

# Town of Salem NH Master Plan Update

## Technical Proposal



December 21, 2023 Attn: Purchasing Division  
Town of Salem NH  
33 Geremonty Drive  
Salem NH 03079

**utile**

115 Kingston St  
Boston, MA, 02111

110 Union St  
Providence, RI, 02903

(617) 423-7200

## Contents

1. Cover Letter 3
2. Project Team 4
3. Cover Letter 3
4. Options for Public Outreach 40
5. Project Schedule 44
6. Comparable Projects 46
7. Forms 60

December 21, 2023

Jacob Lafontaine  
Planning Director  
Town of Salem NH  
33 Geremonty Drive  
Salem NH 03079

**utile**

Architecture  
& Planning

115 Kingston Street  
Boston, MA 02111  
utiledesign.com

110 Union St.  
Providence, RI 02903

Dear Mr. Lafontaine,

Utile is thrilled to submit a proposal for the Town of Salem's Master Plan Update. With our years of experience in comprehensive planning for municipalities throughout New England, we bring deep commitment and insight to Salem's potential as a town at two scales: a close-knit community in Rockingham County, and also a thriving commercial hub for Greater New England. The long-term potential of Salem's multifaceted identity—and the rich history behind it—inspires us as planners.

From Salem's origins as a northern parish for Massachusetts settlements to the opening of Canobie Lake Park as a day-tripper destination in the trolley car era, Salem has always balanced its dual position as both a home and a destination. Utile is excited about the Town's next steps in this centuries-old evolution. Recent mixed-use development efforts like Tuscan Village illustrate the town's potential to build upon its success as a retail hub along the I-93 and Rte-28 corridors by introducing new industries, jobs, and regionally aware multi-family housing options within the scale of the existing neighborhood fabric. Utile envisions a long-term plan for Salem that guides its continued economic growth while preserving livability in the context of post-pandemic demographic shifts.

Utile's vision for Salem recognizes the Town's livability as its core asset. This vision also works in dialogue with Salem's advanced history in comprehensive planning, dating back to Town's first Plan in 1962 up to its 2016 update of the 2001 comprehensive plan. Utile understands that the Town's goals of affordability in housing and diversity in its economic base are deeply intertwined. While the housing crisis and demographic shifts pose a direct challenge to these goals, Utile's deep regional experience and multidisciplinary approach give us the tools to turn these challenges into opportunities. As a team composed of architects and planners with specific expertise in affordable housing and land use law, our design recommendations stand on rigorous data-driven analysis and policy research.

In the proposal that follows, you will find a detailed description of our qualifications, information about our proposed team of subconsultants, our perspective on public outreach engagement, and a scope of work that we believe to be well-tuned to this project's needs, but that we are always happy to tailor through coordination with the Town's planning team. This is a great opportunity for our firm because the project aligns directly with our skills and experience. We sincerely hope that you will select us as your consultant.

Sincerely,



Tim Love, FAIA, Principal,  
Utile, Inc.



# About Utile

Utile is a planning and architecture firm that is built like a think tank. By developing well-researched, locally specific design methodologies for each project, we offer original and effective solutions that integrate existing conditions while setting the standards for the cultivation of a meaningful urban realm.

Utile specializes in unique regulatory, political, and design challenges. Our enthusiasm as designers, planners, cultural anthropologists, and keen observers of the business sector allows us to tackle a broad range of work from urban design proposals for new districts, to land use regulations for flood resilience and revitalization plans for aging industrial neighborhoods.

In all of our planning and design work, we use leading-edge policy and engagement approaches to arrive at solutions that are comprehensive, intersectional, and multi-scalar. Utile has charted a new practice model that combines the innovative thinking of a design practice with the proactive strategic insights of a think tank. As the design process unfolds, we uncover hidden connections and test potential conceptual approaches through sophisticated information graphics, maps, and drawings. In doing so, we deliver strategies that are efficient, economically feasible, and elegantly designed and communicated.

We are committed to the revitalization of the American city through proactive planning and design that bridges public and private jurisdictional boundaries. We recognize that systemic injustice and the climate crisis are inextricably linked within the built environment, and are committed to sustainability through the lens of a just and equitable design practice.

**Name and Address**

Utile, Inc.  
115 Kingston Street  
Boston, MA 02111

**Primary Contact**

Tim Love, Principal-in-Charge  
love@utiledesign.com; (617) 423-7200

**Date Established**

2002

**Company Type**

Corporation

**Management Team**

Tim Love, Principal and President  
Michael LeBlanc, Secretary and Principal

Matthew Littell, Treasurer and Principal

Mimi Love, Principal

Brett Bentson, Principal

**Employees**

66 total (22 licensed architects, 57 professional design staff, 5 admin, 2 interns)

**Major Areas of Focus**

Urban design, urban planning, architecture

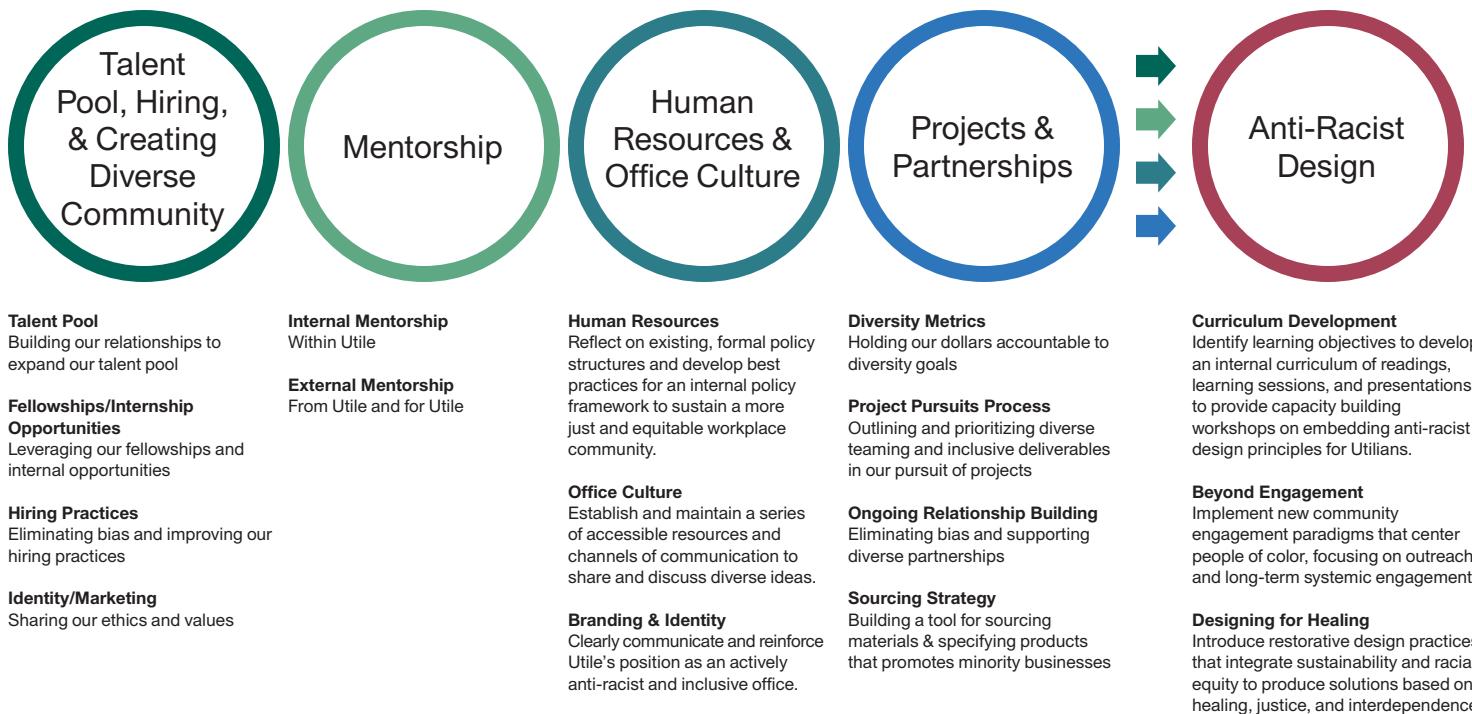


# Commitment to Diversity & Inclusion

At Utile, we are committed to designing and creating more just, equitable, and sustainable environments—both within our practice and in the spaces we bring to life—by amplifying a diversity of voices, cultivating inclusion among our colleagues and partners, and seeking out the perspectives of those in the communities we serve.

To address the systemic injustices that exist within these very communities, injustices that disproportionately harm communities of color, we continue to build an internal culture that is predicated on translating these core values into actions. To achieve this, we have launched a wholesale review of our policies, office culture, and approach to projects. We continue to partner with mission-driven non-profit organizations centered on improving the lives of children and historically underserved communities, while providing the framework for our staff to work with local schools and universities to inspire and educate the next generation of designers and planners.

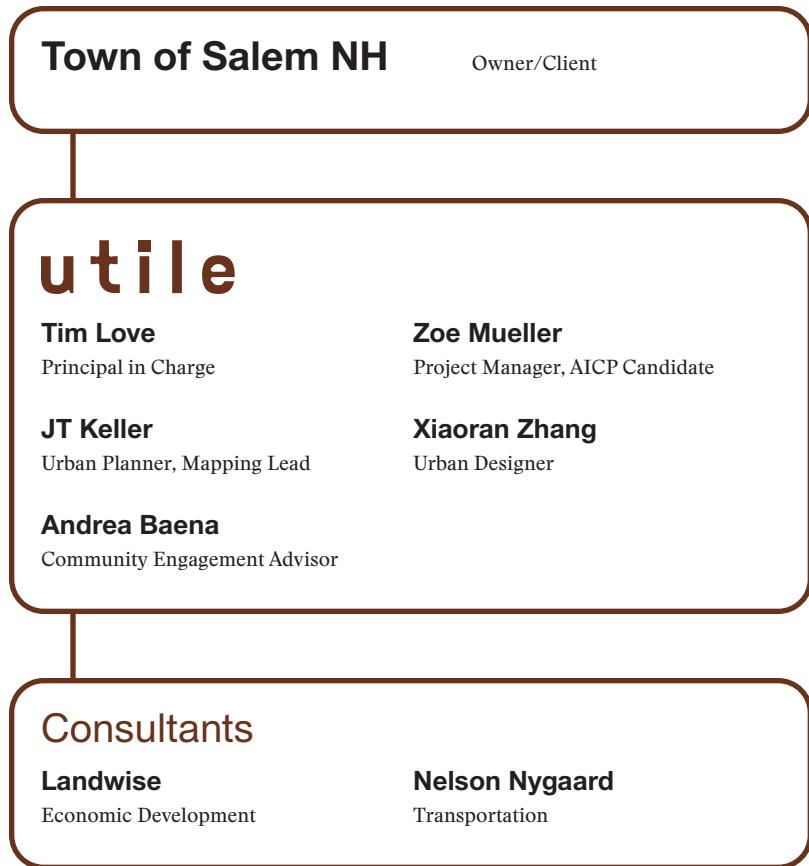
We have created a series of working groups aimed at rethinking our hiring and partnership practices, while expanding our comprehensive mentorship and volunteer programs to engage well beyond our existing network. Our dedication to environmental sustainability continues to impact our design thinking across all of our work, particularly among our affordable housing and community planning projects. Though these are just a few of our ongoing initiatives, they are the first of many steps in combating injustice. We will continue to listen, learn, and take actions to deconstruct systemic racism in the world around us and we look forward to continuing the conversation as an office and with our clients and collaborators.







# Project Team



## Tim Love, FAIA Principal-in-Charge

Tim Love is the founding principal of Utile, a 66-person Boston-based architecture and planning firm. Love's primary focus is the relationship between individual works of architecture and the larger city. His work is not driven by aesthetics, but by collaborative deep-dive research focused on the technical, cultural, regulatory, and environmental issues of urban design problems. Love and his teams find opportunities for design by uncovering latent issues and fully leveraging and synthesizing them.

Love works on diverse projects of varying scales, including regeneration strategies for aging industrial areas and master plans for new urban districts. Love and his collaborators are also known for their award-winning public realm initiatives, including the Boston Complete Streets Design Guidelines and the Boston Harbor Islands Pavilion on the Rose Kennedy Greenway. He managed the Envision Cambridge citywide plan, and led the Utile team on Go Boston 2030, a mobility vision plan for the City. He served as strategic advisor for Imagine Boston 2030, the City's first comprehensive plan in 50 years, as well as for the Boston City Hall and Plaza comprehensive master plan.

Love is a tenured Associate Professor at the Northeastern University School of Architecture where he teaches urban design theory and graduate-level research studios. He is also a Fellow of the American Institute of Architects (FAIA).



### **Education**

Harvard University Graduate School,  
Master of Architecture with  
distinction, AIA Medal

University of Virginia, Bachelor of  
Science in Architecture, Alpha Ro  
Chi Medal

### **Affiliations**

American Institute of Architects

Boston Society of Architects—  
Commissioner of the Urban Design  
Committee, Member of the Board

Northeastern University—Associate  
Professor

Harvard University Graduate School of  
Design - Lecturer in Real Estate

### **Selected Projects**

Imagine Boston 2030 Master Plan,  
Boston, MA

Envision Cambridge Citywide Master  
Plan, Cambridge, MA

Haverhill Master Plan Update,  
Haverhill, MA

PlanBeverly Citywide Plan, Beverly,  
MA—for the City of Beverly

Vision Haverhill 2035, Haverhill,  
MA—for the City of Haverhill

Imagine Salem Visioning Plan,  
Salem, MA

Union Square Neighborhood Plan,  
Somerville, MA

Somerville Zoning Overhaul,  
Somerville, MA

Go Boston 2030 Boston Mobility  
Planning—for Boston Transportation  
Department

Complete Streets Manual and  
Website, Boston, MA—for the Boston  
Transportation Department, with  
Toole Design Group

Raymond Flynn Marine Park Master  
Plan Update, Boston, MA

Mill River Planning Study, New Haven,  
CT—with Stoss Landscape Urbanism  
and Ninigret Partners

Gloucester Municipal Harbor Plan,  
Gloucester, MA

Eastern Market Neighborhood  
Framework and Stormwater  
Management Network Plan,  
Detroit, MI

Shetland Park Development Study,  
Salem, MA—for Shetland Trust

MassDevelopment Transformative  
Development Initiative (TDI), MA  
Statewide

MassDevelopment Planning &  
Architectural On-Call Consultant, MA  
Statewide

Haverhill TDI District Planning Study,  
Haverhill, MA—for MassDevelopment

Lawrence Downtown West—for  
MassDevelopment

West End Streetscape Planning Study,  
Chicopee, MA—for MassDevelopment

On-Call Design Review for Massport,  
Boston, MA

Brush Park Form-Based Zoning,  
Detroit, MI

Worcester Development Opportunities  
Study, Worcester, MA—for  
MassDevelopment and the City of  
Worcester

I-195 Redevelopment District Planning  
& Design Consulting Services,  
Providence, RI

New Bedford Downtown Urban Design  
and Development Study, New Bedford,  
MA

New Bedford Acushnet Avenue  
Planning, New Bedford, MA

## Zoë Taft Mueller, AICP

### Project Manager, Associate Principal

Zoë joined Utile in 2020 as an urban planner. The range of Zoë's work experience spans multiple regions and sectors before becoming a consultant—spatial data analysis for energy and telecom companies in the western US states, non-profit community development work in Cleveland, OH, academic consulting for public sector economic development initiatives in Israel and Mexico, and public sector urban design review in Boston. This diversity of experience has given her a deep understanding of how social movements and governance structures initiate, activate and animate designs. Her award-winning, multidisciplinary academic research on the US Interstate Highway System and working waterfronts coupled with her broad work experience has fine-tuned Zoë's ability to leverage diverse source materials and methodologies in order to deliver compelling arguments. She has a knack for synthesizing qualitative and quantitative research to identify design imperatives and inform targeted action that is deeply rooted in local culture and political context. She approaches each project with curiosity, humility, and a critical eye to how the project might grow and evolve.

As part of Utile's HR & Office Culture JEDI (Justice, Equity, Diversity, & Inclusion) working group, Zoë has formed initiatives to further foster a culture of anti-racist design, co-ordinated the integration of native land acknowledgements into Utile's office facades, and planned professional development programs.



#### **Education**

Massachusetts Institute of Technology,  
Master of Urban Planning

Wesleyan University, Urban Design and Cultural Geography, Bachelor of Arts

#### **Selected Projects**

I-195 Redevelopment District Urban Planning and Design On-Call, Providence, RI

Portland Land Use Code Update: Climate Resiliency Zoning Project, Portland, ME

Atlanta Rezoning Study, Atlanta, GA—with TSW for the City of Atlanta

Worcester Now | Next Citywide Plan, Worcester, MA

Gloucester Harbor Plan, Gloucester, MA

Norwalk Industrial Zones Study and Industrial Waterfront Land Use Study, Norwalk, CT

MBTA Bus Priority Toolkit, MA

PLAN Dot Ave Transportation Plan, Boston, MA

Pittsburgh 2070 Mobility Vision Plan, Pittsburgh, PA

Clark-Fulton Together Community Master Plan, Cleveland, OH—*while with WRT Design*

## **Education**

Harvard Graduate School of Design,  
Master in Urban Planning

Harvard Graduate School of Arts and Sciences, Master of Arts in Regional Studies - East Asia

Cornell University, Bachelor of Arts in English

## **Selected Projects**

Redesigning Trash Flows: Chinatown Pilot Program, Boston, MA—*while with City of Boston Public Works Department*



## **JT Keller** Urban Planner, Mapping Lead

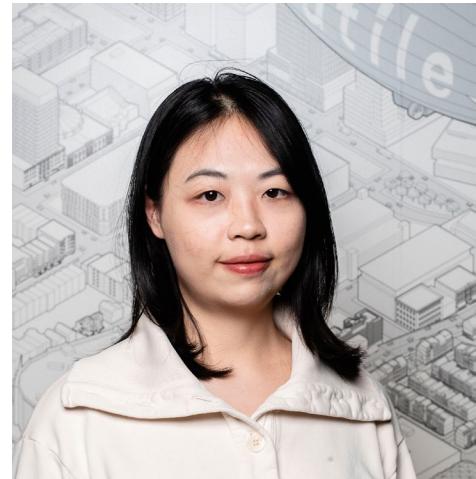
JT joined Utile in 2023 as an urban planner. His commitment to sustainable urban growth strategies combines community engagement, GIS analytics, policy research, and spatial design. What drives his work is a vision of streets as pathways for connection across boundaries and scales: not only as linkages in a mobility network, but as shared spaces where people engage with one another. JT received his Master in Urban Planning from the Harvard Graduate School of Design, and comes from a background in anthropology and filmmaking. As a Fulbright Scholar and member of Harvard's Sensory Ethnography Lab, he did extensive fieldwork in Chengdu and Taipei on social life in public spaces. He has also co-authored case studies on team dynamics as a researcher in organizational behavior at Harvard Business School. He considers his roaming path into planning and design a testament to the dynamic nature of the field. He loves the wandering streets of Boston, which he has called home for almost a decade, for the same reason. Nevertheless, he will always remain a Clevelander at heart (Go Cavs).

