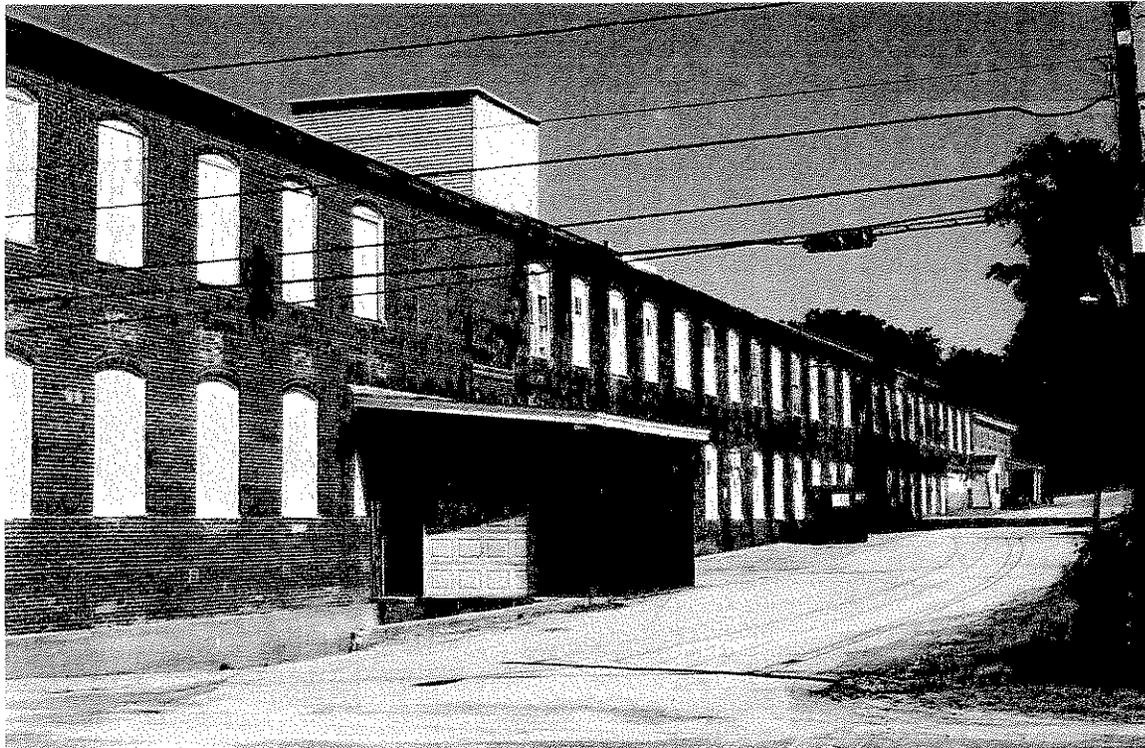
Cedar Street  
Cluster 1

SCALE: 1"=100'



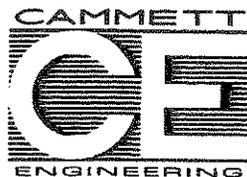


**14 CEDAR STREET  
HENSCHEL BLDG.**



**4 POPLAR STREET  
CHATHAM FURNITURE**

**FIGURE 3.3**



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### **3.2 CLUSTER 2: ELM STREET CORRIDOR**

This quarter mile section of Elm street extends from Richs court to Market Square. Often referred to as "Gasoline Alley" it contains a variety of auto servicing facilities, a self storage facility, a sheet metal shop and the Nichols Scrap Metal Facility. It is a major entry to the downtown district.

The Back River flows through and under this cluster. It overflowed during the October 1996 storm and damaged the R Street Bridge which provides access to the Cedar Street Cluster.

The Back River is a scenic resource that has been neglected and ignored. Great potential exists to create a pedestrian and scenic corridor between the Water Street parking facility, and the Amesbury Artworks/Cedar Street Cluster. The artworks would benefit by enhancing the view looking northerly on R Street from Elm, and providing pedestrian linkage to downtown. The 25 cedar Street building, should it become an artisans cooperative would also benefit from improved pedestrian access.

The Elm Street Corridor also provides access to the Nichols property at Railroad Avenue. Sight distance is good, and there is a 26 foot wide pavement. If uses on the Nichols property change overtime, and the site is redeveloped, Railroad Avenue would become the primary access, with secondary access from Chestnut Street.

The Elm Street Corridor, including the R Street access to Cedar Street would benefit from streetscape enhancements, and long term adjustments in land use. The Town, in its

All of the above points to the conclusion that higher uses and land values can be realized for both the Elm Street Corridor and Lower Millyard. The total area between Chestnut Street westerly to Elm Street has potential for expanded high tech firms, as well as for office and commercial space. The area has good access, available parking with room for expansion, scenic resources with the Back and Powwow Rivers, and is close to downtown. With completion of the Riverwalk pedestrian access from downtown will be greatly enhanced.

PWED grant application discussion from Joe.



# CLUSTER 2- ELM STREET

TOTAL ACREAGE: 5.5 AC

EXISTING LAND USE:

LIGHT INDUSTRIAL  
COMMERCIAL

PROPOSED LAND USE:

MULTI-USE TRANSITION

NO. OF HISTORIC BUILDINGS: 1 (H)

TOTAL FLOOR AREA: 110,519 SF

SPECIAL CONDITIONS:

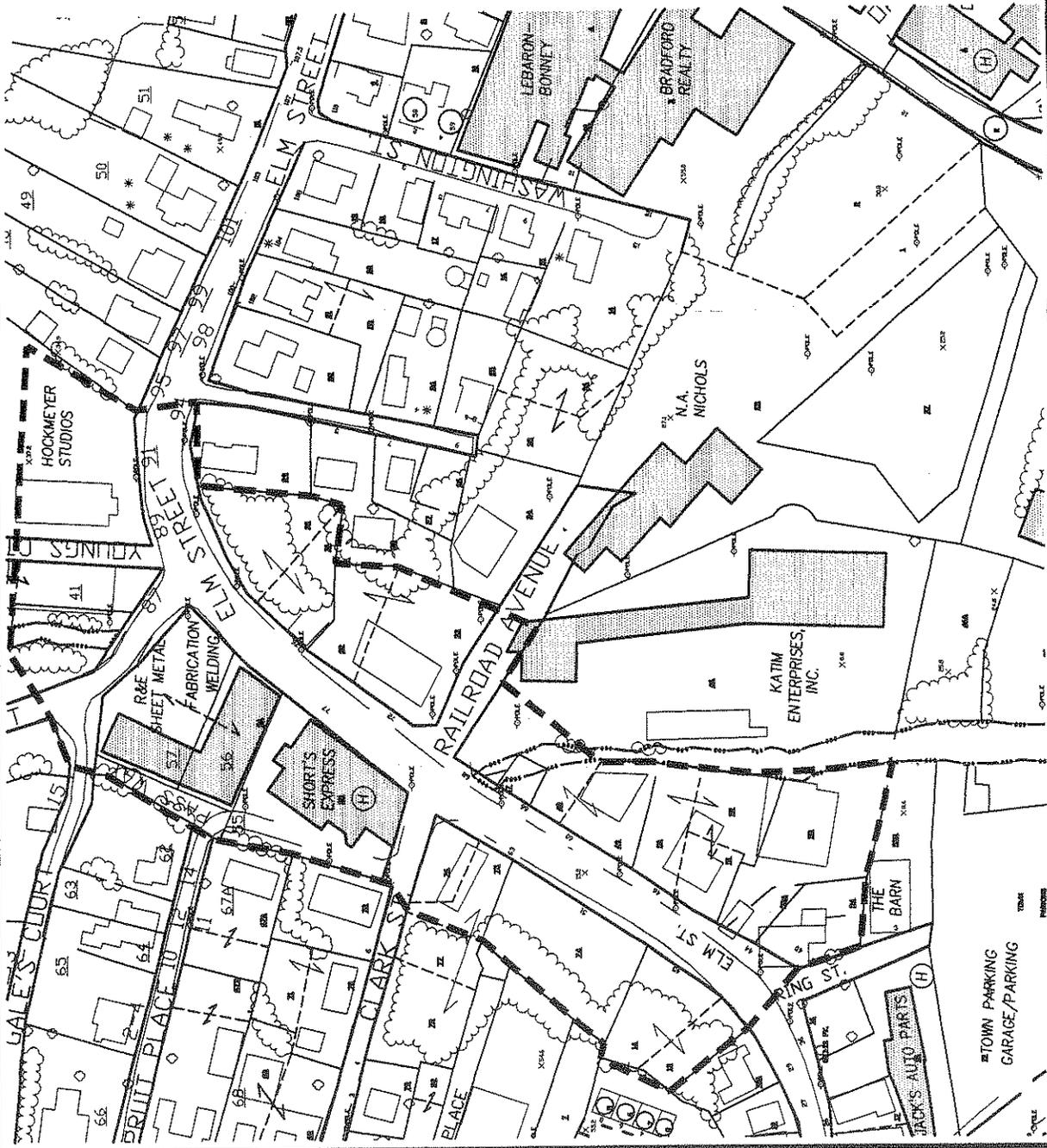
RIVERS ACT 200 FT. SETBACK  
LACK OF PARKING (ON/OFF SITE)  
INCOMPATIBLE LAND USES  
ENVIRONMENTAL REMEDIATION  
VIEW: SH-2