## Xiaoran Zhang

### Urban Designer

Xiaoran joined Utile in 2021 as an urban designer. She is actively involved in Utile's urban design and planning projects, including MBTA Bus Priority Toolkit, which implements a transportation planning toolkit on public transit and public realm improvement, and BPDA Newmarket Development Plan, which proposes industrial and mixed-use district development prototypes. Prior to joining Utile, Xiaoran worked closely with urban districts and communities. As a George W. Anderson, Jr. Award recipient from Carnegie Mellon University School of Architecture, she dived deep into her thesis on cooperative-based community system innovation with a focus on co-housing and public space typology research. She was also working as an intern at Squirrel Hill Urban Coalition in Pittsburgh to assist community-based development in practice.

Born and raised in a community with affluent local culture from Xuzhou, China, Xiaoran has a deep-rooted understanding of community engagement and local culture conservation. Xiaoran earned her Master of Urban Design from Carnegie Mellon University School of Architecture, and her Bachelor of Engineering in Urban and Rural Planning from Nanjing Tech University in China.



#### **Education**

Carnegie Mellon University School of Architecture, Master of Urban Design

Nanjing Tech University, Bachelor of Engineering in Urban and Rural Planning

#### **Selected Projects**

Portland Land Use Code Update: Climate Resiliency Zoning Project, Portland, ME

Barnstable Regional Housing Strategy—for Barnstable County on behalf of the Cape Cod Commission

MBTA Bus Priority Toolkit, MA

PLAN: Newmarket, The 21st Century Economy Initiative, Boston, MA—for the City of Boston

Everett High School Feasibility Study, Everett, MA—for the City of Everett

I-195 Redevelopment District On-call Test-fits, Providence, RI—for the I-195 Redevelopment District Commission

New Bedford Acushnet Riverfront Test-fits, New Bedford, MA

Strip District Sustainable Community Strategy, Pittsburgh, PA (*for Carnegie Mellon University Heinz College*)

CoVillage, Kansas City, MO —East Village redevelopment design proposal for the ULI Hines Student Competition (*with a team at Carnegie Mellon University*)

## Education

Massachusetts Institute of Technology,  
Masters in Architecture

Universidad De Los Andes, Bachelor  
of Science in Industrial Engineering

## Selected Projects

Lowell Forward Comprehensive  
Master Plan—for the City of  
Lowell, MA

Vision Lynn Comprehensive Master  
Plan—for the City of Lynn, MA

Imagine Nashua Master Plan Update,  
Nashua, NH—for the City of Nashua

Beverly Design Guidelines, Beverly,  
MA—for the City of Beverly

Gulfton Affordable Housing Plan,  
Houston, TX

Atlanta Rezoning & Existing Pattern  
Analysis, Atlanta, GA—for the City of  
Atlanta with TSW

Worcester Now | Next Citywide Plan,  
Worcester, MA

Valparaiso City Development Plan,  
Valparaiso, Chile—Advisor for the  
Planning Office of Valparaiso, *prior to  
joining Utile*

Community Integration Corridor,  
Bogota, Colombia—urban acupunc-  
ture project for Fundacion Grupo  
Social, *prior to joining Utile*



## Andrea Baena

Associate, Community Engagement Advisor

Andrea Baena joined Utile in 2020 as an architectural and urban designer. Contextual sensibility and stakeholder engagement have always been at the foreground of her work. She has worked extensively at the crossroads of urbanism, strategy and design research. and applied her design work across numerous contexts: Colombia, India, Mexico, France, United States, and Chile.

She is deeply involved with Utile's citywide planning efforts including Imagine Nashua, Vision Lynn, Lowell Forward, and Worcester Now | Next, and is fluent in English and Spanish.

Andrea has been engaged in open public debate at AlCentro Think Tank, as Housing and Territory Director. She is also teaching the System Dynamics Course within the Master in Strategic Architectural Management at Universidad de los Andes. Prior to joining Utile, she worked as Innovation and Development Director at Contexto Urbano, architecture and urban design firm in Colombia.

Andrea was born in Bogotá, Colombia and holds a cum laude BS in Industrial Engineering from Universidad de los Andes. She obtained a Master of Architecture from MIT, where she served as co-chair of Latinx, a student-led initiative connecting with research and practice in Latin America, and received an award for her thesis focused on designing the urban edge bordering the Virgen Swamp in Cartagena, Colombia.



## About Landwise Advisors

### Services

- Real Estate Strategy
- Market Analysis
- Financial Analysis
- Portfolio Strategy
- Program Development

### Locations

- Watertown, MA

Landwise, founded in 2015 as a spin-off from Sasaki Associates, is an advisory firm helping clients to maximize the quality, utility, and value of their land assets through expertise in planning and land use economics. Based in the Boston area, Landwise works with cities and towns, private land owners, corporations, and institutions to solve complex problems related to land, facilities and future real estate needs. Our firm shares an appreciation for the planning process and a passion for the built environment.

Our team is small yet diverse with skills sets spanning varied disciplines including planning, real estate development, economics and architecture. The firm frequently partners with planning, design, and engineering firms to form interdisciplinary teams able to navigate the complexities of the built environment. Landwise provides a broad array of economic services including economic impact, fiscal impact, and land valuation. Our analysis is customized for each engagement, helping clients understand the potential economic ramifications or pursuing one land use strategy over another. Our work has been utilized by a large number of institutions, developers, and governments as a critical tool for investment decisions.

Landwise Advisors



## Jon Tremontozzi, Principal



Jon founded Landwise in 2015 to help clients maximize the quality, utility, and value of their land assets through expertise in planning and land use economics. The firm frequently partners with planning, design, and engineering firms to form interdisciplinary teams able to navigate the complexities of the built environment. In the arena of campus planning, Jon focuses on helping institutions make informed decisions around real estate and private sector partnerships.

Prior to Landwise, Jon served as Sasaki Associates' Director of Land Use Economics. In that role Jon worked to define the economic parameters for master planning efforts to ensure that the resulting plans were informed by market realities. Jon's comprehensive understanding of market and financial dynamics provided the foundation for the successful implementation of high-profile master plans and development projects.

### Education

B.A., Williams College

Master of City and Regional Planning, Georgia Institute of Technology

### Affiliations/Memberships

Urban Land Institute,  
Urban Revitalization Council

Jon also worked for Robert Charles Lesser and Company (RCLCO), a nationally recognized real estate advisory firm, where he was a Vice President. Jon led project teams on over seventy engagements for a diverse set of clients ranging from real estate investment trusts, and developers, to municipalities, universities, and families.

*15 years of professional experience*

### Select Projects

Northborough Comprehensive Plan; Economic Dev Element; Northborough, MA  
 Market Feasibility Study for Upham's Corner; BPDA; Boston, MA  
 Development Strategy for Glover's Corner; BPDA; Boston, MA  
 Leominster Jungle Road Development Strategy, MassDevelopment; Leominster, MA  
 Brown University Master Plan; Economic benefits analysis; Providence, RI  
 Case Western University; Retail Market Analysis; Cleveland, PA  
 Chicago Riverwalk Plan; Economic and fiscal benefits analysis; Chicago Department of Transportation; Chicago, IL  
 College of Holy Cross; Strategic Acquisitions Analysis; Worcester, MA  
 Fairhaven Comprehensive Plan; Economic Development Element; Fairhaven, MA  
 Keene State University; Housing Demand Study and Financial Analysis; Keene, NH  
 Mass State Lab Feasibility Study, Dept of Capital Asset Management; Boston, MA  
 Patriot Place Economic and Fiscal Impact Analysis, Kraft Group; Foxborough, MA  
 Regis College Master Plan; Market and financial Analysis; Weston, Massachusetts  
 Salem Harbor Power Station Site Assessment, Market advisory services; Salem, MA  
 Smith College; Real Estate Strategy; Northampton, MA  
 Three Rivers Park Economic Benefits Analysis; Riverlife; Pittsburgh, PA  
 Waterbury Downtown Strategic Plan; Waterbury, CT  
 Westborough State Hospital Reuse Plan, Market Outlook; Westborough, MA  
 Worcester Site Services and Facilities Plan; Depart of Capital Asset Management; Worcester, MA



## Amy Fater, Senior Planner

Amy joined Landwise in 2021 and brings institutional, government and private sector experience. Prior to Landwise, Amy was the Associate Director for Planning at Harvard University. For almost a decade she supported the University's physical growth and development, primarily focused on strategic planning for the Allston campus. She managed institutional master plan submissions and was an integral part of early planning efforts for the Enterprise Research Campus, a new mixed-use innovation district being undertaken with development partners. She was also involved in Harvard's review of MassDOT concept designs for the I-90 Allston Multimodal Project over the University-owned Beacon Park Yards.

Amy previously worked for EYP Architecture & Engineering, an integrated design firm where she completed master plans for higher education and government clients across the country. She began her career in the public sector as a planner for the City of Salem, MA; this followed internships with the Town of Amherst, MA and her hometown of Newport, RI.

### Education

B.S., University of New Hampshire

Master of Regional Planning,  
University of Massachusetts

Executive Education,  
Harvard Graduate  
School of Design

### Affiliations/Memberships

American Institute of  
Certified Planners (AICP)

LEED AP

*15 years of professional experience*

### Select Landwise Projects

Burlington @ 128 District Plan, Burlington, MA

Newton Village Center Rezoning, Newton, MA

City of Lynn Comprehensive Plan, Lynn, MA

Reimagine Security Square Mall, Baltimore County, MD

Uptown Innovation Corridor Market Analysis, Cincinnati, OH

Market Analysis for Mixed-Used Developer, Beachwood, OH

Market Analysis for Wanoosnec School Property Reuse, Fitchburg, MA

Northland Charlemont 40B Fiscal & Economic Impact Analysis, Newton, MA

Economic Impact Analysis for Multi-Family Residential Developer, Bridgewater, MA

Market Analysis for Multi-Family Residential Developer, Grafton, MA

Horace Mann School for the Deaf Site Selection, Boston, MA

BCYF Allston-Brighton Community Center Site Selection, Boston, MA

Williams College Campus Plan - Downtown Real Estate Studies, Williamstown, MA

Auburn University - Expansion of The Park, Auburn, AL

### Select Projects Previous Employers

Harvard University Allston Institutional Master Plan, Boston, MA

Harvard University Enterprise Research Campus Master Plan, Boston, MA

Harvard Kennedy School of Government Facility Planning Study, Cambridge, MA

Roger Williams University Master Plan, Bristol, RI

Rollins College Master Plan, Winter Park, FL

University of Saint Joseph Master Plan, West Hartford, CT

US Department of State Office Campus Master Plan, Charleston, SC

Local Historic District Guidelines, Newport, RI

Zoning Ordinance Recodification, Salem, MA

Town of Amherst Master Plan, Amherst, MA

Landwise Advisors

# Select Project Experience

## City of Beverly - Comprehensive Master Plan

BEVERLY, MA | LANDWISE + UTILE

Considering the structure and composition of the local economy and its relationship to the regional economy; the plan was informed by a series of interview with local leaders, extensive data collection and analysis. Landwise looked at commercial and industrial development trends and job growth along with the a review of the existing vacancies and underutilized land available for new development. The devised economic development strategy identified approaches to move the City towards achieving its economic development goals for the expansion of the local economic base and employment opportunities with sustainability and connectivity in mind. The team identified nine focus areas and built out strategies to catalyze specific redevelopment sites and identified potential branding and partnering opportunities with other public/private organizations.

**Reference** Darlene Wynne, Director 978.921.6000 dwynne@beverlyma.gov

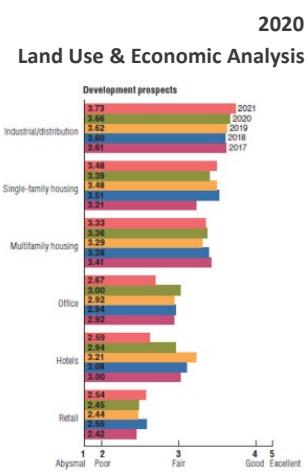


## City of Salem - Highland Avenue Corridor Study

SALEM, MA | LANDWISE + SASAKI

Together with the City, Landwise and Sasaki prepared a conceptual development scenarios to understand the potential opportunities within the corridor and the thirteen target sites. The scenarios were based on prevailing economic conditions and opportunities along the corridor and accounted for current market cycles for each of the candidate asset classes. The team married the market and economic data with traffic, land use, regulatory, and environmental data to create several redevelopment scenarios for the community. The scenarios were refined based on robust public input and currently provide the basis for future regulatory, land use, and transportation decisions along the corridor.

**Reference** Amanda Chiancola, Deputy Director 978.619.5685 achiancola@salem.com



## City of Boston - PLAN: Dudley Square

BOSTON, MA | LANDWISE

In the diverse community of Roxbury, PLAN: Dudley Square offered an opportunity to think strategically about the district, and created a road map for a comprehensive development and streamlined implementation plan for publicly-owned and vacant privately-owned parcels. Landwise led the assessment of current market conditions, including current land values, construction costs, rents, and likely operating expenses. Additionally, our team performed a financial feasibility analysis for the key development sites as an input into the community dialogue and the City's RFP design process. The feasibility models consider the distinct geographic locations, role of use and density, the relative financing gaps, and the relationship to existing and potential zoning. Through discussion with the City and stakeholders, Landwise evaluated the strongest opportunities for the key parcels based on real estate and economic development objectives and alignment with community priorities.

**Reference** Dana Whiteside, Deputy Chief of Staff 617.918.4441 dana.whiteside@boston.gov

**2016**  
**Financial Feasibility Analysis**  
**Economic & Market Framework**  
**District Planning**



## A DIFFERENT KIND OF TRANSPORTATION FIRM

Nelson\Nygaard Consulting Associates, Inc. is an internationally recognized firm committed to developing transportation systems that promote vibrant, sustainable, and accessible communities. Founded by two women in 1987, Nelson\Nygaard has grown from its roots in transit planning to a 160-person, full-service transportation planning firm with offices across the United States.

In keeping with the values set by the firm's founders, Nelson\Nygaard puts people first. They recognize that transportation is not an end by itself but a platform for achieving broader community goals of mobility, equity, economic development, and healthy living. The firm's hands-on, national experience informs but doesn't dictate local solutions. Built on consensus and a multimodal approach, their plans are renowned as practical and implementable.

Nelson\Nygaard specializes in:



### Transit

Designing and developing great transit services for people



### Cities and Streets

Balancing the mobility needs of everyone to create thriving places



### Mobility Management, Access, and Policy

Creating strategies, policies, and systems that promote equitable access and mobility for all



### Urban Corridors

Building vibrant, equitable communities with high-quality transit at the center



### Parking and Demand Management

Creating livable places with better management of parking supply and demand



### Active Transportation and Safety

Making places better for people to walk, bike, and gather

Recognized for projects around the world, Nelson\Nygaard has received awards and honors from professional organizations and government agencies including the American Planning Association, the Federal Transit Administration, the Association of Environmental Professionals, the American Society of Landscape Architects, the Congress for the New Urbanism, and the Canadian Institute of Planners.

# Bill Schwartz, AICP

## Principal-in-Charge



Bill is a multimodal transportation specialist with four decades of professional consulting experience. His work has covered a broad range of transportation topics for clients throughout the U.S. He's passionate about helping people travel independently and seamlessly, particularly people whose travel options don't include driving.

Bill is an expert in Americans with Disabilities Act (ADA) compliance and in active transportation. He managed and edited the Federal Transit Administration's ADA Circular, a widely used technical guidance document for the transit community. Bill is currently Chair of the Institute of Transportation Engineer's Mobility as a Service (MaaS)/Mobility on Demand (MOD) Steering Committee and is actively involved in the firm's efforts to improve demand-response transportation options, including microtransit and TNC partnerships.

### Education

- M.S., Transportation, Massachusetts Institute of Technology, 1984
- B.A., Government and Geography, Clark University, 1981

### Experience

Nelson\Nygaard Consulting Associates, Inc.  
Principal, 2018–Present

### Project Experience

- Local Rapid Recovery Program, Massachusetts Department of Housing and Community Development (Boston, MA) 2021.
- Winchester Master Plan Transportation Assistance, Town of Winchester (Winchester, MA) 2019.
- Belmont Traffic Calming Technical Assistance, Town of Belmont (Belmont, MA) 2019–Ongoing.
- TCRP Project D-21, Planning Guide and Decision-Making Framework for the Future of Intermodal Passenger Facilities, Transportation Research Board (TRB) (Washington, DC), 2022–Ongoing.
- Brown University Institutional Master Plan Transportation Element, Brown University (Providence, RI) 2022–Ongoing.
- Plan for Accessible Transportation Infrastructure (PATI) Implementation Assistance, Massachusetts Bay Transportation Authority (Boston, MA) 2019–Ongoing.
- Community Transportation and TNC Partnership Pilot Program, Multiple Communities (MA) 2021–2022.
- Boston Transportation Department Shared-Mile Initiative, National Resources Defense Council (Boston, MA) 2019–2021.
- Rhode Island School of Design Transportation Plan, RISD (Providence, RI) 2019.

### Professional Affiliations

- Member, American Institute of Certified Planners, American Planning Association
- Member, Institute of Transportation Engineers; Chair of Mobility as a Service (MaaS)/Mobility on Demand (MOD) Standing Committee

### Selected Prior Experience

- MassDOT Safe Routes to School Infrastructure Program, Massachusetts Department of Transportation (Statewide, MA) 2008–2015.
- Acton Comprehensive Plan and Outreach, Town of Acton (Acton, MA) 2009–2010.
- Forest Hills Transportation Action Plan, Boston Planning and Development Agency (Boston, MA) 2008.
- Mid-Dorchester Transportation Action Plan, Boston Transportation Department (Boston, MA) 2002–2003.

# Alyson Fletcher

## Principal



Alyson specializes in street design and active transportation, including downtown plans, walkability studies, trail safety plans, and campus master plans. Alyson has an inter-disciplinary background in architecture, planning and landscape architecture which allow her to blend an attention to detail with seeing the bigger picture in a project's contexts. Additionally, Alyson has extensive experience designing and running processes to engage the public in planning and design. Alyson is a regular presenter on sustainable transportation best practices, including presentations at Vision Zero, ITE's Urban Streets Symposium, Velo-City, Rail-volution, and the ASLA National Conference. Before joining Nelson\Nygaard, Alyson not only worked for an architecture firm in Boston but also worked on civic landscape designs for stormwater infrastructure projects in Philadelphia and on the Neighborhood Bikeways Network for the Active Transportation Alliance in Chicago.

## Education

M. City and Regional Planning, Cornell University, NY 2014

M. Landscape Architecture, Cornell University, NY 2014

B.A., Art & Art History, Literary & Cultural Studies, College of William & Mary, VA 2007

## Experience

### Nelson\Nygaard Consulting Associates, Inc.

Principal, 2021-Present; Senior Associate, 2019–2021; Associate, 2014–2019; Intern, 2013–2014

- Downtown Orlando Master Plan (Orlando, FL) 2022-Ongoing. Alyson is the project manager for an interdisciplinary plan to advance the 2015 Downtown Outlook and Vision Plan through technical analysis to determine the feasibility of improvements such as one-way to two-way street conversations, circulation realignment, road diets, festival streets, and reimagining land use and urban design to revitalize the downtown through increased walkability.
- Wake County Access to Transit Engagement and Prioritization (GoTriangle, NC) 2021-Ongoing. Alyson is serving as the task manager for a process to identify and prioritize projects that improve walking and biking access to transit across Wake County. Work includes a multi-factor ranking analysis to leverage needs relative to demand, equity, connectivity, and safety and integrating a land use and road class typology to define context-sensitive level of need for enhancements. Work included a two-month long outreach effort involving an online survey, web map, and socially-distanced drop-in outreach stations at bus stop shelters.
- Albany Citywide Bike and Pedestrian Plan (Albany, NY) 2020-2021. Alyson served as the Deputy Project Manager for a citywide planning process to improve walking, biking, and rolling in Albany. The process included technical committee and community committee engagement, virtual forums, online videos, a project website, gap closure analysis, and defining an implementation plan. The plan was successfully adopted by the City of Albany in Spring 2021.
- Newton Multimodal Transportation Strategy, City of Newton (Newton, MA) 2016–2017. Alyson created citywide strategy for active transportation, transit, vehicular circulation and parking.
- Amherst Multimodal Transportation Plan, Amherst Department of Public Works (Amherst, MA) 2014–2016. Alyson assisted in the preparation of this town-wide multimodal transportation plan. She analyzed bicycle and pedestrian network gaps, proposed best practices for bike and pedestrian infrastructure and prioritized areas for maintenance and improvement for all modes.
- Esplanade Pathway Improvement and Safety Plan, Esplanade Association (Boston, MA) 2018–2019. As Deputy Project Manager, Alyson is working with the Esplanade Association to develop a multimodal vision and action plan for all active transportation users within, to, and from the Esplanade. The plan will establish

# Brynn Leopold

## Senior Associate



Brynn is a talented transportation planner bringing geospatial analysis, public engagement, and climate change adaptation experience to her work supporting the firm's expertise in enhancing multimodal accessibility and transportation demand management. In her career she has focused on connections between land use and transportation, street design, and curbside management. Her recent experience focuses on parking management projects, which encompass best practices for policies and designs to realize social and fiscal benefits.

She has helped to develop parking and circulation recommendations for a number of studies ranging from small rural communities in New England to large-scale downtown parking plans in Memphis, Tennessee. Prior to joining Nelson\Nygaard in 2016, Brynn worked in regional travel demand modeling for the Boston Region MPO, specializing in transit

## Education

M.C.P., City and Regional Planning, University of Pennsylvania, 2014

M.U.S.A., Urban Spatial Analytics, University of Pennsylvania, 2014

B.A., Government, Cornell University, 2012

## Experience

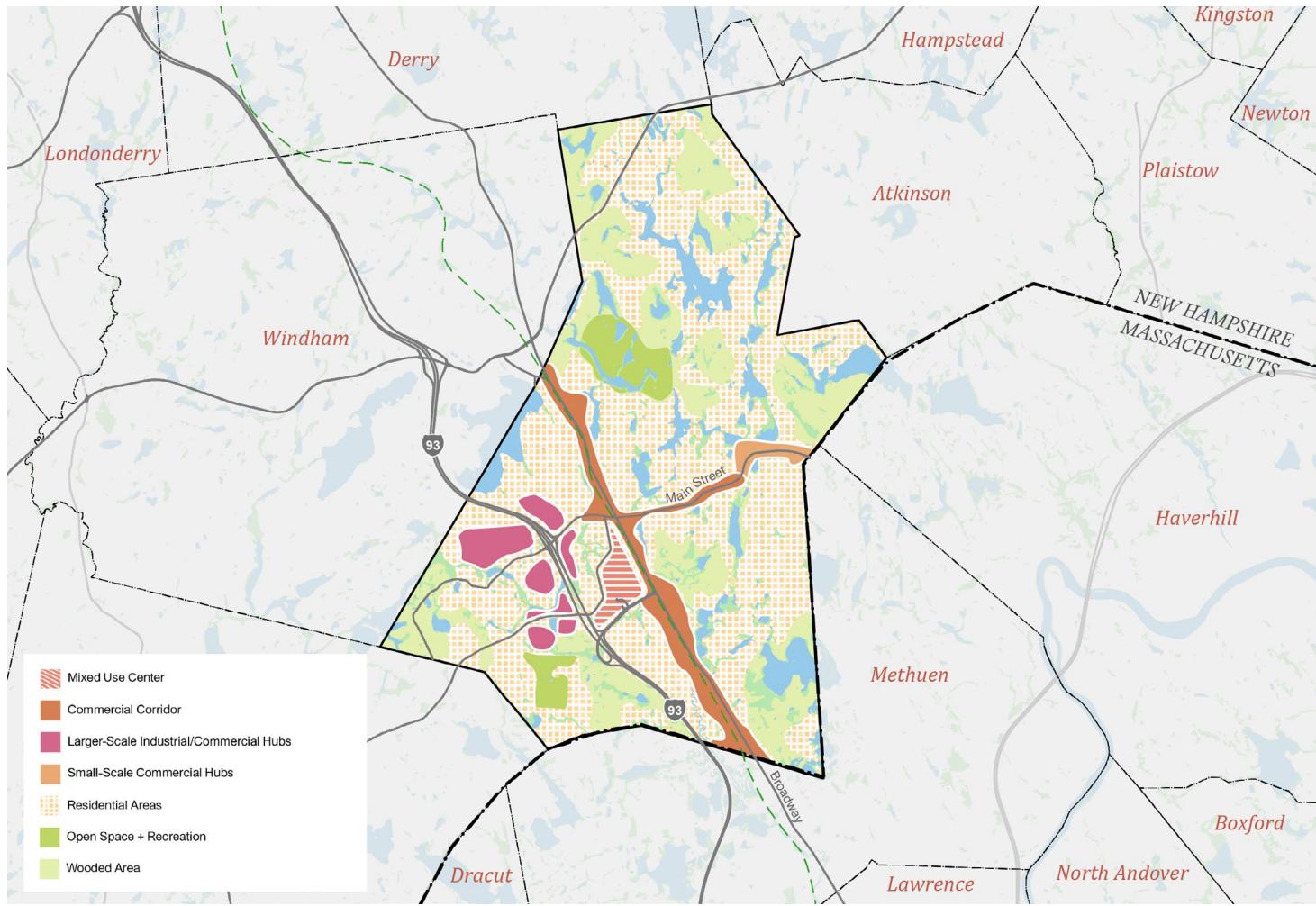
### Nelson\Nygaard Consulting Associates, Inc.

Senior Associate, 2021 – Present; Associate, 2016–2021

- South Boston Transportation Action Plan, Boston Planning and Development Agency (Boston, MA) 2022-Ongoing. Brynn, serving as Project Manager, is developing a safety-focused and climate resilience-minded multimodal action plan for the residential neighborhood of South Boston, a short distance from downtown but somewhat disconnected by transit access. As part of the work, the project team is conducting an extensive outreach campaign, including education about how varied transportation interventions can improve safety, access, quality of life, and environmental impact for all.
- Lexington and Bedford TDM Policy Update (Lexington and Bedford, MA) 2020. Brynn is leading the development formalize TDM as part of the development impact mitigation process for the Town of Bedford and the updating the 1997 TDM Policy for the Town of Lexington. The systems are designed to build a stronger link between mode split goals and policy and design promises made by individual developers. A defined point system will also support a long-term goal of moving away from a congestion and level of service-based approach to mitigation toward a more multimodal, safety, and climate-oriented future.
- Attleboro Downtown Mobility Study (Attleboro, MA) 2020 – 2021. Working with MassDevelopment, Brynn is serving as Deputy Project Manager to develop mobility and parking recommendations to help promote economic vitality in downtown Attleboro surrounding the MBTA train station and create conditions for recovery after the COVID-19 slowdown.
- Manchester Transit Oriented Development Plan (Manchester, NH) 2019 – 2020. Brynn, serving as Deputy Project Manager, led the evaluation of existing and future transit services and pedestrian and bicycle infrastructure to make the neighborhood on the southern end of Downtown ready for transit-oriented development if and when commuter rail arrives in Manchester.
- Translink Park and Ride System Management Study (Vancouver, CA) 2019 – 2020. Brynn is the technical lead in the development of a strategy to site and manage park and ride facilities

# Project Understanding and Approach

With natural beauty, regional attractions, and a complex interstate community and context, Salem holds an enduring position as a town at two scales: a close-knit community within Rockingham County, and a thriving commercial hub for the Greater New England region. Utile will design an integrated strategic framework to meet the Town of Salem's long-range planning goals for the next two decades. The following project narrative lays out our team's dynamic approach to community engagement and comprehensive planning, our understanding of key project drivers, and our methodology for this process.



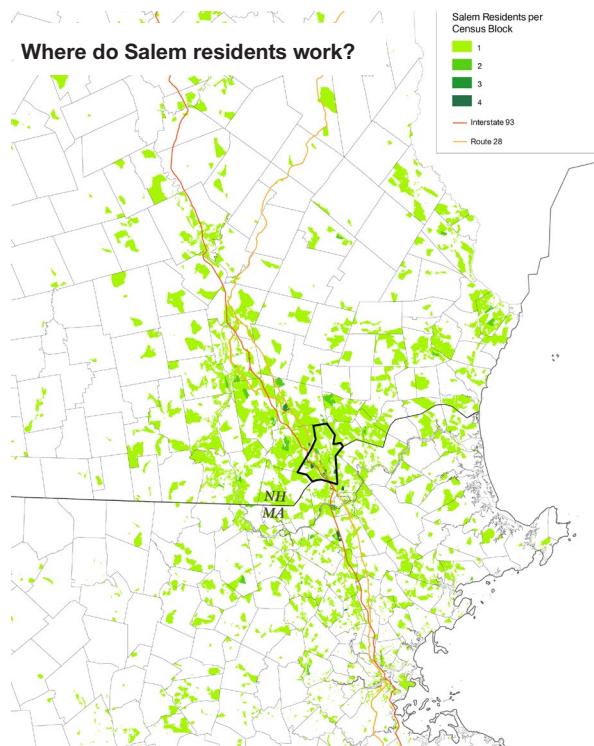
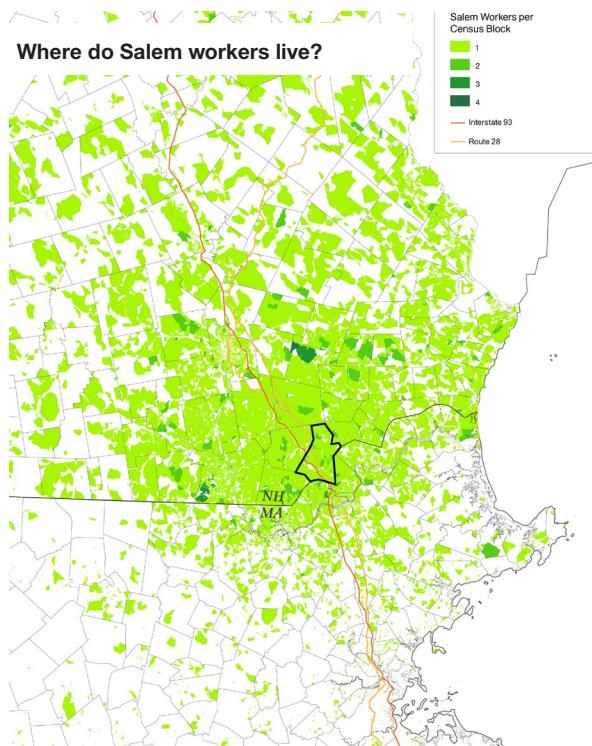
## Bespoke Approach to Comprehensive Plans

Utile has extensive experience crafting comprehensive plans for municipalities of varying scales throughout the region. From Boston to Barnstable County, Newton to Nashua, and Lynn to Andover, our work is recognized by its holistic understanding of a community's specific needs as they fit within the region's broader economic flows. We will bring the same sensitivity and precision to the Town of Salem.

This responsive approach works in dialogue with Salem's advanced history in comprehensive planning, dating back to the Town's first Plan in 1962 and up to its 2016 update of the 2001 comprehensive plan. The next iteration of the

Plan must respond to the marked shifts in housing, jobs, and commuting needs that define a post-COVID New England. The plan must also leverage the great potential that Tuscan Village has begun to offer to the Town's economy since the super-regional mixed-use development broke ground in 2017.

A strategic framework for Salem should balance the Town's multifaceted identity as both a home and a destination. To meet the Town's needs for the next twenty years, our bifocal approach prioritizes Salem's affordability amid recent demographic shifts while guiding the Town's long-term economic growth as a commercial hub for the region.



## Salem's Regional Flows

Salem residents tend to work along the I-93/Rt-28 corridor, with most residents' workplaces clustered within a few miles of the town boundaries. Salem's workforce, on the other hand, commutes from all over New Hampshire and northern Massachusetts. The stark contrast between these two maps underscores Salem's dual identity as a close-knit community with a small population that also hosts a much larger daily workforce to support the Town's strong commercial role in the region.

## A Daytrippers' Destination: From Commerce to Care

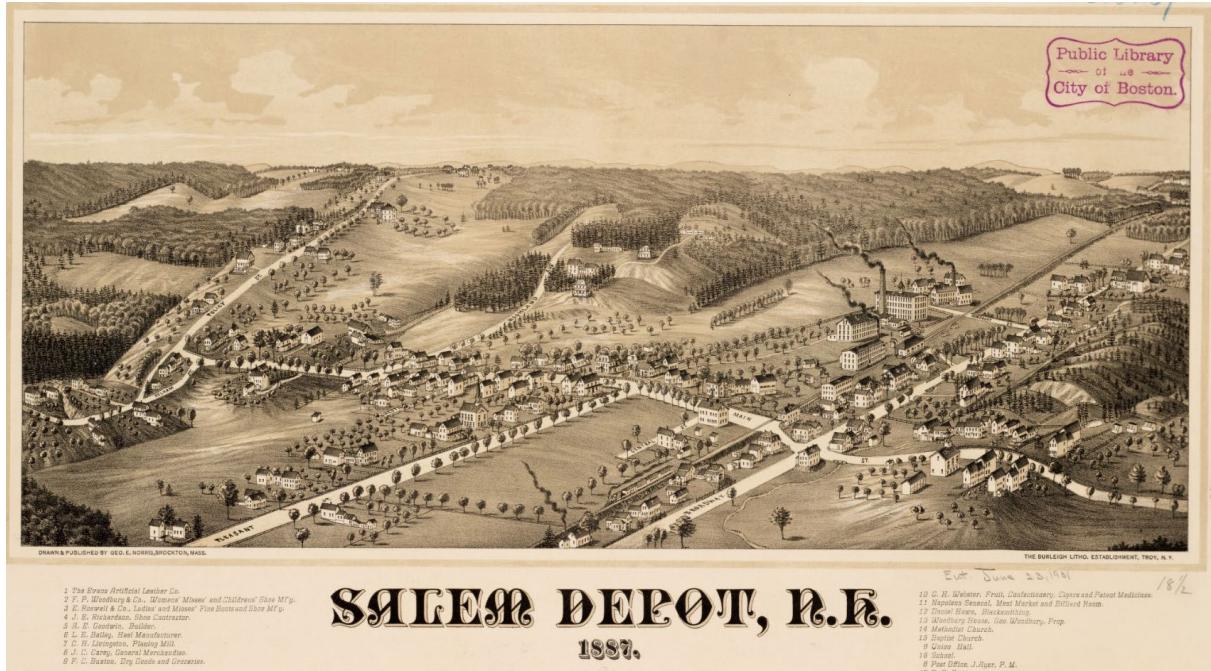
From the establishment of the ever-popular Canobie Lake Park in 1902 as a trolley destination for New Englanders to the landmark Mall at Rockingham Park 90 years later, Salem has always been a small town with a large role in the commercial flows of the region. Tuscan Village signals the next step in this evolution: not only does the super-regional mixed-use development build upon the Town's success as a retail destination along the I-93 and Rte-28 corridors, it creates a more diverse economic base with the 2022 opening of the Mass General Brigham Integrated Care Center. As an anchor institution, Mass General Brigham draws a

steady stream of foot traffic for the adjacent retail, further increases the Town's property tax base, and offers secure jobs across the income spectrum.