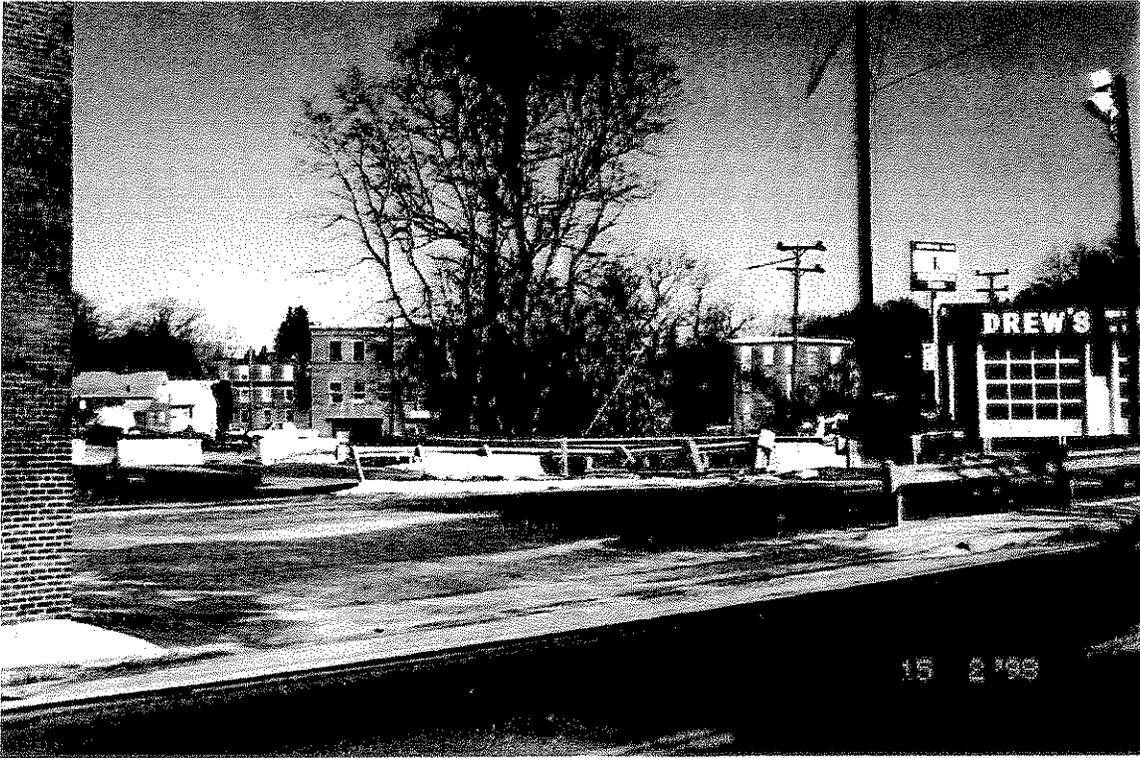
W.C. Cammett Engineering Inc.  
297 Elm Street Amesbury, Ma.



SCALE: 1"=100'

Elm Street  
Cluster 2





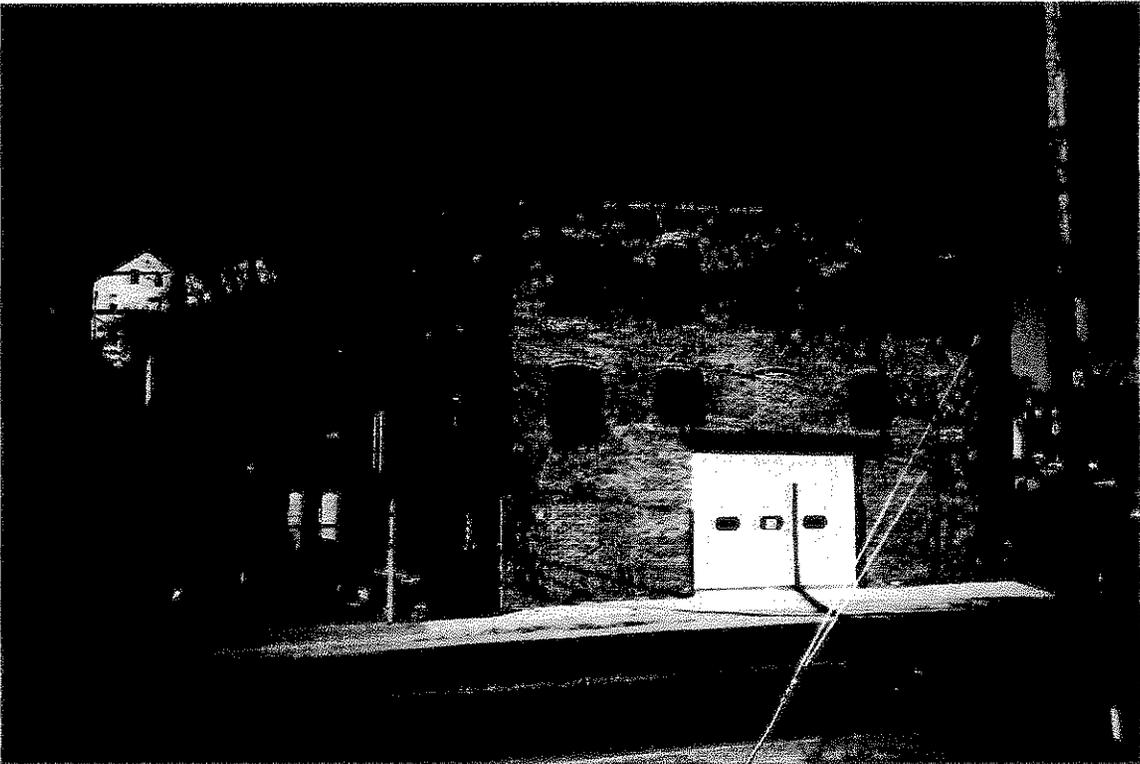
**LOOKING NORTH ON R STREET FROM ELM  
AMESBURY ARTWORKS & 25 CEDAR STREET IN BACKGROUND**



**ELM STREET CORRIDOR**



**ELM STREET CORRIDOR  
SHORTS STORAGE BUILDING**



**R & E SHEET METALS**

### **3.3 CLUSTER 3: CARRIAGE DISTRICT**

The Carriage District represents Amesbury's best opportunities to encourage development that will produce quality employment, stable industrial growth, tax revenues, and area-wide enhancements. This district encompasses 22+ acres and over 600,000 square feet of industrial and manufacturing space. A significant percentage of Amesbury's industries reside in this area.

This cluster contains four sub-clusters as follows:

- 3A Lower Millyard
- 3B Nichols Property
- 3C Bartley Machine
- 3D Carriage Hill

It contains some twenty four buildings occupied by a variety of high tech and light manufacturing firms.

Carriage Mills has recently been converted to office uses, with some light manufacturing remaining on the lower level. Bartley Machine occupies a significant portion (about acres) of this cluster. Nichols Scrap Metal occupies about 3 acres.

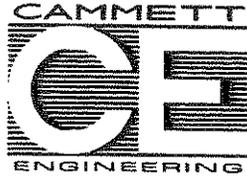
This cluster contains significant changes in elevation, from water level along the rivers to 55 feet at Lebaron - Bonney. Many of the properties have significant views toward the river. The proposed Riverwalk passes through this cluster.

In discussion with the property owners, Town staff, and the Alliance for Amesbury, it was determined that there are several opportunities for expansion and redevelopment in this cluster.

#### **3.3.1 CLUSTER 3A- LOWER MILLYARD**

In sub-cluster 3A approximately three acres of land with a total building ground floor area of land with a total building ground floor area of 26,000 square feet is being underutilized. This includes the vacant wharf building, the Public Works Facilities, Matick Roofing, and a parcel owned by Dan Healey. (Refer to figure 3.1)

In sub-cluster 3 B the approximately three acres occupied by Nichols Scrap Metals offers redevelopment potential for expanded high tech or office uses. Apparently in the late 1980's there was discussion of redeveloping the site for housing, but this idea was abandoned. (Refer to figure 3.2)



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The Lower Millyard would benefit from improved pedestrian access to the Powwow and back Rivers, and streetscape improvements. The proposed riverwalk passes through this area, and it has potential of becoming an attractive outdoor open space similar to the Upper Millyard.

Recommended improvements include:

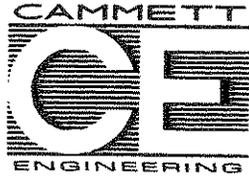
- Improved street alignment,
- Off-street parking,
- New sidewalks,
- Street trees and landscaping
- Period lighting
- Pedestrian pathway along the back river
- Benches and scenic overlooks,
- Signage,
- Trash receptacles.

At the heart of this cluster is Carriage Mills, two successfully renovated mill buildings now containing a variety of business and uses. Dan Healey II, the buildings' owner, has marketed and filled 85 percent of the buildings with tenants in less than a year. The two buildings contain just over 100,000 square feet of floor area.

Directly adjacent to Carriage Mills are three buildings containing uses that are incompatible with the existing trend toward mixed office uses as evidenced by Carriage Mills. The Public Works Facility occupies four parcels, the garage building, the salt storage shed, a storage area behind the town parking garage, and another storage area for miscellaneous road maintenance equipment on the north side of the Back river. It is an inefficient use of space and a visual detriment to the area.

The Amesbury Wharf building is in very poor condition and is actually falling apart. It is in dangerous condition and should be fenced off until a solution can be found for its use. The most likely scenario for this property would be to reconstruct the existing building, preserving the shell (exterior walls), and building new interior walls to stabilize the structure and bring it into compliance with seismic and building codes. All new utility and mechanical systems will be required, and all new windows, doors and roof. In the meantime, if it has not already been done, the building should be photographed and measured for the Town's historic archives.

The smaller building between the Wharf and Public Works building is in fair condition and presently about half occupied for materials storage by Matick Roofing. This building has a relatively new roof so that the interior is free of serious deterioration. It would require all new mechanical and electrical systems, and the lower at-grade floor would need to be protected from storm runoff.



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Together, the Wharf, Matick Roofing Building, Public Works Building, and vacant parcel represent an extremely valuable site with many redevelopment opportunities. Parking requirements for new uses could be accommodated on the north side of water street as well as limited on-site parking.

### **3.3.2 CLUSTER 3 B - NICHOLS PROPERTY**

This property stretches some 750 feet between Elm and Chestnut Streets and contains about 3.5 -acres. It is elevated 25 to 30 feet above the river and has good views. This site has good vehicular access from Elm street, and potential access from Chestnut street at an existing curb cut.