A new comprehensive plan for Salem will provide policy and spatial design guidelines for harnessing the Town's continued growth along both highways, with special attention to two areas: 1) the South Broadway corridor on Rte. 28 (including Depot Village), where there is great potential for adaptive re-use of underutilized commercial and industrial properties; and 2) underused parking lots and greenfield in the commercial-industrial district surrounding I-93's Boston Express Bus Terminal.

**Salem Depot, 1887**  
 Salem has a long history as a small town with a large role in the commercial flows of New England. Salem Depot marks the intersection between NH Route 28 and NH Route 97 - a crossroads that still shapes the Town's development today.

Source: Norman B. Levanthal Map & Education Center, accessed 2023

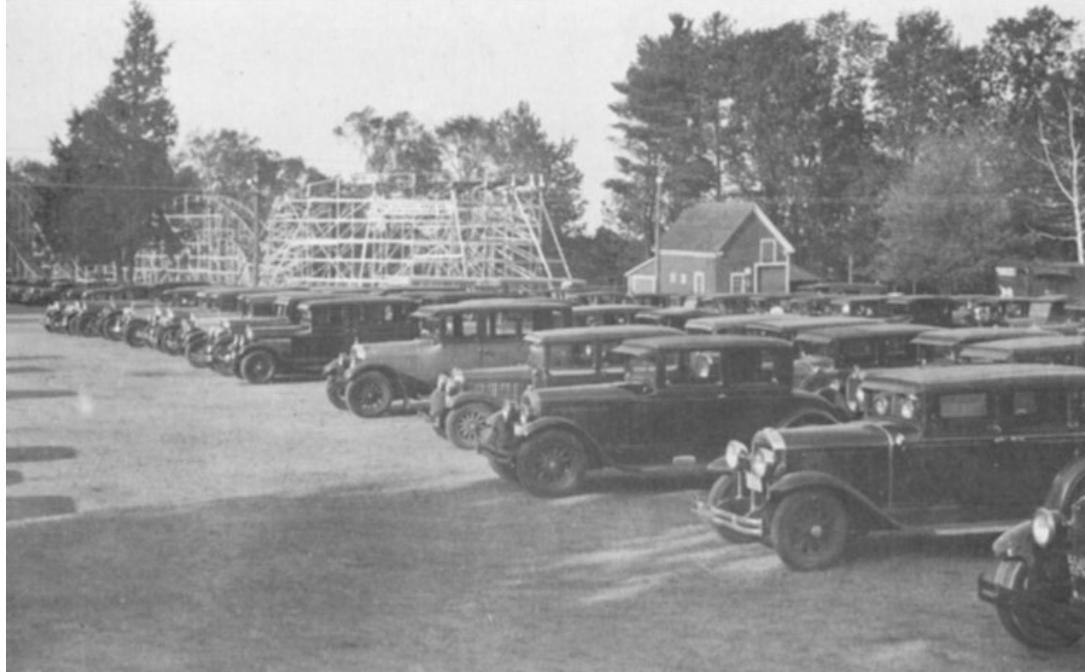


### Tuscan Village, plan rendering

The development describes itself as "a super regional mixed-use destination in Salem, NH directly over the MA border." The development presents a bold new opportunity to center the regionally-scaled component's of the town's development around a walkable, mixed-use core.

Source: Tuscan Village website, 2023





**Canobie Lake Park, historical photo**  
Canobie Lake Park opened in 1902 as a trolley destination, and remains an asset for the Town today. This picture from the Park's website, captures the Park's popularity in the Model T era. Over 100 years later, the Park remains a popular regional tourist destination, contributing to the local economy while necessitating smart planning for traffic, resources, and neighborhood contexts.

*Source: Canobie Lake Park website, accessed 2023*



**Mass General Brigham Care Center, Tuscan Village**  
Mass General Brigham opened in 2022 as an anchor institution for Tuscan Village's mixed-use neighborhood development, signaling the expansion of the region's famed healthcare industry in the Town.

*High-Profile Monthly, 2022*

## At Home in New Hampshire: Maintaining Affordability

Since Salem was first settled in 1652—long before the Town became known as a regional commercial hub—it has been home to a close-knit community of residents. Livability remains a core asset of the town today: in 2020, Money magazine included Salem in its list of the 50 “Best Places to Live” for the town’s affordability, shopping, and Rail Trail connectivity to parks. The town’s growth over the past 10 years is a testament to its appeal as a home. Between 2010 and 2020, Salem welcomed 1584 new residents—the second-highest net migration in Rockingham County behind Exeter. As Salem continues to grow, Tuscan Village provides a promising proof of concept for multi-family mixed-use development that expands upon the residential stability of the Town’s single-family homes and preserves future land supply.

But Salem is not immune to New England’s housing crisis, which poses a direct threat to the Town’s affordability—and, by extension, its continued economic development. The post-COVID shift to remote work and accompanying changes in commuting patterns have exacerbated the housing shortage. A decrease in home sales between 2020 and 2022, coupled with increased competition from out-of-state buyers, has raised the median home sale price in Rockingham County by 42% in the two-year period. This rate is astronomical compared to the average 9.5% increase per two-year-period in the decade prior. For the Town is to achieve its goals of

diversifying its economic base beyond the retail sector, the updated Plan must make affordable housing a foundational strategic pillar.

Affordable housing types must respond to the Town’s recent demographic needs. The population continues to age (an average of 43.5 in 2015 to 45.1 in 2020); and more strikingly, there has been an acute spike in grandparents raising grandchildren—from 16 households in 2015 to 267 in 2020. This rate of increase far exceeds other Rockingham municipalities, and grand-family households require specific housing types to balance elderly residents’ accessibility needs with open space and education access for children.

## Placemaking

Utile’s interdisciplinary team—composed of planners, architects, and graphic designers—gives us a deep understanding of the dynamic relationship between the design of a place and the policies that shape it. With this perspective, we are able to approach urban design and placemaking opportunities with a deep sensitivity to land use and transportation needs. For example, if we recommend a form-based zoning code, this recommendation stands on thorough analysis of the built environment’s spatial patterns and land uses. If we propose a Complete Streets design for a specific corridor, the proposal balances logistical considerations such as mode share and throughput with the designer’s awareness of how the corridor will feel on the ground.



**Burlington Stakeholder Workshop (In-person), Burlington, VT**  
Utile led an in-person workshop with stakeholders for the Burlington Lakeside redevelopment project this past spring. Project context, analysis, and anticipated urban design opportunities were workshopped with relevant constituencies to collect initial feedback and refine community goals for the future of the study area.

Quick Live Poll 1:

## What new commercial uses would you like to see on Ayer Rd?: (choose up to 3)

I'd like to see more opportunities for teens to work in Harvard businesses	 3	 14	 8	 3	Truck traffic on Ayer Road is a huge issue. Would like to be able to walk to senior center, but currently the only option is driving. Don't think teens will ever go down. No need for new commercial use.
Need park and walk in corridor. Allow pedestrians to get off Ayer road and reduce Ayer Road traffic	A. Retail shops	B. Restaurants / Farm-to-table	C. Convenience / Groceries	D. Boutique stores	Blanchard Road residents: nascent sporting development trend happening on east side of corridor - seems to be nice use of land. Unrealistic to think large lodging facility will have demand.
Bike trails and rentals would be nice	 5	 4	 1	H: Nothing	bowling alley was extremely successful for decades before changing hands.
Possibility to cross Ayer Road - cross over to Lancaster County Road? At some crossing but no traffic lights. Blinky lights	E. Pharmacies / Clinics	F. Lodging / Inn	G. Vehicle repair / Landscape	I: Others	possible Trader Joe's-sized grocery store in our district?
No parking for the trail.	Question about the new water line serving town center.	PFAS issues along the corridor that will need to be kept in mind.	Main St in Groton has good examples of retail oriented developments. Would like a grocery store - something bigger than Altown.	Open space uses	

**Ayer Road Online Visioning Workshop, Harvard, MA**

Utile is working with the Town of Harvard, Massachusetts on a vision plan and form-based code for the Ayer Road Commercial District. As part of this process, Utile has been holding online interactive workshops with the community to affirm priorities and goals. Online workshops are designed to not only be fun, interactive and engaging but also cognizant and respective of people's time and energy on weeknights.

## Design Matters

A plan is only as good as its clarity of presentation. At Utile, the strength of our ideas is measured by our effectiveness in communicating them—whether it's a slide presentation, survey, meeting poster, map diagram, 3D illustration of a placemaking concept, or written report. We will produce a customized visual brand for your plan directly inspired by Salem's unique history and physical characteristics.

## A Meaningful Collaboration

The streamlined budget for this project is an opportunity for resourceful creative solutions that draw upon the Planning Board's local expertise. We see ourselves as thought partners with Salem, and this helps ensure that our recommendations empower the Town's Planning team to actualize the Plan's vision after our partnership is complete.

## Community Engagement

Our approach to meaningful public engagement is to confirm priorities and ensure that the interactions directly contribute to the final plan. We have conducted extensive community engagement processes through our planning work, incorporating both traditional and non-traditional methods. We have a broad array of tools (see page 40) to offer, from in-person workshops to online surveys, and will work with the Town to establish the most effective format. Whatever the medium, efficient and effective engagement is always designed to gather feedback that can directly inform the final product. Our engagement approach also prioritizes transparency: we consider it our responsibility to manage expectations about what is feasible by foregrounding issues and tradeoffs in our interactions with the public. This is the essential ingredient in building reasonable consensus and buy-in for the plan.

# Plan of Services

By drawing on our extensive experience in comprehensive plans for towns throughout the region, Utile will provide a robust plan of services, including project initiation, project management, spatial and demographic analysis, assistance in the Town of Salem's visioning process, scenario development, actionable recommendations, and production of the final comprehensive plan to meet the Town's goals over the next two decades. This work builds on Salem's foundational work in comprehensive planning from 1962 onward.

## Task 1: Project Initiation

### Task 1.1: Internal Kick-off (Call)

Utile will work with internal stakeholders in the Town government to clarify expectations of the comprehensive planning process. This conversation will cover the plan's focus areas (including and in addition to the statutorily required elements), the public engagement plan, and expectations for the plan's final deliverables (including land use plans, zoning amendments, infrastructure plans, and more). This conversation will be key to establishing internal support for the comprehensive planning process.

*Deliverables: Meeting minutes and a summary of meeting outcomes.*

### Task 1.2: Graphic Approach

Utile has worked with numerous communities to craft memorable and consistent brands for plan-

ning processes. By establishing stylistic rules at the outset, the Town-consultant team partnership will save valuable time and energy that would be lost to ad-hoc decisions at the project's later stages.

*Deliverables: Logo and visual style guide handbook.*

### Task 1.3: Information Needs Assessment

Utile will rely on data provided by the Town of Salem at this early stage in the process. Upfront information will allow us to stay abreast of the project's needs during the analysis and proposal stages of the collaboration.

*Deliverables: Written checklist outlining consultant data needs from the Town of Salem.*

### Task 1.4: Community Engagement Plan

A thorough and efficient engagement plan is necessary to ensure the voices of all stakeholders are heard in this process. Working closely with Town staff, Utile will identify the constituencies, organizations, and individuals needed to shape the comprehensive plan. Together we will choose the most appropriate engagement method(s) from our menu of options, and formalize a timetable for each outreach event.

The plan will also incorporate findings from public outreach into the overall development process. Given that the community engagement process is inherently dynamic, we will work with the Planning Board to adapt our scoping as the collaboration unfolds. Details highlighting proposed community engagement methodology, tools, and activities are discussed in Task 3. Utile will work as the lead on this task while drawing on the local expertise and community connections of Salem's staff.

*Deliverables: Draft Engagement Plan outlining each engagement method and an overall schedule.*

### Task 1.5 Project Schedule

Once expectations are set, Utile will craft an overall project schedule, incorporating time needed for analysis, engagement, zoning review,

plan development, and more. We will coordinate this project schedule with busy periods in Town government and other considerations in order to meet realistic milestones for the project. Utile will work as the lead on this task while maintaining close dialogue with Salem's Planning Board.

*Deliverables: Project schedule, including milestone and deliverable dates.*

## Task 2: Project Management

Unless otherwise stated, all internal coordination meetings will be held on Google Meet or other mutually agreed upon videoconferencing service.

### Task 2.1: Content Management Process

Utile will provide an online system for managing the goals, objectives, and other recommendations generated from this plan. Presentations and document production will utilize Google Workspace (e.g. Google Docs and Google Slides) to enable real-time feedback between Utile and the Town's internal stakeholders. All final deliverables will be exported as PDFs or PowerPoint presentation files that can be retained and archived separately from online services.

*Deliverable: Online content management tool and Google Drive project setup for the specific needs of the planning process.*

### Task 2.2: Ongoing Internal Coordination & Communication

Utile will take the lead on maintaining open lines of communication with the Town Manager. We anticipate this will take the form of bi-weekly conference calls to coordinate project content, milestones, and deliverables. Attendance will be flexible pending the agenda. The Utile project manager will also be on-call as relevant events and initiatives unfold outside of the context of the planning and design effort.

*Deliverables: Agendas for all meetings.*

## Task 3: Community Engagement

Utile will lead public engagement efforts to reach the full scope of the Salem community. Our team has extensive experience designing and facilitating community engagement across scales—from Town-wide visioning and mapping, to neighborhood and district-scale charrettes, to larger community forums discussing development trade-offs and desired outcomes. When selecting engagement methods, we are highly cognizant of a given method's effectiveness at providing insights on different subjects, and how to translate these insights into actionable recommendations for the final Plan. Most importantly, we take care to ensure that all stakeholders and members of the community feel comfortable and empowered to actively participate in conversations about their Town's policy and physical design, irrespective of their familiarity with land use development, zoning code, or broader market trends.

On page 40, we provide a menu of options—ranging from traditional to non-traditional methods—that showcase Utile's versatility in public engagement. Utile will work with the Town to tailor a community engagement strategy that best suits the Plan's needs throughout the process. We take care to time these activities to maximize the insights they provide at a given stage as the project unfolds. A proposed schedule highlighting key engagement points is illustrated on page 44.

### Task 3.1: External Communication Foundation

Using digital and print-based outreach, Utile will support the Salem Planning Board in communicating updates to the community throughout the project.

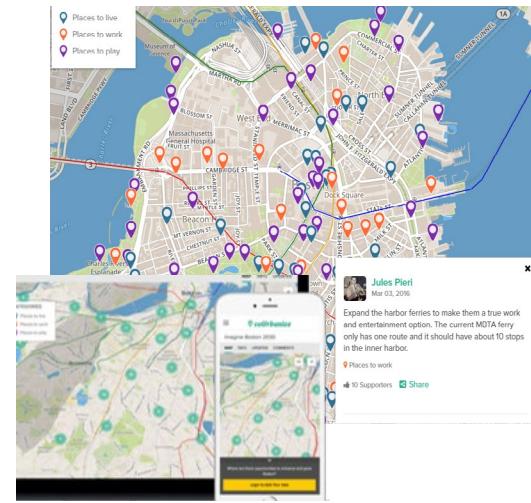
#### Press Releases

Utile will prepare two (2) press releases to coincide with Phase 1 (Visioning) and Phase 3 (Development) of the project. Utile will provide a first draft and then will defer to the Town of Salem to finalize the press release for publication.

*Deliverables: Draft versions of two (2) press*



**Community Engagement**  
Our planning and urban design practice has had the opportunity to employ a wide range of in-person, virtual, and hybrid engagement tools. We have learned that there is no silver bullet to reach every constituency, but rather that the most successful engagement efforts will employ a suite of different tools that are more specifically tailored for a given audience.



releases in editable Word document/Google Docs format.

### Task 3.2: Community Organizing

Utile will support the Town of Salem on community organizing priorities and strategies.

### Task 3.3: Planning Board and Committee Meetings

Utile will conduct a kick-off meeting with members of the Salem Planning Board after internal discussion with the Town. Following the kick-off, Utile will facilitate bi-monthly evening meetings with the Board to seek guidance and share progress on the plan development. We expect the default format of these meetings will be virtual, with in-person meetings as schedules permit.

#### Deliverables:

- Agendas for all meetings (up to 10 maximum)
- Meeting presentations and meeting minutes
- Summary of meeting outcomes

### Task 3.4: Surveys & Comment Cards

Utile is highly adept at gathering public opinion through surveys in digital and print formats.

We design our surveys so that responses can be quantified through a rigorous coding process, but sample sizes are typically too small for statistically significant results. Utile will nonetheless systematize survey findings to provide clear insights on the community's feedback. The first survey will focus on visioning and identification of issues. The second survey will focus on scenarios, prioritization, and plan framework validation prior to the creation of the draft plan. We also have extensive experience using comment cards, which serve the dual functions of learning people's stances while simultaneously increasing awareness of the project. Utile will collaborate with the Town to distribute and collect both surveys and comment cards on relevant topics.

*Deliverables: Two (2) surveys (physical and online). For each survey, a brief memo analyzing the survey results and describing the survey's key takeaways.*

# Phase 1. Learning

## Task 4: Salem Today Analysis

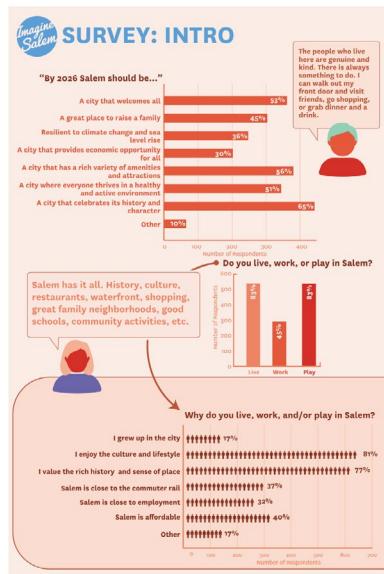
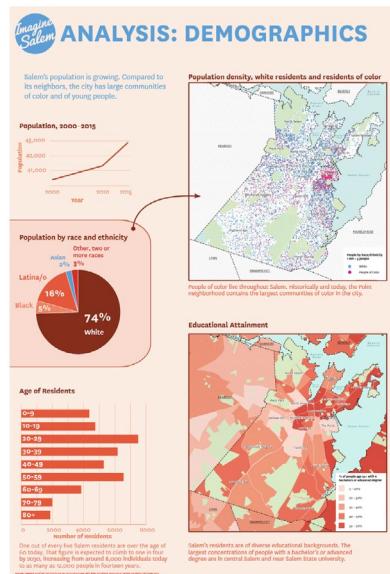
### Existing Conditions Analysis

The consultant team will conduct a thorough existing conditions analysis in order to frame the issues and opportunities facing Salem in the coming years. This analysis will incorporate all topic requirements required under statutory law, and consult pertinent studies (e.g. Rockingham Planning Commission's 2023 Regional Housing Needs Assessment) as available. Utile will also work with the Planning Board to finalize the exact scope. Rather than an encyclopedia, the document will reflect a strategic understanding of key areas and their points of intersection. Their document will be an appendix to the Comprehensive Plan, and could be in the format of a standard report or a slide deck.

### Task 4.1: Synthesis of Past Plans & Community Engagement to Date

Utile recognizes the extensive work that Salem has done with its previous comprehensive planning efforts. Our work on the updated plan will build on a deep analysis of the Town's past planning efforts.

*Deliverables: Memo with goals and strategies matrix summarizing past plans to be included in the Updated 2023 Salem Master Plan presentation, including stakeholders and prioritization.*



### Task 4.2: Spatial and Demographic Analysis

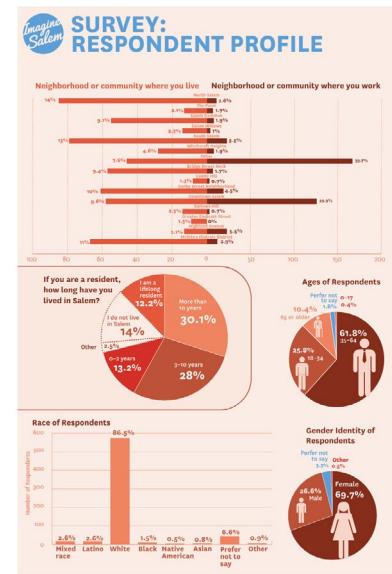
The Utile team will work with the Town to update the current profile of Salem along multiple axes: demographics, land use, housing, economic development, cultural resources, open space, and transportation. This analysis will depict baseline conditions for all comprehensive plan topic requirements required under statutory law and research will be based on existing government-published and open datasets, previous planning efforts, as well as proprietary data provided by the Town. The spatial and demographic analysis will be developed through the dual lenses of affordability and economic development, and serve as a complement to the community input process. Initial analyses will also provide the basis for further spatial analysis. Throughout the process, we will only use data that is publicly available or directly provided by the Planning Board.

### Deliverables: Draft Salem Comp Plan

*Presentation to the Planning Board (to be repurposed and utilized at the Kick-off Visioning Workshop)*

### Task 4.3: Future Trends Assessment

Utile will identify Salem's future needs and derive meaningful policymaking insights from these analyses. This assessment will review and summarize existing Town projections in order to provide the baseline for the visioning of multiple future scenarios, a process described in more detail below. Future need estimates will build on public datasets and proprietary data where



**Thoughtful Approaches to Data**  
The best plans engage the community with data to ground conversations in a shared understanding of place. This plan should use data thoughtfully, as a new window into Salem but balanced by a healthy understanding of the stories that are left unspoken in the numbers. Utile worked with the City of Salem to lead a Citywide Forum, presenting a snapshot of the state of the city and survey responses through dynamic and compelling graphics.

necessary, and look to understand key growth areas and projected impacts on the real estate market as well as demands on Town services and infrastructure. Utile will assess the projection analysis to determine the needs of the Town relevant to the comprehensive plan, and contextualize our policy recommendations within the potential constraints placed by the market. The Utile team will also consider the projections relative to Salem's role in Rockingham County and the Greater Boston metropolitan region.

*Deliverables: Memo documenting analysis of future trends.*

**Task 4.4: Summary Presentation Production**  
 Utile will produce a high level overview of trends and issues to consider for the Master Plan. With compelling clarity that characterizes Utile's work, the presentation will outline existing conditions analysis, alignment of previous and current planning efforts, and future trend assessment framing. This presentation will lay out an overall framework that structures the visioning, goal setting, strategy, and scenario planning phases of work to follow.

*Deliverables:*

- *Salem 2023 Master Plan Presentation (Digital PDF) - Summary document on existing conditions formatted as an appendix to be included in the final plan document.*
- *Presentation to the Salem Planning Board (to be repurposed and utilized at the Kick-off Visioning Workshop).*

## Phase 2: Visioning

### Task 5: Plan Framework Development

Utile will support the Town of Salem to guide the Visioning, Goal Setting, and Identification aspects of the framework.

#### Task 5.1: Visioning

Utile will support Salem to facilitate the visioning phase of the project. The consultant team will help the Planning Board brainstorm on each element of the Plan. This phase relies heavily on the Town's perspective gained from work on previous comprehensive planning efforts and community engagement.

#### Task 5.2: Goal Setting & Policy Development

Utile will use the future trends assessment, the materials produced through the outreach process, and analysis of existing Town plans and policies to advise Salem on goal setting and policy development. These goals will reflect an aspirational vision of the town's development and spatial design, yet will be grounded in realistic assessments of the Town's growth trajectory based on current demographic shifts, economic trends, and existing spatial character.

*Deliverables: Goal setting workshop with Town.*

#### Task 5.3: Needs and Opportunity Identification

Based on findings of analysis in the summary presentation, the project team will work with the Town of Salem to identify needs and opportunities for each subject area of the Plan, and ensure that the project's vision and goals align with these needs.

*Deliverables: Summary table outlining issues and opportunities for each subject area considered in the Plan to be included in the final plan document.*

## Task 6: Scenario Development and Alternatives

### Task 6.1: Scenario Selection

Utile will work collaboratively with the Planning Board and the community via visioning workshops to identify priority growth areas, targeted redevelopment areas, and areas for preservation in Salem. These areas may include key corridors and commercial centers, neighborhoods and districts, and/or specific blocks or parcels already identified by the Town. Up to three (3) of these focus areas will be considered for more detailed scenario study including planning and urban design exploration in both three-dimensional and two-dimensional drawings, while other site studies may result in two-dimensional land use framework plans and general recommendations for redevelopment.

Focus areas for study and priority site selection will follow findings from analyses in Phase 1 and 2, including town-wide mapping, existing conditions analysis and future trends assessment, as well as community visioning exercises and discussions with key stakeholders. Utile will create a diagrammatic spatial plan of the Town, highlighting areas for transformative growth, redevelopment and enhancement, and areas for preservation. The spatial plan will essentially act as a future land use framework for the Town,

aligning with goals and objectives generated in Phase 2 discussed above.

#### Deliverables:

- *Draft Spatial plan (map) highlighting priority development and preservation areas*
- *Identification of up to three (3) priority sites for development scenarios*

### Task 6.2: Scenario Development and Evaluation

A more nuanced vision for Salem will emerge by running a series of thoughtfully-calibrated planning and urban design scenarios for selected sites determined in Task 6.1. We will cross-compare the results across a wide range of factors, from physical outcomes, to economic benefits, to impacts on transportation. The process is an important part of coming to a community-wide consensus about preferred outcomes. By considering alternative development scenarios and discussing their implications, stakeholders can weigh in on the pros and cons, and help set priorities. Similarly, development alternatives place concrete form to scenarios while retaining the flexibility to shift spaces. In each alternative, areas can be designated for specific development, again providing stakeholders with actual conditions to respond to.

As the scenarios begin to take shape and suggest future paths for development, Utile will

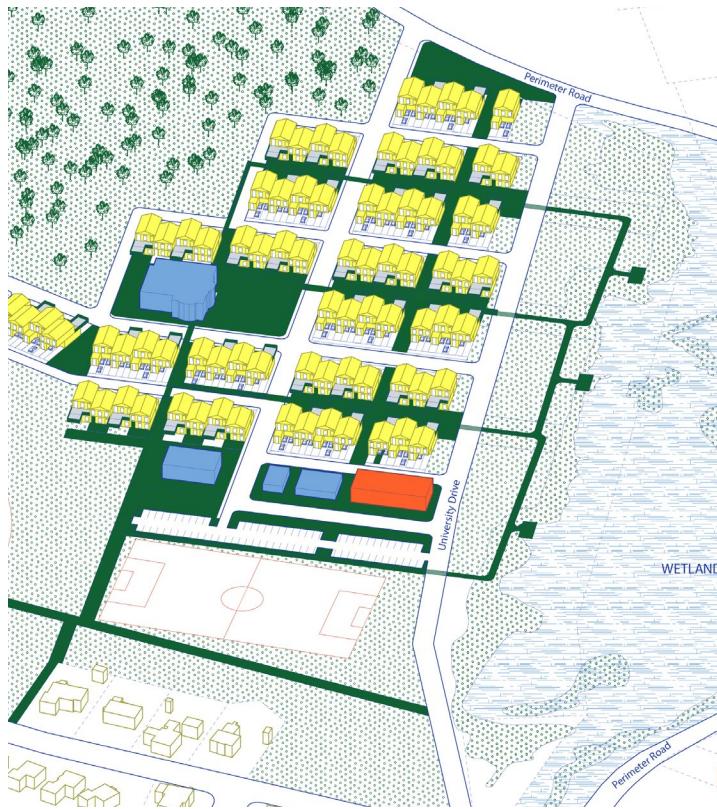


**Engaging Workshops**  
Visioning & Goal Setting is a critical phase of our planning work. Utile works with communities of all sizes to custom tailor workshops to meet the specific needs of communities and stakeholders alike.

produce three-dimensional block- and street-scale urban design diagrams illustrating how different levels of growth will look and feel. Utile will conduct these scenario studies on up to three (3) priority sites determined in Task 6.1 and provide planning and design recommendations (two-dimensional framework plans and text-based recommendations) on additional sites identified. These diagrams not only help illustrate the scenarios, but also help the consultant and Town team further refine these scenarios and compare them against one another.

*Deliverables:*

- *Scenario comparison drawings (2D and 3D) for up to three (3) selected priority sites with explanation of how each will accomplish the vision*
- *Land use and urban design framework plans (2D) and/or text-based recommendations for additional sites identified*



**Imagine Nashua Scenario Planning**

Utile worked with the Nashua community to develop scenario studies exploring the best and viable land use and urban design outcomes for key areas. Public workshops explored ways to make commercial corridors more attractive and coherent, initiatives to improve public realm experience throughout the city, and ideas for appropriately-scaled neighborhood development.

## Phase 3: Developing the Plan

### Task 7. Actions, Recommendations, & Implementation Framework

#### Task 7.1: Draft Recommendations

Working with the Town, we will develop draft actions and recommendations for the future of Salem based on the needs and opportunities identified in the evaluation and scenario development. These draft recommendations will be accompanied by a spatial plan that highlights priority areas.

*Deliverables:*

- *Set of draft actions and recommendations to be developed for the final plan*
- *Spatial plan (map) highlighting priority development and preservation areas*

#### Task 7.2: Policy Prioritization & Timeline

Taking the results from our draft recommendations, we will create a policy prioritization table and a timeline detailing the sequencing of actions throughout the project.

*Deliverable: Table indicating short, medium, and long term & partners as decided by Town*



### **Task 7.2: Policy Prioritization & Timeline**

Taking the results from our draft recommendations we will create a policy prioritization table and a timeline detailing the sequencing of actions to achieve the goals of the draft recommendation.

*Deliverable: Table indicating short, medium, and long term policy priorities & partners as decided by Town*

## **Phase 4: Documentation**

### **Task 8: Final Report**

#### **Task 8.1: Create Report Template**

Using the determined graphic approach, Utile will create a clear and compelling template for the comprehensive master plan. This template will be utilized by Utile and the Town of Salem in the drafting process.

*Deliverable: Report template*

#### **Task 8.2: Draft Report**

Using the template, Utile will compile the existing conditions and trend analysis, plan recommendations, supporting illustrations, framing text, engagement documentation, and the implementation plan into a single draft document for Town review. This draft plan will be delivered as a web-ready PDF.

#### **Task 8.3: Report Design and Production**

Utile will package the final report for approval and publication incorporating all information required by NH RSA 674:2 and 674:3, with specific address to each area highlighted in the Town's Request for Proposal. The substance of the final plan will be developed in the above tasks (including public visioning, plan development, and implementation planning), with each piece of content vetted by Town staff and the public. The only new content will come in the form of framing text, supporting information, and the form of the compiled information itself. By this phase, the plan's core content will already be finalized and not require substantial revision.

*Deliverables:*

- *Final Salem 2024 Master Plan for approval and publication incorporating the plan elements required by law in Massachusetts. This final plan will be delivered as a web-ready PDF and an editable packaged InDesign document formatted for digital and print production.*
- *Packaged electronic versions of technical and interim reports, documentation of community input, relevant data files, and other background information. These will be provided as PDFs and as editable digital documents wherever possible.*

#### **8.4 Approval Meetings**

Utile will attend meetings with policymakers and public bodies to present the final plan. These meetings will help build trust in the plan, its process, and its outcomes before Town of Salem staff advance the master plan for approval by the Planning Board and other public bodies as needed.

**CORE VALUES**  
represent fundamental community principles that guide the Comprehensive Plan, link various plan topics together, and reinforce plan decisions and actions

**PLAN TOPIC AREAS**  
building blocks of the comprehensive planning process, determined by statutory regulation and planning topics that are important to the community

**VISION**  
aspirational statement expressing what we want to accomplish as a city and community. The vision reflects the ideal quality of life we aspire to achieve in Nashua

**EXISTING CONDITIONS**  
provide a snapshot of the current state of Nashua for each plan topic

**GOALS**  
represent broad, aspirational citizen-centered outcomes for each plan topic that the City aspires to realize over time

**LEARN MORE**  
pop-up text includes additional information on ongoing projects or plans that the city is working on, possible next steps, helpful definitions and other complementary side notes

**ACTIONS AND RECOMMENDATIONS**  
specific approaches, policies, studies and tools that the City will use to advance and achieve outlined goals. An estimated time-frame for completing actions is included

**VISION IMAGES**  
showcase outcomes of the scenario planning process

**Land Use and Development**  
Top Goal: Redevelopment Opportunity

**Jahua Today:**  
Land Use and Development  
Today's urban areas are often characterized by sprawl, low density, and lack of connectivity. The city can use this to move towards more compact, walkable, and sustainable urban areas. In addition to addressing connectivity, the city can focus on redeveloping existing buildings, while preserving and protecting historic landmarks.

**Adapting to the COVID-19 Pandemic:**  
Last year, as we tried to navigate the challenges of the pandemic, we saw a significant increase in remote work and telecommuting. This has led to a shift in the way we use and develop our urban areas. The city can use this as an opportunity to encourage more compact, walkable, and sustainable urban areas.

**Architect Street Corridor:**  
In collaboration with the City and stakeholders, the Master Plan team has identified the Arch Street Corridor as the most important large-scale site for long-term planning in Nashua.

**Recommendations:**  
1. Increase height limits to accommodate taller buildings and increase minimum density for residential and mixed-use developments. 2. Encourage mixed-use developments that will facilitate greater connectivity and walkability.

**Architect Street Corridor Plan:**  
Architect Street Corridor Plan, showing proposed height limits, density requirements, and mixed-use zoning.

## Accessible, Actionable Plans

Compelling storytelling, data visualization, and graphic representation are essential parts of our process. We envision the Salem Master Plan Update to be engaging and actionable tools accessible to a wide audience. Utile's recently completed citywide plans, such as the Haverhill Master Plan and the Imagine Nashua Citywide Plan, deliver a clear vision of what the city can achieve while providing a strong framework for how to meet these goals.

Left: A "How to Use this Plan" section in the Imagine Nashua Master Plan served as guide to understanding the key elements of the master plan and navigating the robust document that the community helped us create!

**Imagine Nashua's Top Goals**

Land Use and Development	Housing	Mobility and Transit	Economic Development	Open Space and Natural Resources	Arts and Culture
<b>Top Goal: Redevelopment Opportunity</b> Promote redevelopment that is mixed-use, multimodal, and sustainable in targeted areas with access to transit, infrastructure and amenities.	<b>Top Goal: Housing Accessibility</b> Create a greater mix of housing types that are accessible to Nashua residents at all life stages, household compositions, physical abilities, and socioeconomic levels as identified in the 2020 City Housing Study.	<b>Top Goal: Equitable and Connected Transportation Networks</b> Ensure access to a range of transportation options that meet the current and future mobility needs of residents, workers, and visitors of all ages, incomes and abilities.	<b>Top Goal: Economic Mobility and Access to Opportunity</b> Ensure Nashua workers have access to opportunities in the city and regionally through workforce training, career development, and quality education.	<b>Top Goal: Parks and Natural Areas</b> Recognize parks and natural areas as vital elements of Nashua's green network: Enhance access to and better connect Nashua's existing open space network for citizens of all ages, abilities, and incomes.	<b>Top Goal: Arts and Culture</b> Celebrate and integrate the diversity of cultures, religions, languages within our communities and support this diversity in city policies and programs.

Learn more about the Master Plan's Top goals on page 52.