This site is occupied by a use (scrap metals recycling) that is incompatible with surrounding uses and trends in the area. Its highest and best use would most likely be a new building occupied by a single tenant with long term growth potential

### **3.3.3 CLUSTER 3 C BARTLEY MACHINE AND MANUFACTURING**

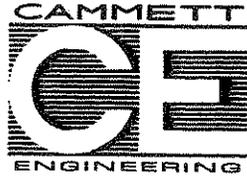
This is the largest site in the CIZD by a single user. It is a campus-type development overlooking the Powwow River with on-site parking. The firm presently employs about 350 people and is looking to expand their operations in the near future. The firm occupies about 140,000 square feet of floor area. The property is presently built to capacity, although there is consideration being given to modernizing some of the facilities.

### **3.3.4 CLUSTER 3 D CARRIAGE HILL**

This cluster contains a variety of buildings and uses and is the largest cluster, covering about 10 acres. Five of the ten buildings are of historic value. Occupants include small to medium size firms engaged in light manufacturing.

Carriage Hill is a stable, well ordered series of industrial mill type buildings, several of which once produced world-renowned carriages. These buildings have proven reasonably adaptable to current manufacturing and service users - some of the older buildings, narrow streets and limited parking, however, need to be improved to provide expansion opportunities for existing occupants.

For example, Arc Technologies, a high tech firm located at the corner of Chestnut and Oakland Streets would like to expand from 60 to 100 employees in the near future. Dan Healey and the firm's owner, would prefer to remain at his present location and expand in an existing building.



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Access to this cluster is from Elm Street via Chestnut Street or Morrill Streets. Sight distance at the Chestnut Street intersection is poor, and truck turning radii are insufficient. Sight distance and turning radii are also difficult at the Oakland-Morrill Street intersection. Planned improvements to Elm Street should include improving the Chestnut Street connection to provide better sight distance with wider turning radii.



# CLUSTER 3A -- LOWER MILLIYARD

TOTAL ACREAGE: 5.3 AC.

EXISTING LAND USE:

- PUBLIC
- COMMERCIAL

PROPOSED LAND USE:

- MIXED USE ==
- OFFICE
- COMMERCIAL
- HIGH TECH
- PUBLIC

NO. OF HISTORIC BUILDINGS: 5 (H)

TOTAL FLOOR AREA: 137,108 SF

SPECIAL CONDITIONS:

- RIVER'S ACT 200' SETBACK
- PUBLIC SEWER CONNECTIONS
- SHORELINE ENHANCEMENT
- HISTORIC PRESERVATION

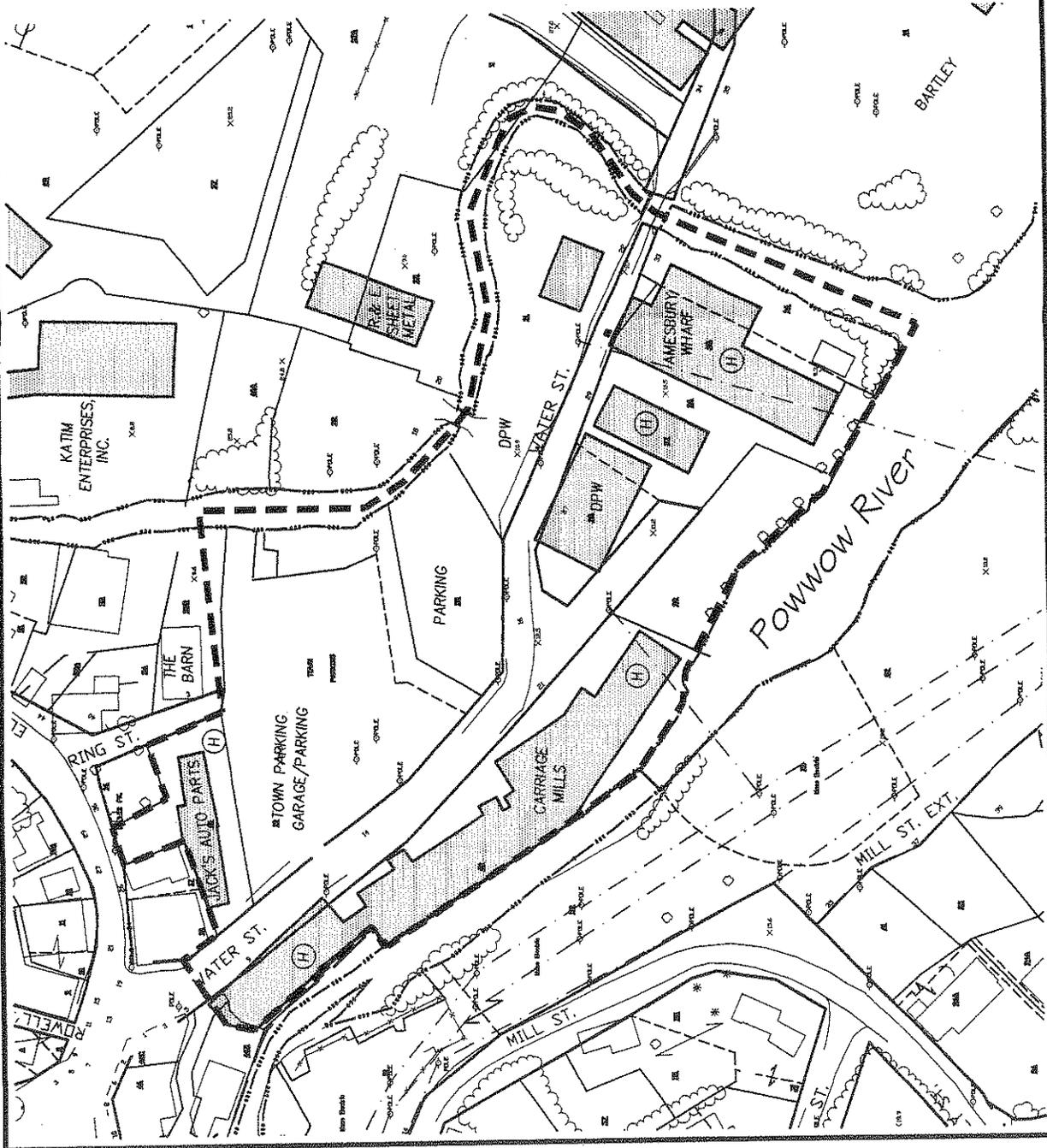
VIEW: SH-3A



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SCALE: 1"=100'

Lower Milliyard  
Cluster 3A



# CLUSTER 3B - NICHOLS PROPERTY

TOTAL ACREAGE: 6.9 AC.

EXISTING LAND USE:

- LIGHT INDUSTRIAL
- HEAVY INDUSTRIAL

PROPOSED LAND USE:

- MIXED USE=
- OFFICE
- COMMERCIAL
- HIGH TECH

NO. OF HISTORIC BUILDINGS: 0 (H)

TOTAL FLOOR AREA: 17,663 SF.

SPECIAL CONDITIONS:

- RIVER'S ACT 200' SETBACK
- ENVIRONMENTAL REMEDIATION
- INCOMPATIBLE USES

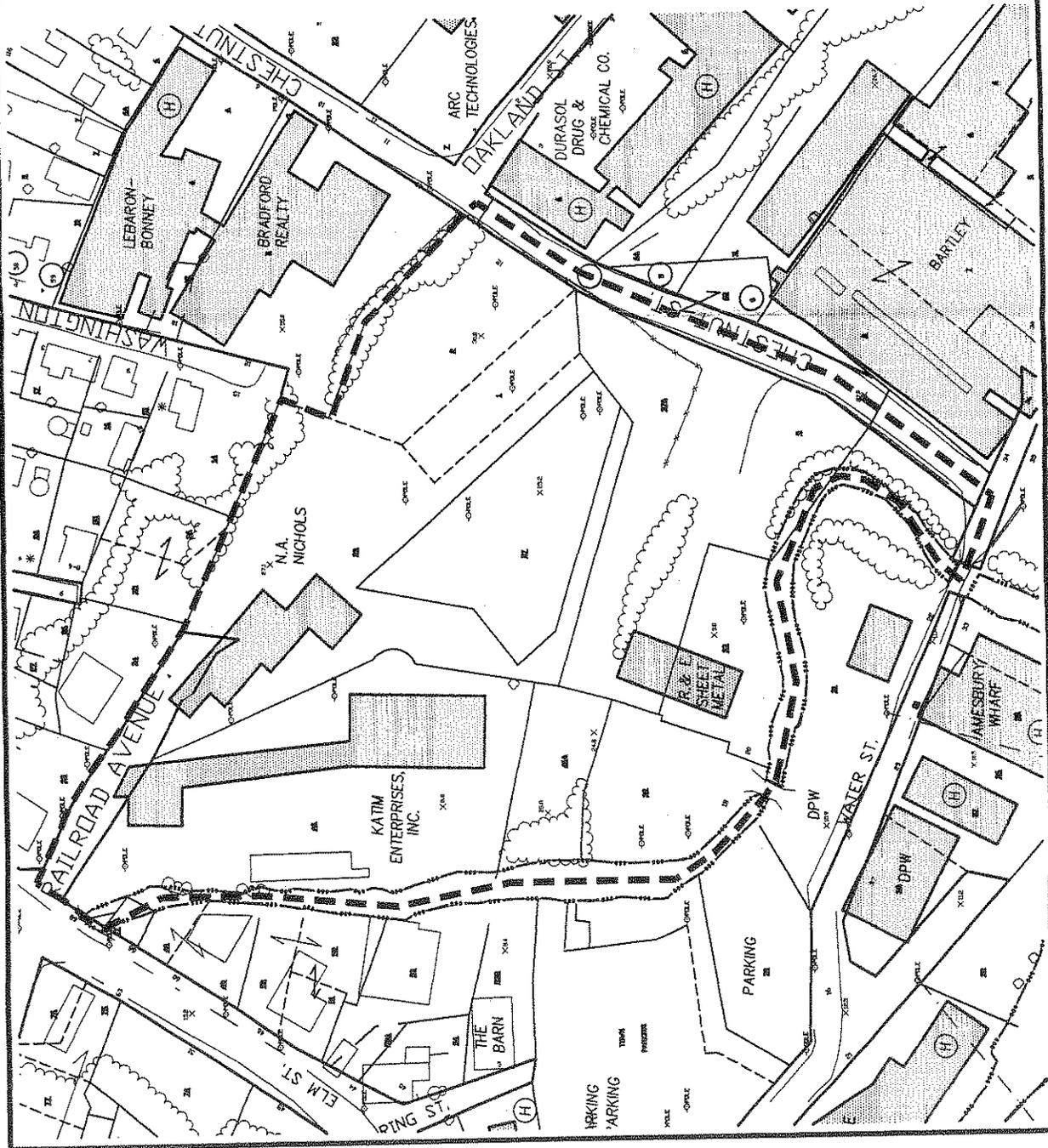
VIEW: SH-3B



W.C. Cammett Engineering Inc.  
297 Elm Street Amesbury, Ma.

Nichols Property  
Cluster 3B

SCALE: 1"=100'







# CLUSTER 3C - BARTLEY

TOTAL ACREAGE: 9.4 AC.

EXISTING LAND USE:  
LIGHT INDUSTRIAL / HIGH TECH

PROPOSED LAND USE:  
LIGHT INDUSTRIAL / HIGH TECH

NO. OF HISTORIC BUILDINGS: 0 (H)

TOTAL FLOOR AREA: 140,000 SF

SPECIAL CONDITIONS:  
RIVER'S ACT 200' SETBACK  
ENVIRONMENTAL REMEDIATION

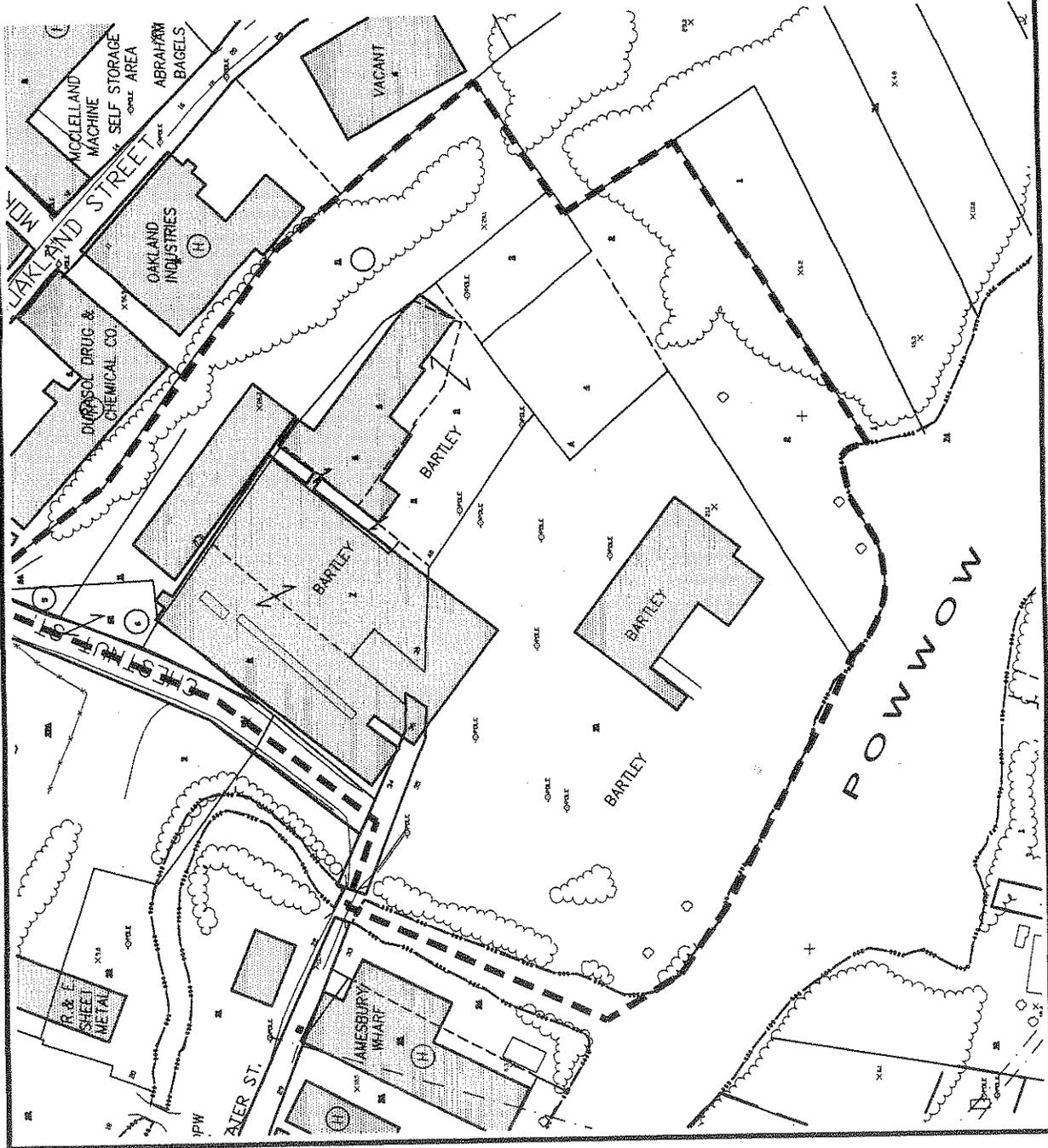
VIEW: SH-3C



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SCALE: 1"=100'

Bartley  
Cluster 3C



**CLUSTER NO. 3D**      **NAME: CARRIAGE HILL**      **CIZD MILLYARD STUDY**

BLDG. NO.	NAME OF BLDG.	ADDRESS	OWNER	MAP/LOT	PARCEL SIZE	NO. OF BLDGS.	TOTAL FL. AREA	EXIST. USE	PROP. USE	NO. OF PKG.
	Lebarron- Bonney	10 Chestnut	Lebarron- Bonney	53/88	42,689 SF	1	18,786 SF	Lt. Ind.	Lt. Ind.	
	Lebarron- Bonney	6 Chestnut	Bradford Realty	53/87	20,295	2	34,969	Lt. Ind.	Lt. Ind.	
	Lebarron- Bonney	5 Chestnut	Bradford Realty	54/209	25,210			Parking		
	Arc Technologies	2 Oakland St.	Daniel P. Healey - 111	54/205	48,787	2	42,490	Lt. Ind.	Lt. Ind.	
	Durasol Drug	9 Oakland St.	Durasol Drug	53/94	41,180	2	70,414	Lt. Ind.	Lt. Ind.	
	Oakland Industries	11 Oakland St.	Annette F. Labatte	54/196	35,200	2	28,114	Lt. Ind.	Lt. Ind.	
	Bagels, McClelland Machine	12-18 Oakland St.	A. Cohen & D. Reid	54/196	38,650	2	47,175	Lt. Ind.	Lt. Ind.	
		25Oakland St.	Annette Labatte	54/215	29,500	1				
	CADO Fabrications	144 Elm St.	CADO Fabrications	54/195	58,806	1	44,861	Lt. Ind.	Lt. Ind.	
					340,317 SF		286,809 SF			

**FIGURE 3.15 CARRIAGE HILL SUMMARY**

# CLUSTER 3D - CARRIAGE HILL

TOTAL ACREAGE: 9.4 AC.

EXISTING LAND USE:  
 LIGHT INDUSTRIAL  
 HEAVY INDUSTRIAL  
 STORAGE

PROPOSED LAND USE:  
 LIGHT INDUSTRIAL  
 HEAVY INDUSTRIAL  
 STORAGE

NO. OF HISTORIC BUILDINGS: 6 (H)