## *Assembling a Vision*

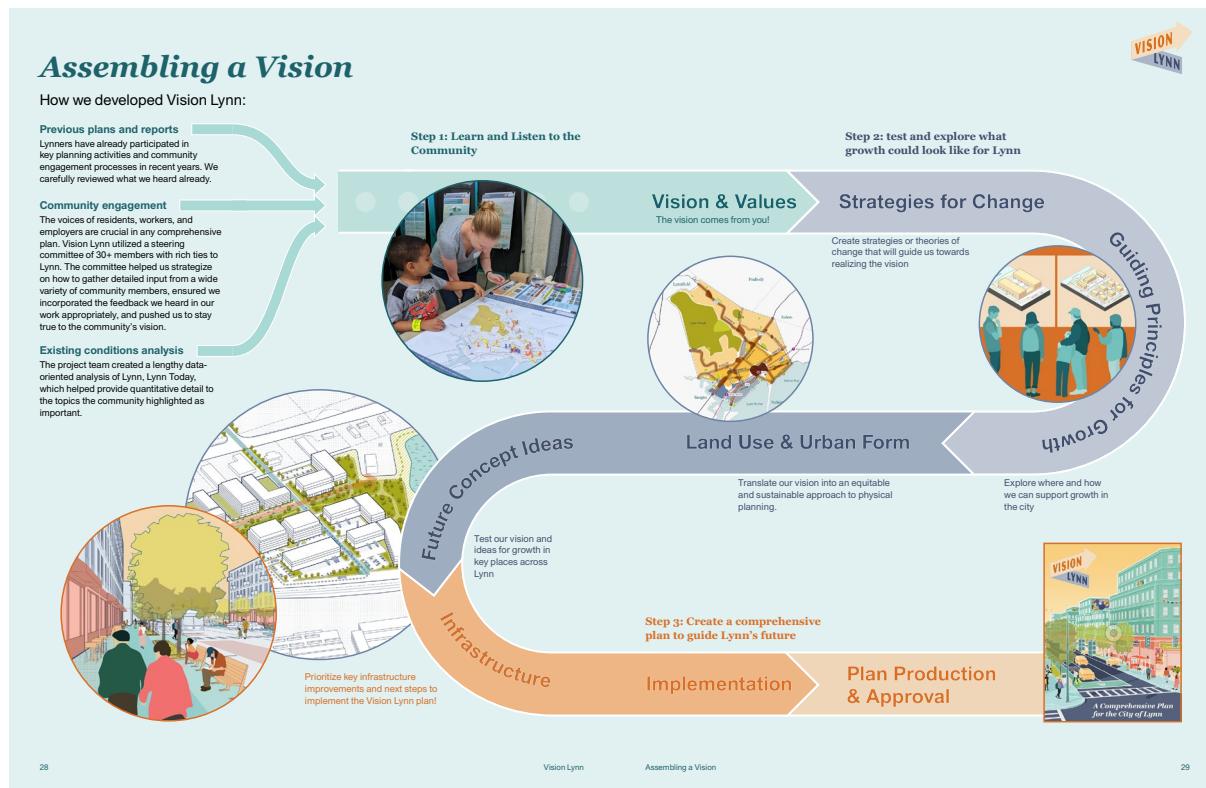
## How we developed Vision Lynn:

## Previous plans and reports

Lynners have already participated in key planning activities and community engagement processes in recent years. We carefully reviewed what we heard already.

**Community engagement** The voices of residents, workers, and employers are crucial in any comprehensive plan. Vision Lynn utilized a steering committee of 30+ members with rich ties to Lynn. The committee helped us strategize on how to gather detailed input from a wide variety of community members, ensured we incorporated the feedback we heard in our work appropriately, and pushed us to stay true to the community's vision.

**Existing conditions analysis**  
The project team created a lengthy data-oriented analysis of Lynn, Lynn Today, which helped provide quantitative detail to the topics the community highlighted as important.



## Clear and Compelling Graphics

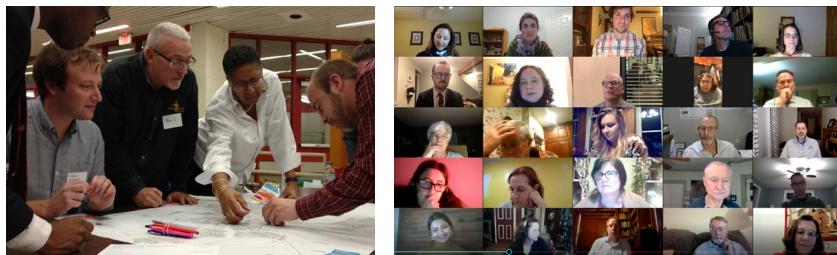
Left: Graphics that invite community members into the planning process and orient them within it can help build consensus and ensure buy-in on the final plan, as seen in the Vision Lynn planning process.

Below: The use of beautiful “feel good” illustrations that accurately capture potential future scenarios without overly prescribing buildout details can help community members envision the impacts of planning efforts, as in this illustration from Lowell Forward 2040.



# Options for Public Outreach

Utile frames our engagement approach through three strategic lenses: engagement platforms, communication approach, and content focus. These strands weave together to create a single compelling narrative structure that can propel the planning process forward, attract new participants, and shape a space that is more conducive to creative thinking.



## Potential Engagement Platforms

Utile brings a full range of virtual and face-to-face engagement approaches to our projects. The potential range of platforms include:

1. Science fair-style public workshops that include boards on easels that highlight compelling facts about the project area and illustrate alternative future scenarios for targeted locations.
2. “Non-government issue” meeting locations that might include restaurants, bars, cafes, or funky arts spaces (while considering the optics and the perceptions of stakeholders).
3. “Meetings-in-a-box” slide decks with facilitation guides and ready-to-go mobile engagement activities that allow City planning staff and steering committee members to hold informal meetings with stakeholder groups.
4. Digital surveys with crowd-sourced questions (Pol.is is one example).
5. Digital surveys with a map-based platform.

**Workshops and Open Houses:** We recognize that the weeknight community meeting—whether in-person or virtual—has an important role to play. However, we avoid the traditional hearing-style format, which can discourage all but the most committed activists from contributing. Instead, we design meetings in a workshop, open house, or “science fair” structure where participants are engaged in discussion and problem-solving with each other and with the project team.

Top: Go Boston 2030 Visioning Lab.  
 Bottom Left: Imagine Boston 2030 open house and workshop.  
 Bottom Right: Imagine Nashua Virtual meeting.

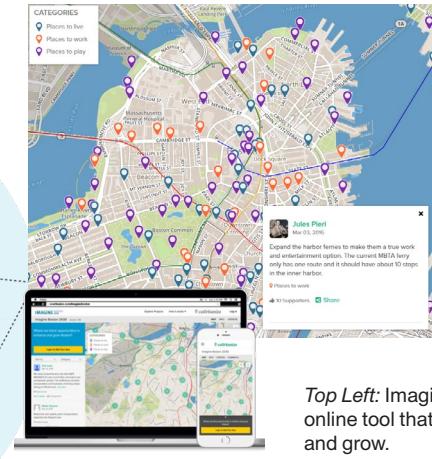
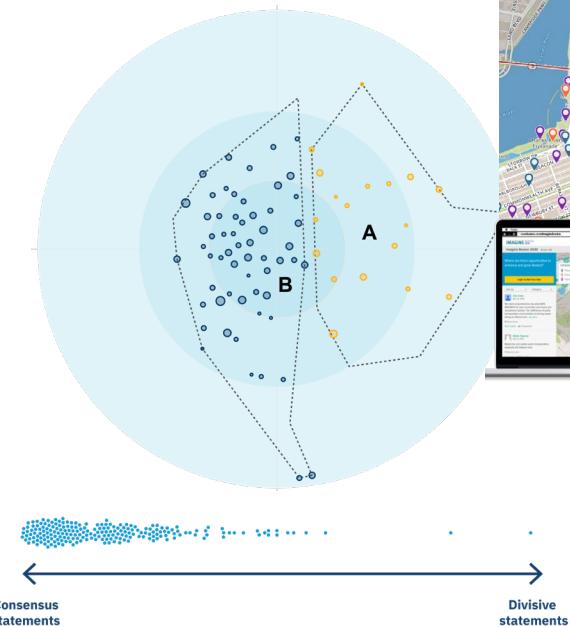
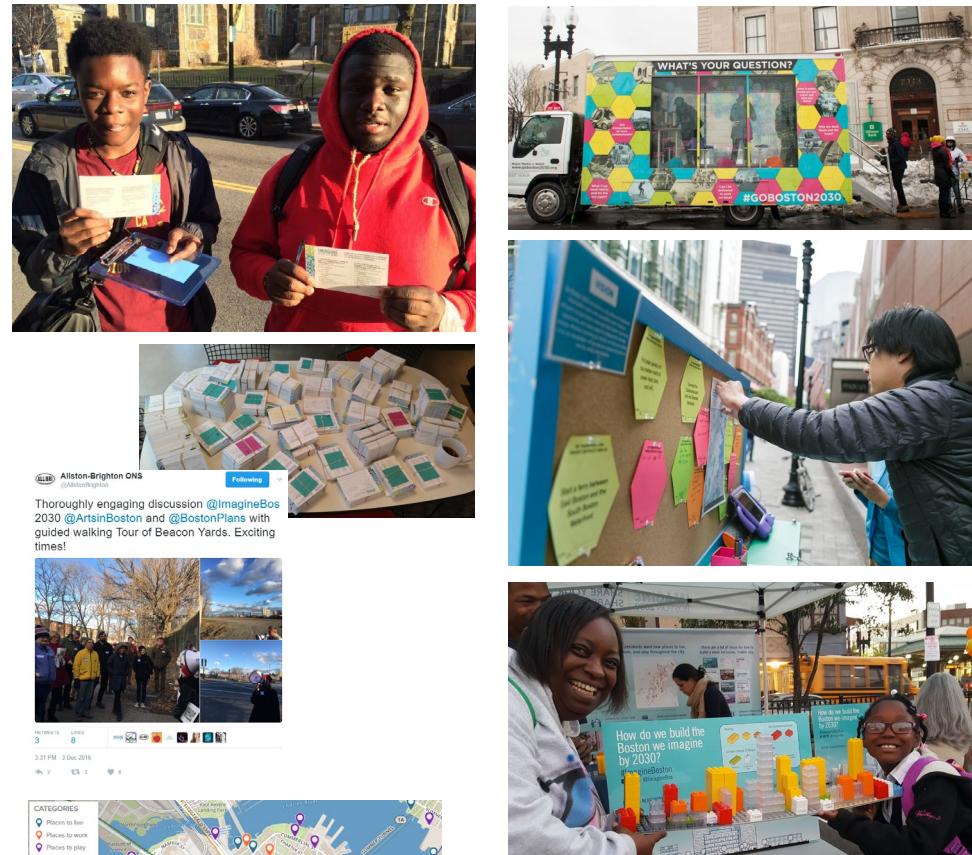
**Pop-Up and Mobile Engagement:** Bringing a planning activity to block parties, festivals, parades, concerts, and common gathering spaces reaches a much broader cross-section of residents. Street teams are effective at finding people where they are in their everyday lives. Pop-up tabling at events and mobile engagement stations similarly offer a way to take a planning process out into the community, with an eye-catching activity to draw in participants.

*Right Top:* Imagine Boston 2030 street teams employed a light-touch, highly mobile approach, engaging people at transit stations, parks, and neighborhood main streets to collect responses to a survey about housing needs and open space priorities.

*Right Bottom:* Part walking tour, part workshop, “walkshops” can be an effective tool for discussing planning issues in context. Imagine Boston used walkshops to explore how new development could knit together historically disconnected parts of the city.

*Far Right Top:* Go Boston 2030 braved the snow and ice in a custom-outfitted truck to ask thousands of Bostonians for their transportation questions. Later in the plan, a custom bike trailer visited every neighborhood to gather mobility ideas.

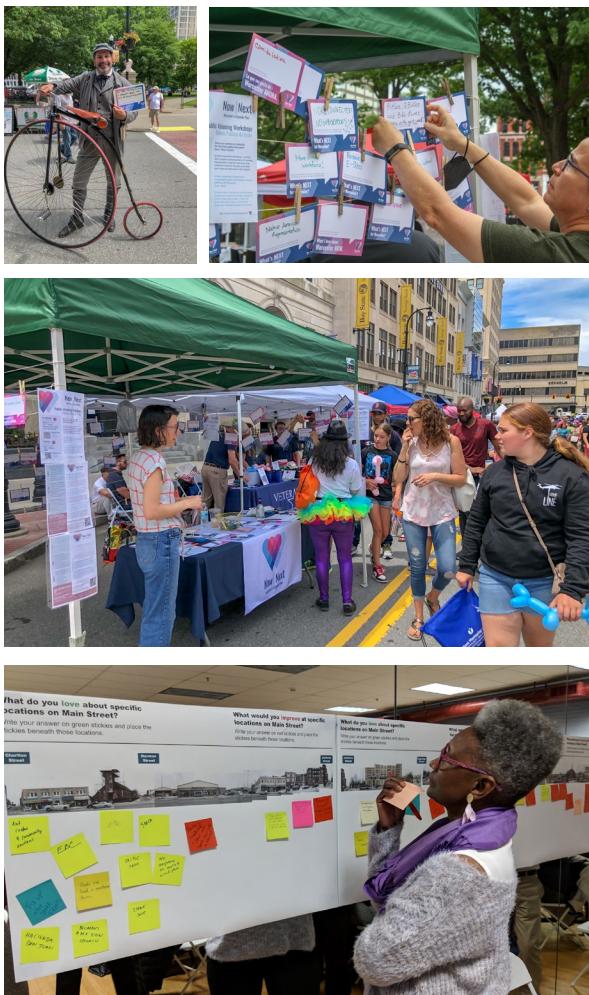
*Far Right Bottom:* Imagine Boston visited community events with a Lego activity (right) that prompted participants to think about where to concentrate new development and strategies for responding to sea level rise.



**Digital Surveys & Online Mapping Tools:** Pairing in-person engagement with online tools is an important strategy to make participation accessible for people who cannot attend in-person meetings. Utile has created online engagement platforms in-house as well as customized off-the-shelf products.

*Top Left:* Imagine Boston replicated the in-person workshop activity with an online tool that asked residents where they wanted to preserve, enhance, and grow.

*Bottom Left:* Utile has used the Pol.is tool for many plans, including Imagine Nashua (shown here). Pol.is is a real-time survey system that helps identify the different ways a large group of people think about a divisive or complicated topic. The tool allowed for public feedback that could be analyzed in terms of votes, but also served as a platform that encouraged the community to share more qualitative and nuanced information about the city that in turn could help craft a vision and shape broad goals.



## Engagement Communication Expertise

Utile uses a combination of communication strategies to drive engagement, especially with non-native speakers, environmental justice communities, renters, and age cohorts who typically don't get involved with civic life. These include:

1. The development of a consistent visual brand for the planning initiative that will inform the look and feel of the project website, printed materials, slide presentations, and social media.
2. Live interpretation and strategic translation of planning materials into Spanish and Portuguese (and potentially other languages). This is best done in partnership with translation services that have pre-existing relationships with local non-profits.
3. The use of compelling visual information to tell the story, including both relevant existing conditions and the recommendations that follow. Examples include well-designed map diagrams, information graphics, and three-dimensional representations of alternative future scenarios.
4. Super-interesting, entertaining, and non-wonky presentations. Utile planners and urban designers are known for their presentation skills, whether live or over Zoom.
5. A visually engaging final document that includes custom-designed graphics (see no. 3 above), an accessible layout, and photographs that help tell the story.

**Engagement Graphics:** Our team designs creative, interactive engagement that builds trust and generates community-driven outcomes.

*Top:* For Worcester, the Heart of the Commonwealth, a multi-layered graphic identity for the Now | Next Plan has helped express the effort's core values. This brand was used for the comment cards and table branding materials for events like the Tercentennial to increase awareness of the plan and solicit input.

*Bottom:* Utile facilitated a number of charrettes and neighborhood workshops for the Worcester Main South TDI District Project, enabling residents and stakeholders to collaboratively map assets and recommendations for the neighborhood fabric.

## Engagement Content Recommendations

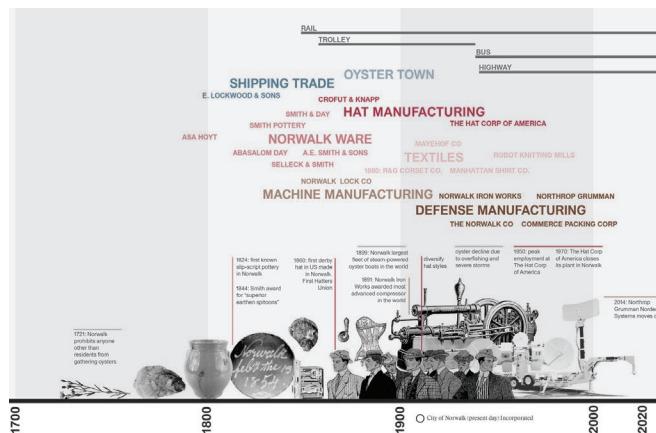
Rather than only ask open-ended questions at engagement events and in surveys, we think it is important to introduce compelling information to our audiences. This can be framed as a series of “did you know?” questions that might focus on the spatial history of the area, the relationship between the composition of the tax base and the priorities implicit in the zoning regulations, or the evolving composition of the leading businesses in the City, among many relevant topics.

In our experience, a wide variety of stakeholders appreciate learning about the city where they live and the kinds of issues that a citywide plan might address. This helps build trust around shared knowledge. In addition, the establishment of a fact-based agenda for the plan can help reset public discourse, especially participants who typically dominate the discussion.

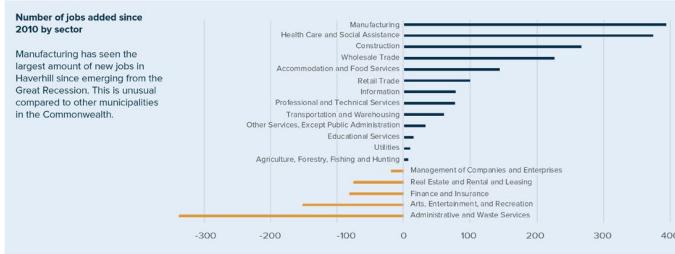
**Thoughtful approaches to data:** Successful comprehensive plans grow from the lived experiences of a community's stakeholders and are aided by the realities uncovered by data analysis. The best plans engage the community with data to ground conversations in a shared understanding of place.