TOTAL FLOOR AREA: 301,029 SF

SPECIAL CONDITIONS:  
 HISTORIC PRESERVATION  
 ENVIRONMENTAL REMEDIATION  
 LIMITED TRUCK ACCESS  
 EMPLOYEE PARKING

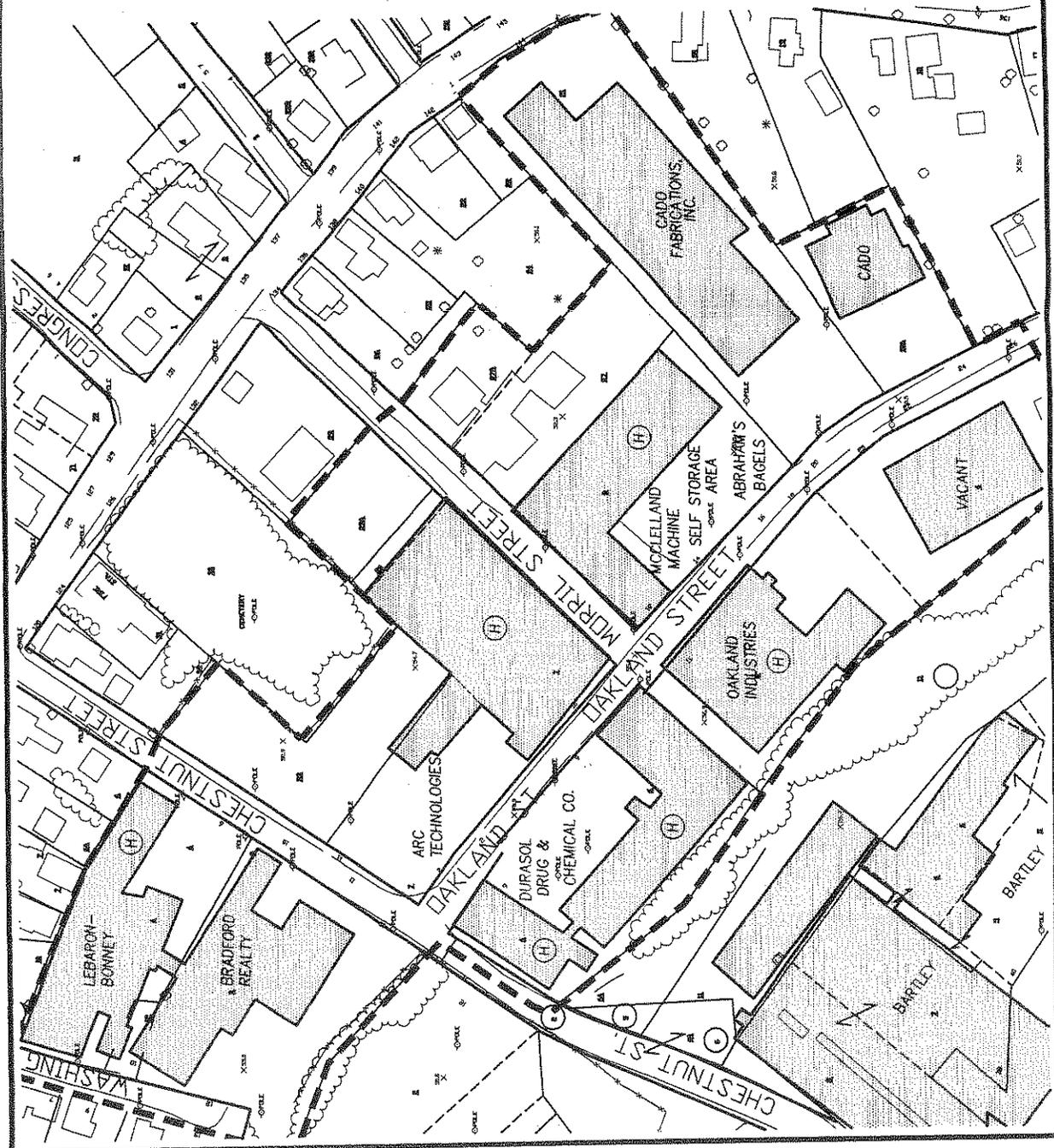
VIEW: SH-3D



W.C. Cammett Engineering Inc.  
 297 Elm Street  
 Amesbury, Ma.

SCALE: 1"=100'

Carrriage Hill  
 Cluster 3D





**CARRIAGE HILL  
WALTER ISRAEL BUILDING**



**CARRIAGE HILL: REMNANT OF AMESBURY'S INDUSTRIAL PAST**

**FIGURE 3.17**

### **3.4 CLUSTER 4: OAK STREET**

This cluster is relatively self-contained and consists of two older mill buildings connected by a pedestrian bridge. Both buildings are vacant and the older brick building is in need of substantial renovation and repair.

Although the newer building was used for industrial production as recently as 1993, these buildings are in a predominantly residential area. The bridge over the former railroad can no longer support heavy trucks. For these reasons, these buildings are better suited for conversion to residential uses. The owner is presently engaged with the Town in preliminary discussion and planning.

The two sites both command views of the Powwow River, and there is adequate space for on-site parking for residents. Following are Conceptual sketches prepared by the Owner.



# CLUSTER 4 - OAK STREET

TOTAL ACREAGE: 5.5 AC

EXISTING LAND USE:

INDUSTRIAL

PROPOSED LAND USE:

MULTI-FAMILY RESIDENTIAL

NO. OF HISTORIC BUILDINGS: 2 (H)

TOTAL FLOOR AREA: 110,519 SF

SPECIAL CONDITIONS:

RIVERS ACT 200 FT. SETBACK  
RESIDENTIAL INTERFACE  
HISTORIC PRESERVATION  
ENVIRONMENTAL REMEDIATION

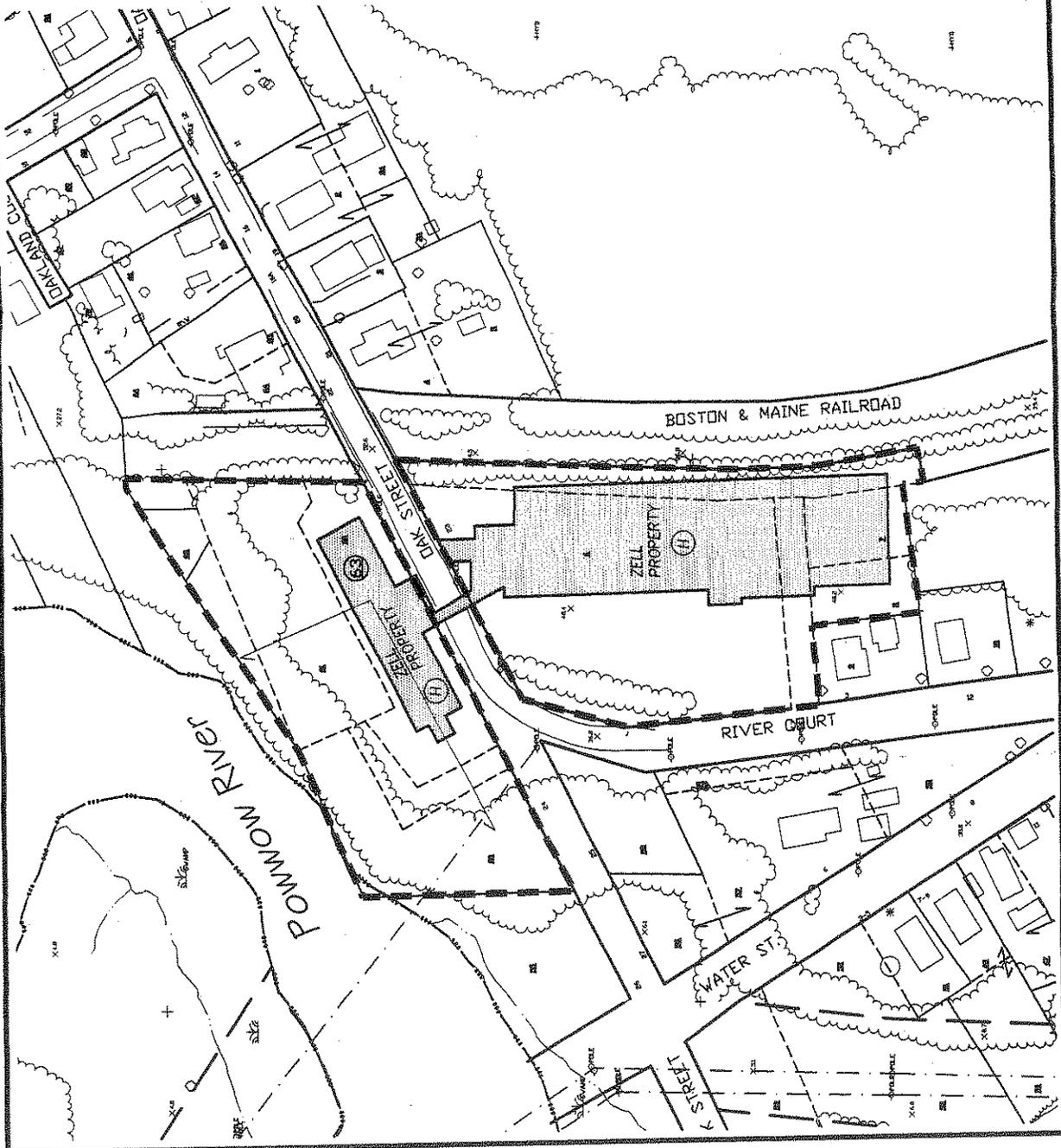
VIEW: SH-E



W.C. Cammett Engineering Inc.  
297 Elm Street Amesbury, Ma.

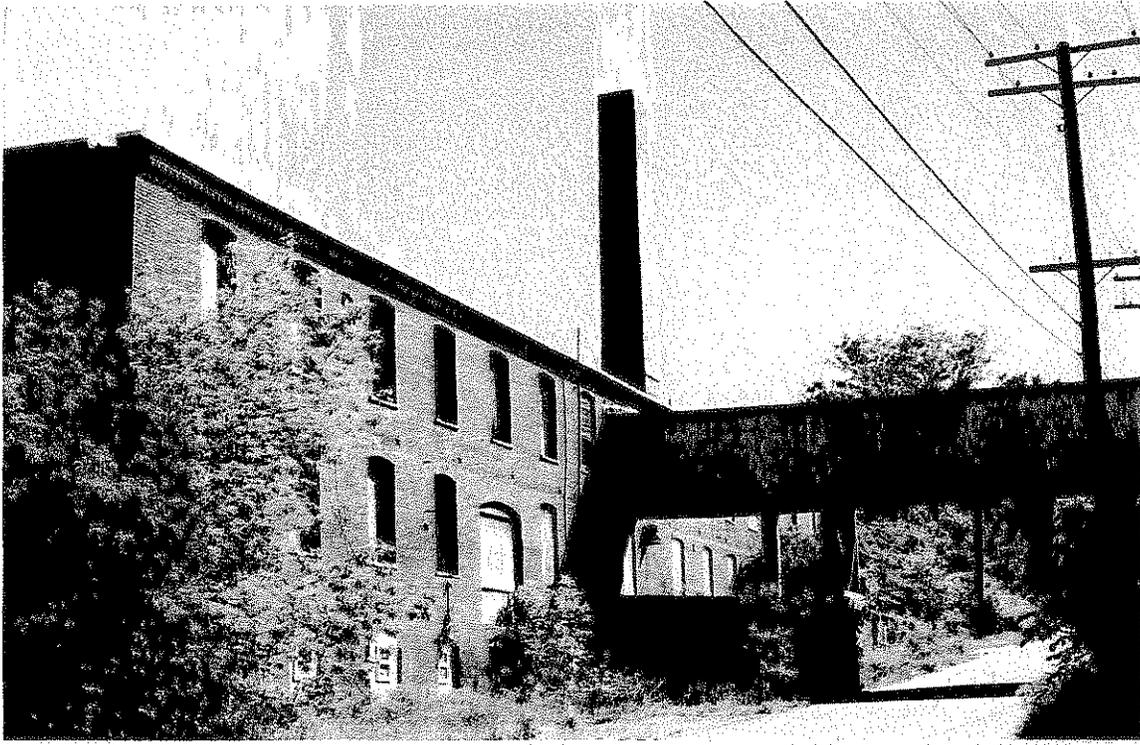
Oak Street  
Cluster 4

SCALE: 1"=100'



### 3.21 SUMMARY BUILDING CONDITIONS

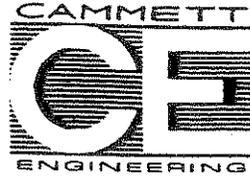
BUILDING	OVERALL CONDITION	EXTERIOR	STRUCTURAL	MECHANICAL SYSTEMS	ELECTRICAL SYSTEMS	INTERIOR	ENVIRONMENTAL REMEDIATION	SITE WORK
Wharf Building	Poor	Requires Reconstruction	Requires Reconstruction	All new systems Required	New system Required	All new systems required	Needs further review	Off site parking required
Matick Roofing	Poor	Requires extensive repointing	Requires improvements to accommodate new uses	All new systems required	New systems required	New systems required for new uses	Needs further review	Off site parking required
DPW Garage	Fair	Requires reworking for new uses	Requires reworking for new uses	All new systems required for new uses	New system required for new uses	New systems required for new uses	Needs further review	Off site parking required
25 Cedar St. 1900 Building	Poor	Requires extensive repointing	Requires improvements to accommodate new uses	All new systems required	New system required	New systems required for new uses	Needs further review	Site Development opportunities exist
25 Cedar St. 1984 Building	Poor	Requires extensive repointing	Requires improvements to accommodate new uses	All new systems required	New system required	New systems required for new uses	Needs further review	Flooding problems need to be addressed
Zell Building Wood Building	Fair	Requires reworking for new residential use	To be examined	All new systems required for new residential use	All new systems required for new residential use	All new systems required for new residential use	Needs further review	On site parking required
Zell Building Brick Building	Poor	Requires reworking for new residential use	All new systems required for new residential use	All new systems required for new residential use	All new systems required for new residential use	All new systems required for new residential use	Needs further review	Off site parking required
Israel Building	Fair	Moderate to poor				No interior survey was conducted	Needs further review	



22 OAK STREET

FIGURE 3.20

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CHAPTER 4.0  
MARKETING & FINANCE

## 4.0 MARKETING AND FINANCE

### 4.1 Introduction

Industrial and commercial markets are generally strong. While this report does not include a specific market survey, this conclusion is made from the Bonz/REA, Inc. summary of market conditions, and from discussions with area brokers and property owners.

The **industrial market** has seen substantial absorption of space over the past year. Few vacant properties exist (without extenuating circumstances). Many companies have expanded over the past several years. There is a demand for reasonably located and conditioned properties. Large discounts for purchase or rent are unusual. Some new construction is being pursued. Banks are actively competing for real estate and business financing. In downtown Amesbury, major users have indicated a need for current and future expansion space. At the same time, negative factors may be constraining this market. This includes environmental issues, surrounding derelict properties, infrastructure needs, parking, local property tax assessments, and the lack of utilities in some older buildings.

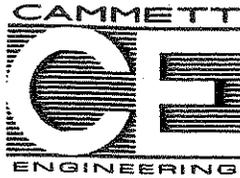
The **commercial market** consists of office, retail and service type uses. For the purpose of this summary, service space is assumed to fall into either of the other two categories. The commercial market performance is inconsistent in downtown Amesbury. This is in contrast to a strong regional market. Amesbury's performance, however, is similar to many other smaller population areas. In many of these areas, occupancy has stabilized but rents have not substantially increased. Rents represented in downtown Amesbury do not typically support substantial renovations.

#### Future Markets and Diversification

Several important niche markets have become apparent in the local Amesbury commercial environment market. These are:

- Specialty stores, artist and antiques type spaces, studios etc.
- Competitive, flexible, attractive office spaces with historic charm and immediate parking (Upper Millyard, Carriage Mills).

Few older downtown's can compete with malls and suburban strip centers. Newburyport today does not represent the norm. It would be a mistake to try to compete with Newburyport at this time on an amenity for amenity basis. In fact, Newburyport's success can be used to Amesbury's advantage. It can continue to function as an important feeder and draw for Amesbury. Specifically, many tenants were directed to



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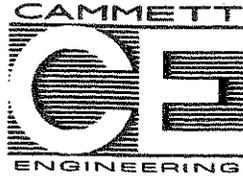
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Carriage Mills after hearing about Newburyport's \$15 per square foot office rents. The broker, based in Newburyport, was able to obtain many leads when space proved unaffordable or limited in availability. At about one-half the cost, Dan Healey was in the first place able to deliver some of the historic character that drew these parties to the area.

Amesbury can also sell the idea of "being here from the start." Entrepreneurs often like the idea of affordable emerging markets. They buy in at the beginning and accrue the advantages of market improvements. In fact, there is a sense of excitement on the part of tenants in the Carriage Mills. They like being pioneers. They participated in the transformation of their space and have taken pride in the mill's progress. They are a block from the heart of the downtown. The location is convenient. Their landlord is a like-minded business person.

This study calls for an expansion down Water Street of retail and office uses. This can connect people with Amesbury's exciting riverwalk and bike path. These uses would also accomplish a desired diversification. Such uses, including perhaps restaurants, can attract more people and uses day and night. Utilizing river connections, bike trails, walking paths and the like will make an important transition between Market Square, Water Street and Chestnut Street. Five years from now, a newly employed Bartley Manufacturing worker could stroll the path along Back River, stop at a renovated property for a sandwich, and run a shopping errand downtown.

One missing part of the market equation in Amesbury is higher education. Everything from continuing education to satellite college instruction to computer training should be explored to add to the downtown mix. An educational component can be a multi-faceted benefit. It can attract public monies, people (including at off hours), and the involvement of the institutions and staff. A logical first place to start would be Northern Essex Community College.



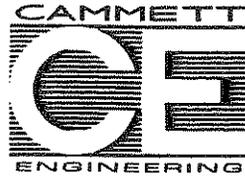
#### **4.2 INDUSTRIAL COMMERCIAL MARKET FACTORS**

Many parcels within the CIZD are being underutilized. The Town would benefit by attracting more income producing uses and activities.

The potential for attracting new businesses and industries to Amesbury, will be enhanced if a well-planned and managed commercial/industrial area is available.

Market requirements for a well-planned commercial/industrial area include the following:

- good access and egress over well paved streets,
- good visibility from access roads,
- available off-street parking space for employees and customers,
- all utilities available with sufficient capacity,
- improved vacant space at competitive rates,
- pre-zoned for the proposed use,
- full support of town government, and evidence of this in the permit and approval process,
- amenities such as landscaped, well lit, attractive, safe sites,
- location close to employee conveniences such as eating facilities, service stations, banks, etc.
- neighborhood and community support,
- free and clear title to property.
- minimal or no environmental issues.
- provisions for long-term maintenance of public streets and spaces including snow removal, street sweeping, paint striping, signage, trash removal, and landscaping,
- protective covenants to ensure owners' & tenants maintenance and upkeep of property.



### **4.3 BUILDING A PUBLIC/PRIVATE COALITION**

During the course of this study, two business leaders with a vision of expanded manufacturing operations, have come forward with potential commitments. These parties are Richard Bartley (Bartley Manufacturing, Bartley RF Systems, Inc.) and Daniel P. Healey III (Arc Technologies, Roll-Rite, Carriage Mills and CDS).

These individuals and the Alliance for Amesbury have endorsed a far-sighted effort to relocate and expand certain industrial properties in the Lower Millyard area. The plan calls for new industrial construction, renovation of certain historic buildings and selective demolition. The result could be an expansion of 200,000 square feet, hundreds of new jobs, and a long term positive change in the appearance of the area. The level of investment is likely to exceed \$10 million dollars.

Critical short-term actions include relocating one or more of the following businesses and uses:

- The DPW Garage and Yard
- Nichols Recycling
- Nanco Gas
- R & E Metals

Discussions about relocation to other more compatible industrial areas have taken place with key owners. Accomplishing these relocations is vital to retaining, expanding and diversifying anchor industries in this area.

#### **Summary of Potential Expansion Plans:**

##### **BARTLEY FAMILY COMPANIES**

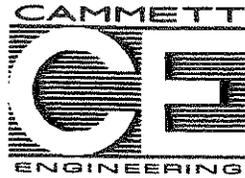
Chestnut Street, Amesbury

- Bartley Machine and Manufacturing
- Bartley RF Systems, Inc.

Employment: 350 (engineers, skilled technicians and assembly)

Buildings: 4

Square Feet: 140,000



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DANIEL P. HEALEY III, PRINCIPAL

Chestnut Street, Water Street; Amesbury

- Arc Technologies, Inc.
- Water Street Mills
- CDS
- Roll Rite

Employment: 60+ (engineers, skilled technicians and assembly personnel)

Buildings: 3

Square Feet: Arc - Technologies - 50,000 sq. ft., Carriage Mills 100,000 sq. ft.

Sales Revenues: \$8 million (excludes Water St. mills)

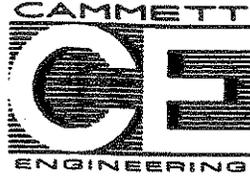
Potential expansion next five years: 100% employment  
100,000-140,000 sq. ft. new constr.

**Feasibility and Assistance**

From an economic point of view, the suggested expansion plans are immediately viable with certain local and state assistance. This is because the business interests can obtain financing supported by present manufacturing activities. Unlike speculative uses, these businesses will be both developers and users. The role of the City and State is of critical importance. They should support these activities with the following actions:

- Provide technical assistance as may be necessary. The Town and Alliance for Amesbury recently submitted a proposal to provide these services with assistance from Mass Development, a state agency committed to economic expansion and job retention in downtown areas. (Refer to Appendix C)
- Explore Tax Increment Financing and similar economic target program incentives to make expansion in the area more attractive.
- Make infrastructure improvements (roadways, sidewalks, utility work).
- Add additional off street parking.
- Relocate incompatible municipal uses.
- Improve natural areas such as rivers, and provide open space.

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CHAPTER 5.0  
IMPLEMENTATION STRATEGIES

## **5.1 PROPOSED LAND USE PLAN (FIGURE 5.1)**

### **5.1.1 BASIC GOAL OF THE PLAN**

The Economic Diversification Strategy and its proposed Land Use Plan seeks the continuation and expansion of a high quality industrial area with a balance of small and medium size uses which are mutually supportive and complementary to one another and to surrounding land uses. Existing and new uses shall respect the environment; particularly air quality, water quality, noise, glare, visual quality, and historic buildings.