*Right Top:* Utile used strategic data-driven land use assessments to determine how best to grow the City of Haverhill's manufacturing tax base without putting development strain on existing residential neighborhoods.

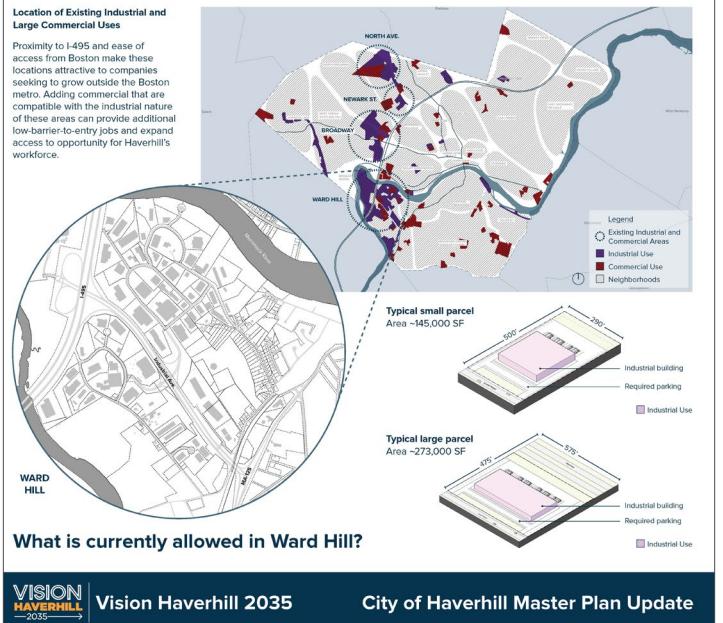
*Below:* In the Norwalk Industrial Land Use Plan, Utile compiled qualitative and quantitative information to illustrate the unique mix of industries that defined the city's economy.



## Industry



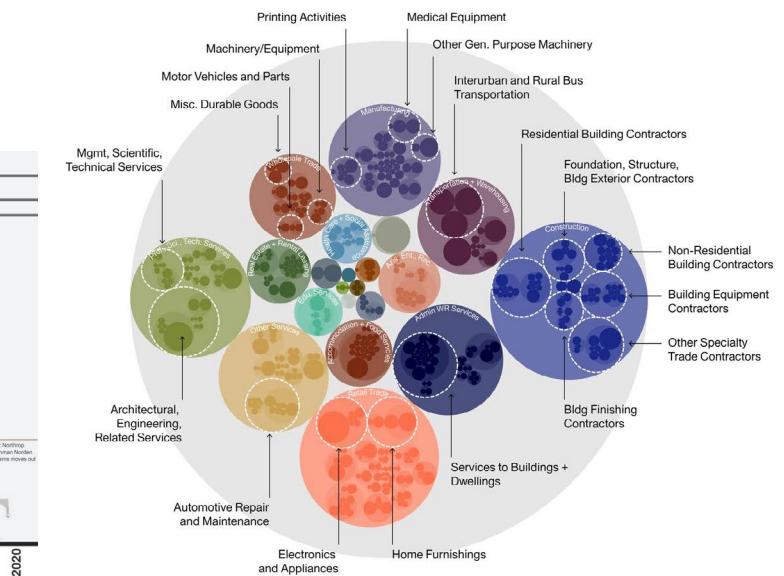
By densifying places where manufacturing uses are already allowed, Haverhill can become a regional leader for employment in this sector.



What is currently allowed in Ward Hill?

VISION Haverhill 2035

City of Haverhill Master Plan Update



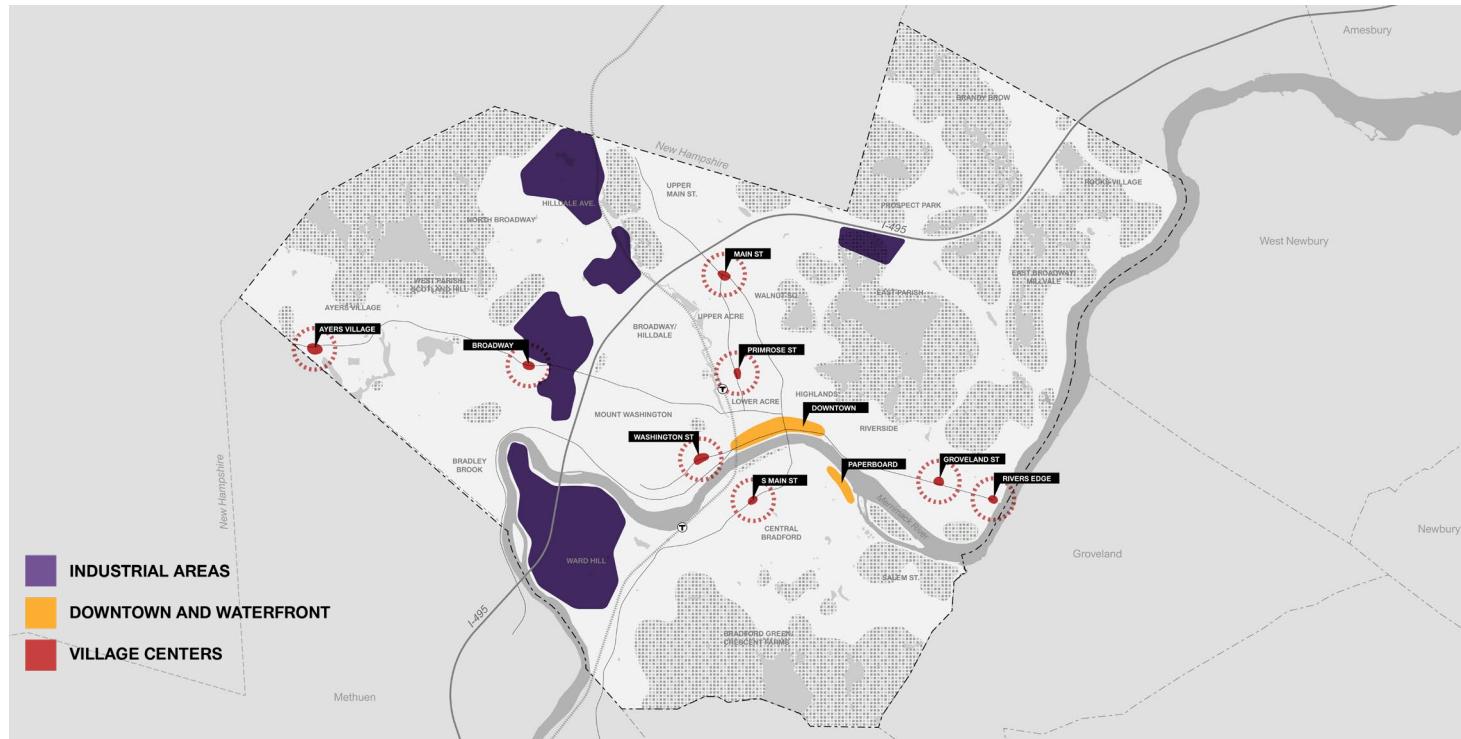
# Project Schedule

	2024						
	1 January 15	2 February 19	3 March 18	4 April 15	5 May 13	6 June 10	7 July 15
<b>Task 1. Project Initiation</b>							
1.1 Internal Kick-Off (Call)	K						
1.2 Graphic Approach		G					
1.3 Information Needs Assessment		I					
1.4 Community Engagement Plan		CE					
1.5 Project Schedule		PS					
<b>Task 2. Project Management</b>							
2.1 Content Management Process		CM					
2.2 Ongoing Internal Communication & Coordination							
<b>Task 3. Community Engagement</b>							
3.1 External Communication Foundation					PR1		
3.2 Community Organizing							
3.3 Planning Board & Committee Meetings		C1		C2		C3	
3.4 Surveys & Comment Cards		S1					
<b>PHASE 1: LEARNING</b>							
<b>Task 4. Salem Today Analysis</b>							
4.1 Synthesis of Past Plans & Community Engagement			M1				
4.2 Spatial and Demographic Analysis			P1				
4.3 Future Trends Assessment					M2		
4.4 Summary Presentation Production					P2		
<b>PHASE 2: VISIONING</b>							
<b>Task 5 Salem Plan Framework Development</b>							
5.1 Visioning							
5.2 Goal Setting & Policy Development					GS		
5.3 Needs & Opportunity Identification							O
<b>Task 6. Scenario Development</b>							
6.1 Scenario Selection							
6.2 Scenario Development & Evaluation							
<b>PHASE 3: DEVELOPING THE PLAN</b>							
<b>Task 7. Actions, Recommendations, &amp; Implementation</b>							
7.1 Draft Actions & Recommendations							
7.2 Policy Prioritization & Timeline							
<b>PHASE 4: DOCUMENTATION</b>							
<b>Task 8. Final Report</b>							
8.1 Create Report Template							
8.2 Draft Report							
8.3 Report Design & Production							

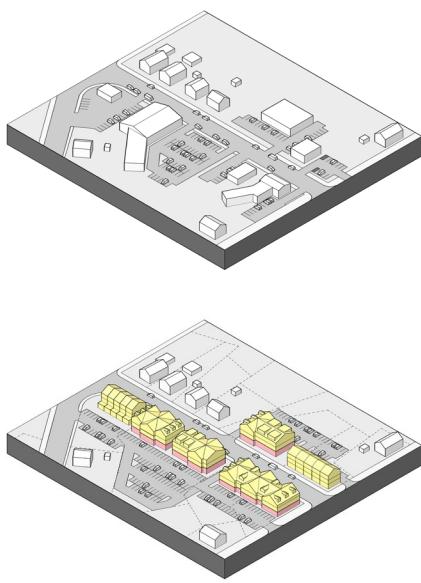
Deliverables	
<b>K</b>	Meeting minutes + summary of meeting outcomes
<b>G</b>	Logos + Visual style guide handbook
<b>I</b>	Checklist of data needs from Salem Planning Board
<b>CE</b>	Draft of community engagement plan + schedule
<b>PS</b>	Project schedule
<b>CM</b>	Google Drive system onboarding
<b>PR</b>	Press release
<b>S</b>	Launch of Survey
<b>C</b>	Committee Meeting
<b>M1</b>	Analysis Memo
<b>P1</b>	Analysis Presentation
<b>M2</b>	Future Trends Memo
<b>P2</b>	2024 Master Plan Presentation
<b>GS</b>	Goal Setting Workshop
<b>O</b>	Summary table of needs & opportunities
<b>V</b>	Scenario Maps, Drawings, Visualizations
<b>R</b>	Draft of actions & map of recommendations
<b>T</b>	Table of short-, medium-, long-term partners
<b>MP</b>	Final Salem Master Plan

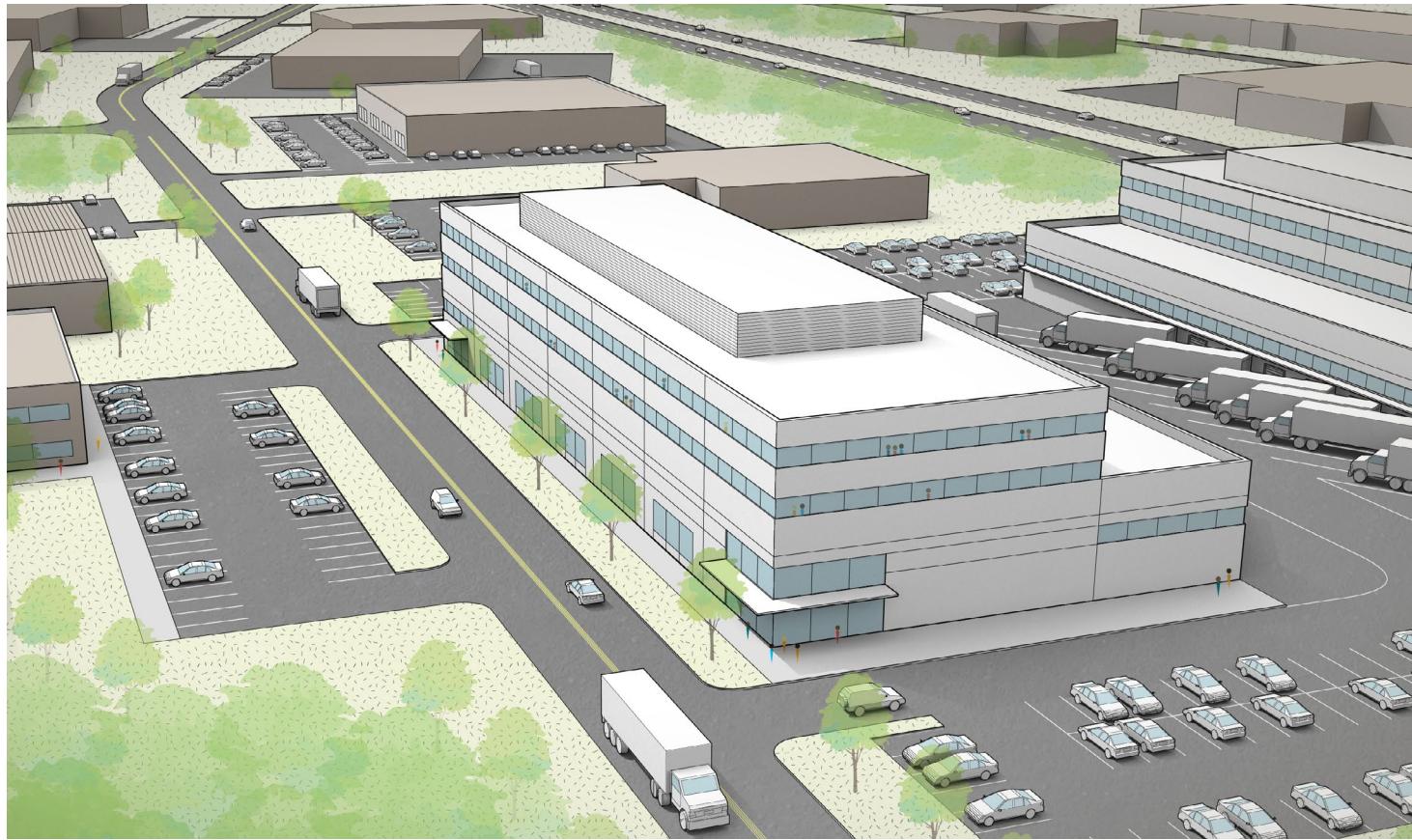
# Comparable Projects

## Vision Haverhill 2035 Citywide Plan Haverhill, Massachusetts



Utile led the recently-completed citywide plan for the City of Haverhill. The plan offered three scenarios to consider the city's future: increased density and height in the city's industrial areas, modified regulations to encourage development along the waterfront and in the city's downtown, and the creation of eight "village cluster" nodes across the outerlying areas of the community. By looking at increasing density only in specific areas, the plan aims to preserve the balance of town and country that residents enjoy, while continuing to keep Haverhill competitive in the economic and industrial sectors that have served it well in recent decades.





The process included a high level of community engagement employing a range of methods, including workshops, online and in-person surveys, and heavy involvement from an advisory committee.