The purpose of the Economic Diversification Strategy is to translate the above goal into a development concept, and to suggest the planning and implementation tools with which this concept can be achieved.

### **5.1.2 UNDERLYING ASSUMPTIONS**

The underlying assumptions upon which the plan is based is that there is considerable land within the CIZD that is being underused. Furthermore there are certain existing uses within the district that are incompatible with current trends, and with achieving the above goal.

It is assumed that there are advantages and benefits to be realized from a well planned industrial district, including a strong employment base, increased tax revenues, and strong local economy. This will have a positive spin-off effect on downtown and the overall community.

Finally, it is assumed that there is sufficient desire among local public officials, the business community, and private investors to create a "critical mass" of interest, financial and administrative support to move the plan forward.

### **5.1.3 FEATURES OF THE PLAN**

The Land Use Plan proposes the following:

- continuation of light industrial uses in much of the district,
- phasing out incompatible uses, including the public works facility,
- expanding public parking,
- encouraging mixed uses in the lower millyard,
- establishing an artisans/crafters complex,
- streetscape enhancement of the Elm Street Corridor.
- opening up and enhancing the Back River as a pedestrian greenway,

- **converting the existing vacant industrial buildings at Oak Street to residential.**

The Zoning By-Law presently allows a wide variety of uses in the district either by right or by special permit. It is proposed that in order to achieve the goals of the Land Use Plan, the following uses not be allowed within the CIZD:

- automotive sales
- construction yards
- freight/terminal/warehouse
- wholesale trade/distribution
- transportation terminal.

Design factors should be considered in the review and approval process. New and renovated buildings should be compatible with historic buildings in the district. Standard conditions of approval should include a review of exterior building materials and colors, signage, lighting, and landscaping.

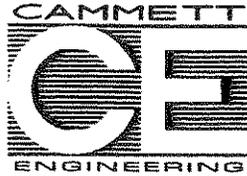
#### **5.1.4 CIRCULATION**

The existing street system serving the district functions reasonably well and accommodates present traffic volumes. Bridges need to be replaced at Oak street and R Street, and these projects are currently under way.

Pedestrian access needs to be improved along Elm Street between Market Square and R Street. There is opportunity to create a pedestrian pathway along the back river that would connect the Cedar Street artisans complex with the Powwow Riverwalk.

Access at Chestnut Street is limited due to narrow pavement, poor sight distance and inadequate turning radii for trucks.

It is proposed that kiosk or pylon type signs be installed at entry points to the district including Water Street at Elm, and Morrill Street at Elm. Decorative pavers along with period lighting fixtures could also be installed at these locations to help highlight the entries.



## **5.2 PROPOSED ACTION STEPS**

Section 1.3 in the Summary lists the various steps that will implement the Economic Diversification Strategy for the Central Industrial Zoning District. Figure 5.2 illustrates the recommended public improvement projects

## **5.3 SHARING THE RESPONSIBILITY**

### **5.3.1 GOVERNMENT INCENTIVES**

Throughout the country, local governments have been stepping forward with incentives designed to encourage the private sector to renovate older buildings for new uses. This process often results in the rejuvenation of entire areas or neighborhoods. Some of the incentives that have been used include:

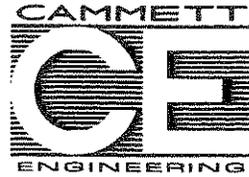
- property tax abatements
- zoning revisions or variances
- building code flexibility for renovated bldgs.
- financial assistance
- infrastructure improvements
- tax assessment districts
- establishing special use and business improvement districts.
- local non-profit support groups or initiatives

### **5.3.2 PRIVATE SUPPORT GROUPS**

Some of the most effective efforts of promoting urban development and revitalization are carried out by private nonprofit organizations such as the Alliance for Amesbury. One of the most valuable roles of such organizations is to act as an intermediary among private developers, investors and lenders, local businesses, property owners, local government. Another important role of economic support groups is to provide marketing assistance and information to interested investors, tenants, and developers. Coupled with a broad based marketing program is the need to provide accurate information and build support within neighborhood groups.

### **5.3.3 THE PRESENT SITUATION**

Activities taken to date in Amesbury particularly with regards to the Lower Millyard area, represent a public/private partnership which has facilitated



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considerable redevelopment currently underway. The tools are in place to continue and strengthen this public-private coalition, (Refer to Section 4.2).. In order to compete economically, this coalition must be strong, durable and able to act quickly. The first step is to have a plan and process that the main players, The Town and the Alliance for Amesbury, can agree upon. Part of the process is to have regular meetings and dependable attendance. The forum for these meetings should include a small working group of key executives and Town staff.

Various mechanisms are necessary to facilitate development and revitalization. These can and should include:

- Land purchases with eventual re-sale or leasing;
- Low interest loan funds;
- Tax Increment Financing and similar programs;
- Technical assistance;
- Marketing assistance, and;
- Access to additional State and Federal programs and funds.

Several parties would cooperate to develop and administer these mechanisms. As a compromise, the parties might agree to attempt to utilize the private economic development authorities of the Alliance as long as a general plan and procedure can be agreed upon. The Alliance could agree to provide accounting, loan administration and other professional services.

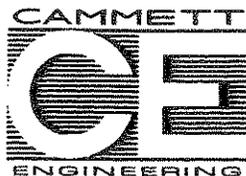
### **PAST SUCCESSES AND CURRENT PROJECTS**

The construction of the Parking facility on water Street was accommodated through the donation of property formerly owned by Amesbury Industries currently owned by Dan Healey. In exchange for the property, that building is guaranteed a specified number of spaces in the facility.

Chestnut Street extension and the new bridge over back River were projects funded specifically because of the job creation and expansion activities of Bartley machine and Manufacturing.

Today, the Town is in a position to further the redevelopment of the area, working with private building owners who are in the midst of their own expansion/renovation programs.

As owner of two of the three critical properties at the foot of water street, between Mr. Healey's and Mr. Bartley's property, the Town must consider its options to relocate the Public works Facility. Conflicts between the use of the Town property as a Public Works



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Garage and the Commercial and Manufacturing expansion occurring in the area can be expected to intensify.

The Town's vacating its Water street property and its use as a catalyst to the continued revitalization of the area must be an immediate object of a redevelopment effort.

As a first step, the Town must assess its needs in identifying a new location for its public works facility and determine the reuse of the water Street buildings.

There are numerous issues which will affect the reuse plan including costs of relocation and expected revenue received from the sale of the properties. further, the preferred reuse of the properties may not maximize revenues to the Town. In those cases the Town must balance the final redevelopment objectives again the projectd revenues.

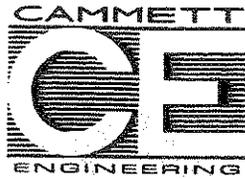
To realize the redevelopment of the Lower Millyard, the Town and the private sector must jointly develop and implement the plan. support by both groups is critical in undertaking complex projects of the type envisioned in this report.

Support by the private sector for surplusing Town property for a specific use is one such example. Numerous grant programs may need to be accessed in order to provide infrastructure or roadway improvements for anticipated projects. Public and private support for those applications is a must.

A public/private partnership between the Town and the Alliance has created a redevelopment program with the town. Projects totaling well over five and half million dollars have been funded partly as a result of that partnership. Included are the downtown streetscape improvements, the PowWow Riverwalk, and past and proposed improvements in the Upper Millyard.

As individual redevelopment programs for sections of the Central Business District and associated areas are agreed upon, those plans should be incorporated into a comprehensive plan with public and private support and commitment. As this is done, responsibilities for program components can be assigned to the public sector, the private sector, or to a quasi public/private entity as is appropriate.

Regardless of assigned responsibilities, the projects must be able to demonstrate the commitment of both sectors or success will be elusive. On a project to project basis, the parties have worked well together. The Alliance has helped the Mayor to advance his agenda for the Town. The Town has helped the Alliance technically and secured funds for priority projects. This report itself owes a great deal to the contributions and ideas provided by members of the business community. We found many outstanding business people extremely dedicated to the community.



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## **5.4 PUBLIC REVIEW AND APPROVAL PROCESS**

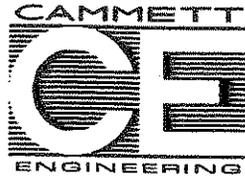
Proposed development projects currently enter the town's review and approval process through the Mayor's office and the Office of Community and Economic Development. Typically, an applicant meets with the town Planner to discuss a proposed project informally. The Town Planner highlights land use and zoning issues, and informs the applicant of potential processing requirements. If the applicant's plans are sufficiently developed, the next meeting would be a pre-application conference with the Planning Board.

Following this, there are several town boards, commissions, and committees that may routinely be involved in the review process. This list includes:

- The Planning Board
- The Design Review Committee
- The Conservation commission
- Zoning Board of Appeals

Depending on its size and scope, a project would also be reviewed by one or more of the following Town agencies:

- The Municipal Council
- Office of Community & Economic Development
  - Consulting Traffic Engineer
  - Consulting Structural Engineer
  - Consulting Civil Engineer
  - Consulting Environmental Scientist
- Building Inspector
- Town Engineer
- Department of Public Works
- Fire Department
- Utilities Department
  - Sewer
  - Water
- The Historic Commission
- The Traffic and Transportation Committee
- The Board of Health.
- Tree Board



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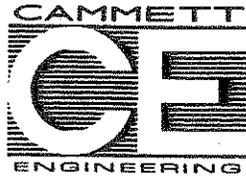
The Office of Community & Economic (OCED) is presently the lead agency for the processing and review of development applications. While no "roadmap" exists for applicants, the OCED staff together with the Planning Board directs applicants to the appropriate reviewing agencies. In some projects, however, unforeseen issues may surface in the course of review that may trigger additional review by yet another agency or board.

Obviously, this can be a confusing and drawn out process for applicants. This confusion has probably always existed to a degree, but several factors have caused the review and approval process to become more complex:

- Passage in 1970 of NEPA, the National Environmental Policy Act, and various State and Local Legislation directed at environmental protection,
- Tightening fiscal constraints on city government and expenditures,
- Increasing litigation, and the efforts of government to "protect" the citizenry,
- The development of single-interest advocacy groups,
- Increasing citizen and neighborhood participation in the planning process.

**RECOMMENDATIONS:** The office of Community and Economic Development should continue to clarify the review and approval process as follows:

- Develop a long-term communication/information program aimed at bringing laymen, builders, investors, and municipal staff into a clear understanding of public review requirements and procedures.
- Prepare and distribute one page informational handouts that list all Town boards, Departments, Commissions, with contact person, phone number, and address. List for each board or agency, its authority and jurisdiction, applicable regulations, its regular meeting dates and general procedures for reviewing project applications.
- Expand the Technical Review Committee's role to meet periodically and review all new development project applications. Prepare a checklist or staff report which identifies project issues, and the necessary steps for review and approval.
- Hire an assistant planner so that more staff time can be devoted to permit management, writing staff reports, and guiding applicants through the review and approval process.



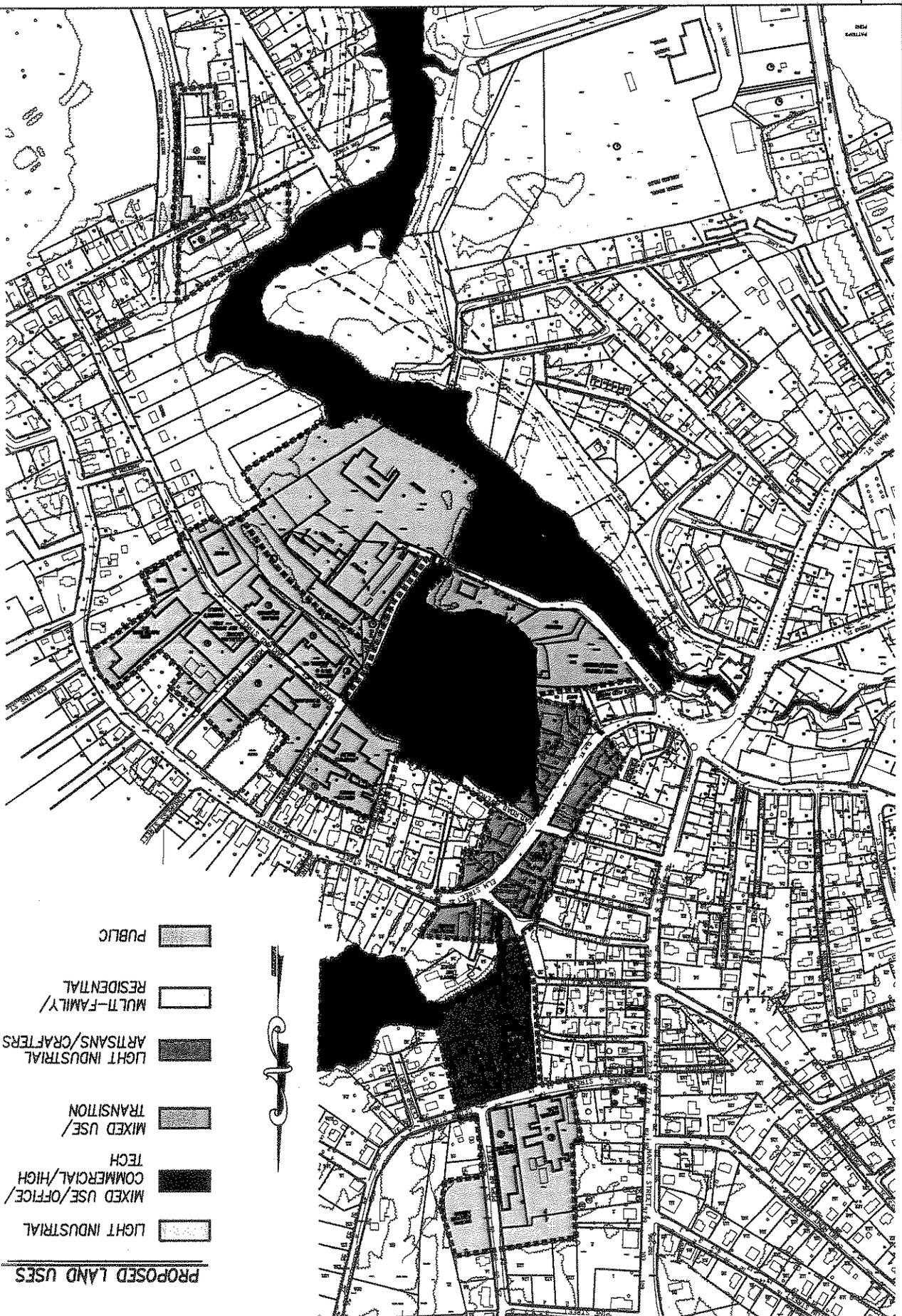
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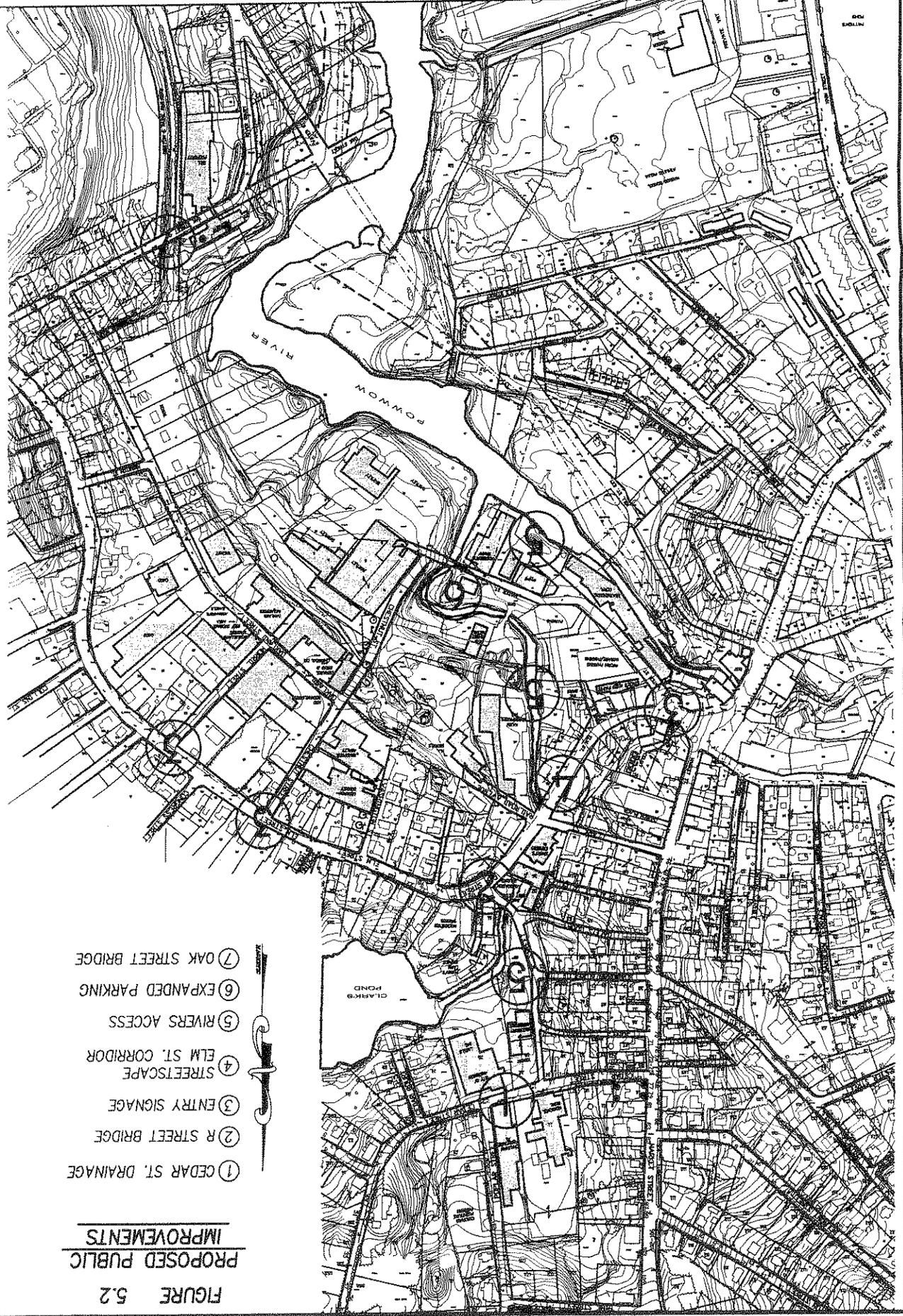
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On Water Street at the Carriage Mills, Dan Healey has demonstrated Amesbury's future. Within one year, 13 tenants from as far away as Chicago and Maine have fully occupied a 100,000 square foot mill. They have been drawn by competitive pricing (\$8.00+/- per SF), a receptive owner, flexible space, nearby public parking and unique business address. Mr. Healey is now beginning phase two in the adjacent former power house building. He has asked for little assistance from the Town. He has provided direction, energy, and a conclusive market test for the new Amesbury.

These proposed developments represent an economic turning point for Amesbury. Public and private parties have stepped forward to support this plan. The resulting development can redefine the area, guaranteeing a stable employment base and reclaiming attractive historic and natural areas. If this redevelopment project does not succeed, however, it could result in the loss of the Town's largest employer due to lack of expansion space and outmoded infrastructure. Today, time is truly of the essence to take advantage of these opportunities.



- PROPOSED LAND USES**
- LIGHT INDUSTRIAL
  - MIXED USE/OFFICE/COMMERCIAL/HIGH TECH
  - MIXED USE/TRANSITION
  - LIGHT INDUSTRIAL/ARTISANS/CRAFTERS
  - MULTIFAMILY/RESIDENTIAL
  - PUBLIC



- ⑦ OAK STREET BRIDGE
- ⑥ EXPANDED PARKING
- ⑤ RIVERS ACCESS
- ④ STREETScape  
ELM ST. CORRIDOR
- ③ ENTRY SIGNAGE
- ② R STREET BRIDGE
- ① CEDAR ST. DRAINAGE

PROPOSED PUBLIC  
IMPROVEMENTS

FIGURE 5.2