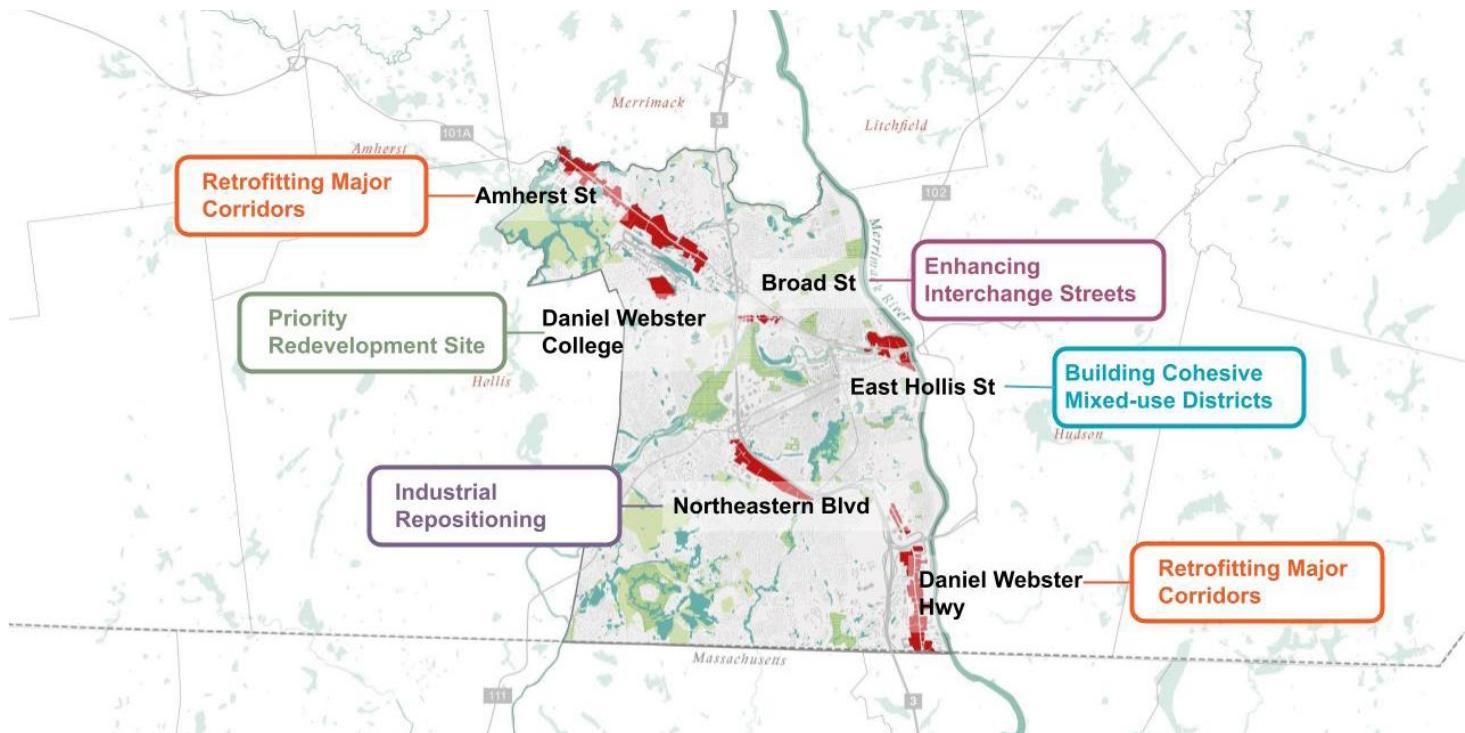
By imagining realistic development outcomes based on each of the scenario interventions in the plan, the team has been able to confidently propose specific dimensional and

use changes to the city's zoning that would create a regulatory framework to encourage the kinds of development the plan envisions. Close collaboration with our economic development consultant, Ninigret Partners, has allowed the plan's proposals to balance the desires of city, neighborhood and nearby stakeholders, and the prospective development community across the

**Client**  
City of Haverhill  
**Type**  
Citywide planning, community engagement, data analysis, visualization  
**Year/Status**  
Adopted, December 2019  
**Reference**  
William Pillsbury, Economic Development and Planning Director  
(978) 374-2330  
wpillsbury@cityofhaverhill.com

# Imagine Nashua Master Plan Update

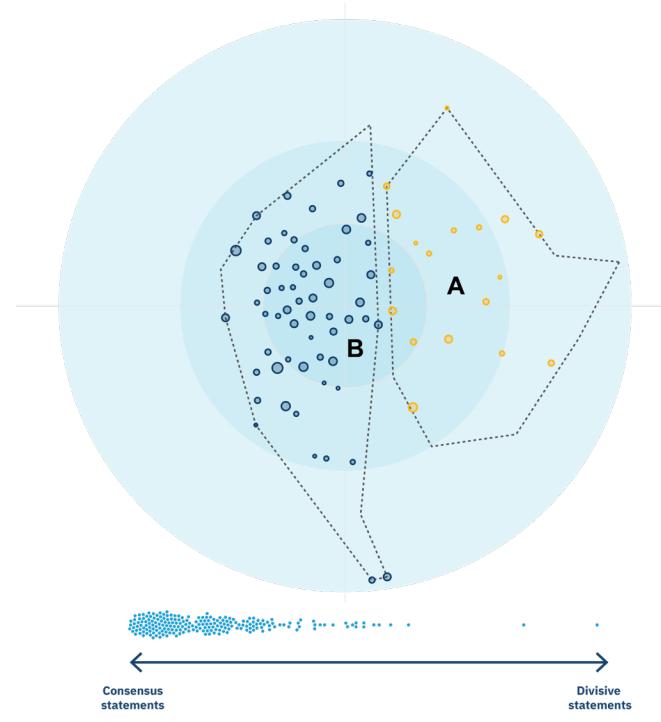
## Nashua, New Hampshire

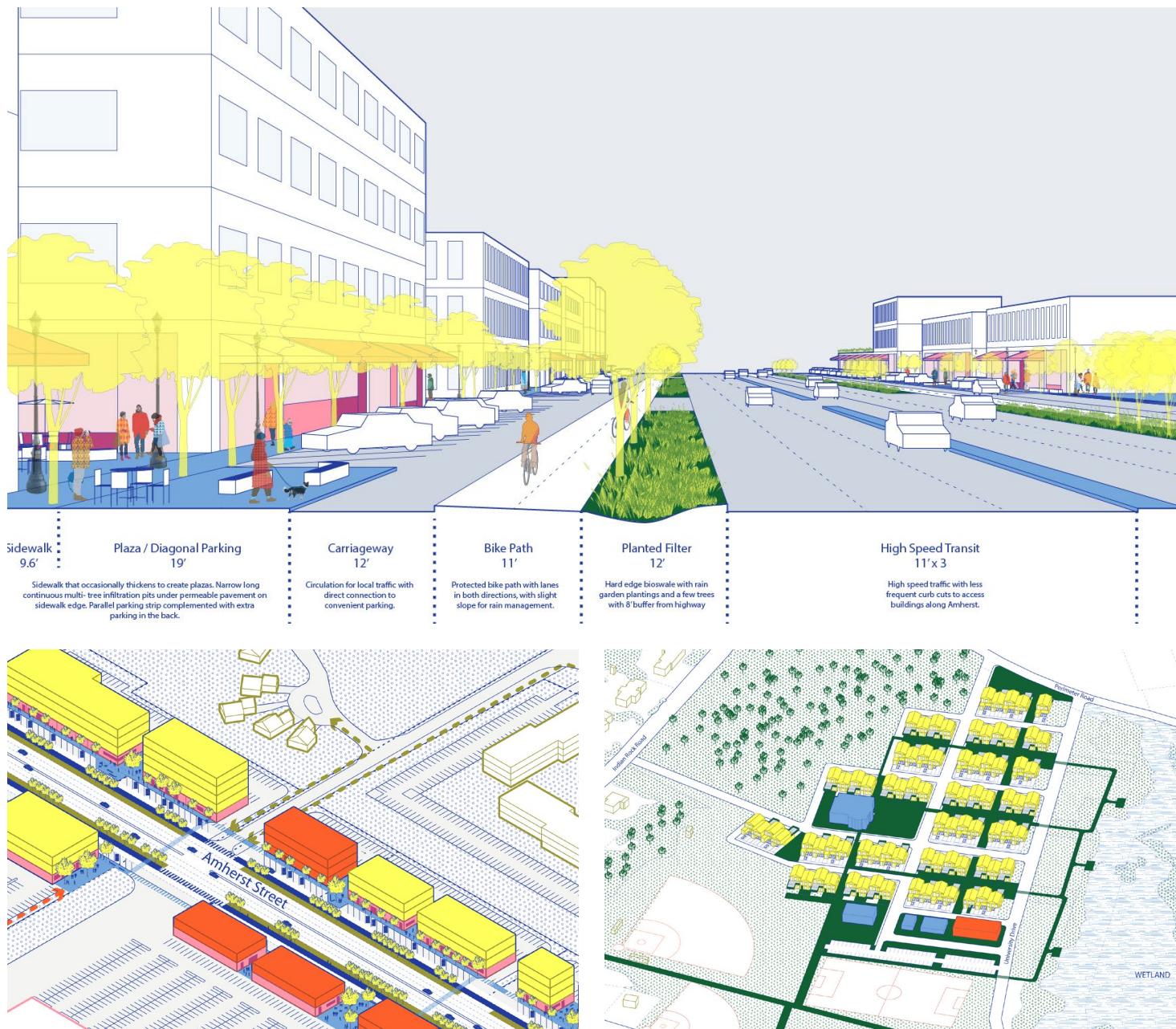


Imagine Nashua, the City's comprehensive planning process, combined inclusive community engagement with the groundwork created by the previous 20 years of area planning to craft an innovative and coherent vision for the future of Nashua. This master plan focused on equity, resilience, and climate protection as core values guiding growth and development in the city.

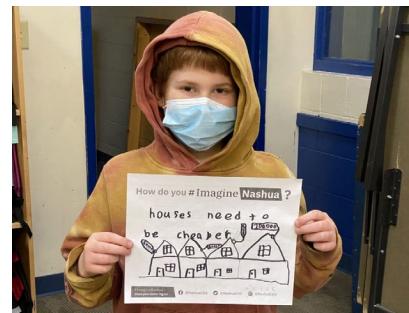
The core values represented fundamental community principles that guided the comprehensive plan, linked various plan topics together, and reinforced plan decisions and actions. The vision and core values helped shape goals across the six plan topic areas: housing, land use and development, mobility and access, open space and natural resources, economic growth, and arts and culture.

The plan incorporated many opportunities for feedback from the community including: three public workshops, three Steering Committee meetings, Mayor's Ward meetings, small group meetings, two digital surveys, digital mapping platform, a video and photo campaign, social





media outreach, and newsletters. Community members also had an opportunity to explore ways to make commercial corridors more attractive and coherent through encouraging a wider range of commercial uses and active ground floor uses, integrating and improving pedestrian and bicycle infrastructure, incorporating landscaping and green infrastructure elements, and enhancing public realm through facade and signage guidelines.

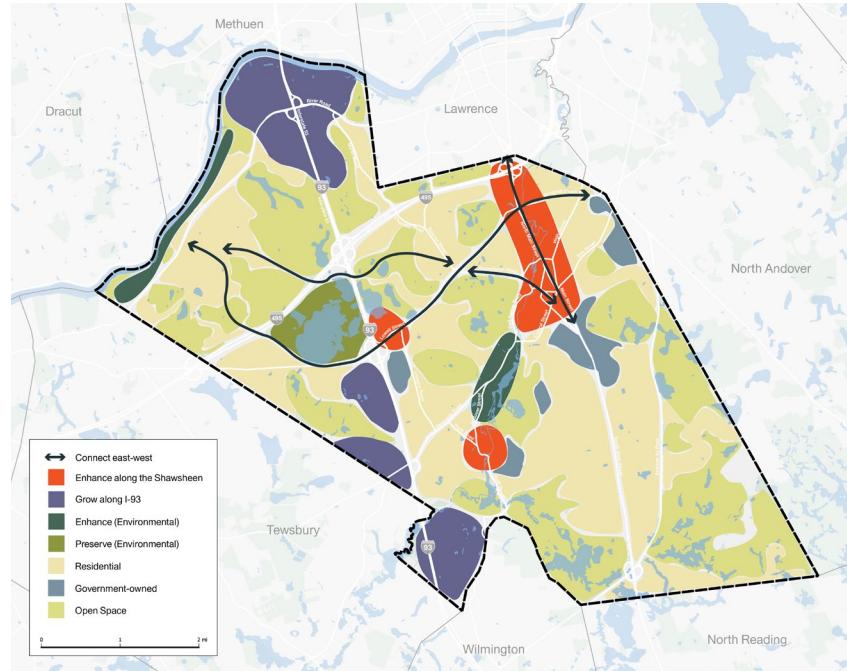


**Client**  
City of Nashua  
**Type**  
Citywide planning, community engagement, data analysis, visualization  
**Completion**  
June 2020 – October 2021

# The Andover Comprehensive Plan

## Andover, Massachusetts

Utile worked collaboratively with the Town of Andover to lead a robust community engagement and planning process for the Town's Comprehensive Plan update. The planning team heard through its outreach work concerns around sprawl, improving schools, ensuring that the town's open space assets and development patterns stay familiar and desirable. This comprehensive planning process sought to proactively address these concerns through a long-term plan, so that the potential downsides of growth can be minimized as much as possible, and the collective benefits of that change can be maximally realized. With that in mind, the Andover Comprehensive Plan focuses on three key strategies: Densifying and expanding job centers along I-93 in the business and industrial parks, Encouraging new "middle missing" housing types in town and improving open space access along the Shawsheen and Improving east-west connectivity with improved multimodal transportation links.

**Client**

Town of Andover

**Type**

Citywide planning, scenario planning, mapping and analysis, stakeholder engagement, visualization

**Year**

June 2022 – August 2023

**Reference**

Lisa Schwarz  
 Assistant Planning Director  
 Town of Andover  
 Lisa.Schwarz@andoverma.us

This Planning Strategies Map shows this comprehensive plan's primary moves.



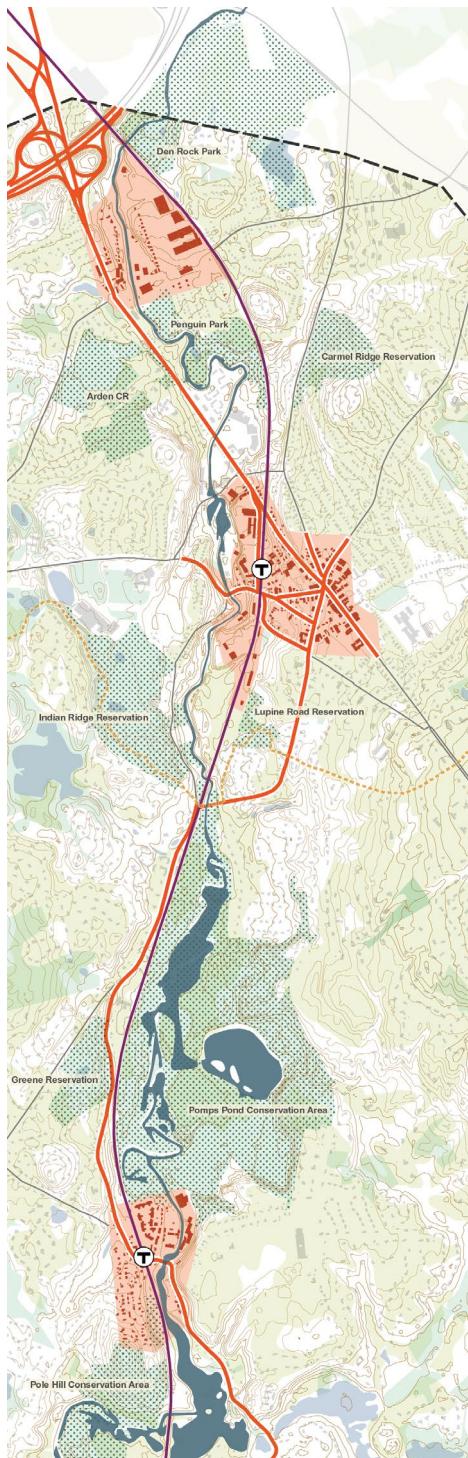


Image 1

Enabling modern industrial/commercial hybrids signals to the market that Andover is serious about its continued role

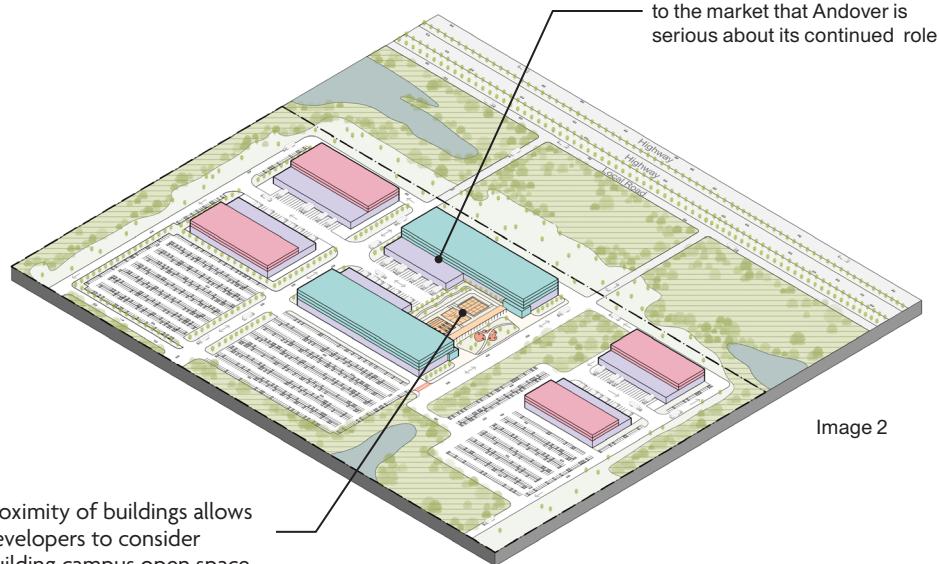


Image 2

Depending on site specifics, the individual buildings can be arranged to minimize impact on neighbors

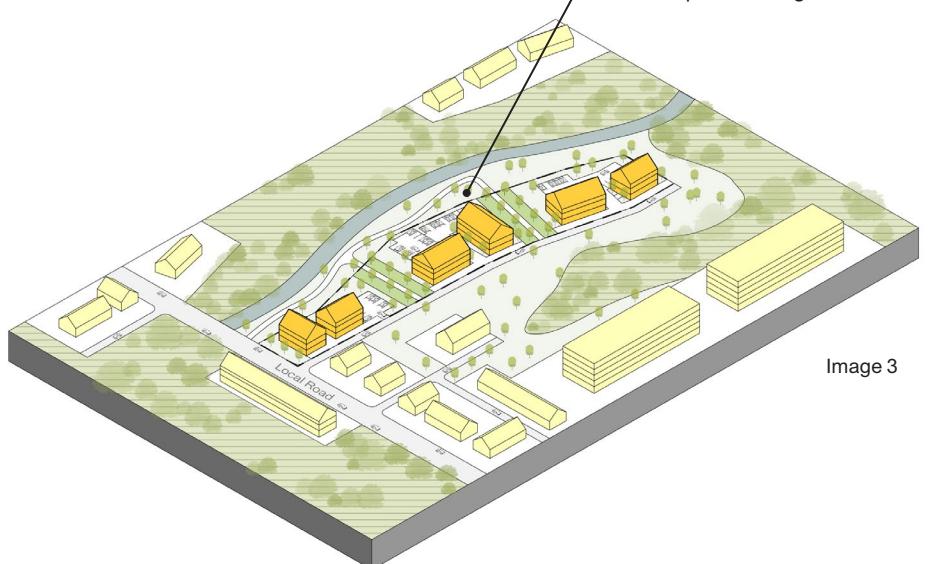


Image 3

Image 1: This plan suggests combining a more comprehensive effort to improve the recreational and historic character of the existing town centers and natural resources alongside the Shawsheen River.

Image 2: For the purposes of this plan, the planning team selected prototypical industrial sites representative of existing industrial businesses or buildings in one or more of the existing Andover employment centers. By allowing for higher density and increased overall development potential, modern industrial sites can be developed.

Image 3: The levels of density suggested for new housing typology infill, "missing middle" housing, sits between individual single-family houses (which exist to the southwest of the site as context) and the larger multifamily adaptive reuse or construction envisioned for the Historic Mill Overlay District.

# Resilient Lowell Comprehensive Plan

## Lowell, Massachusetts

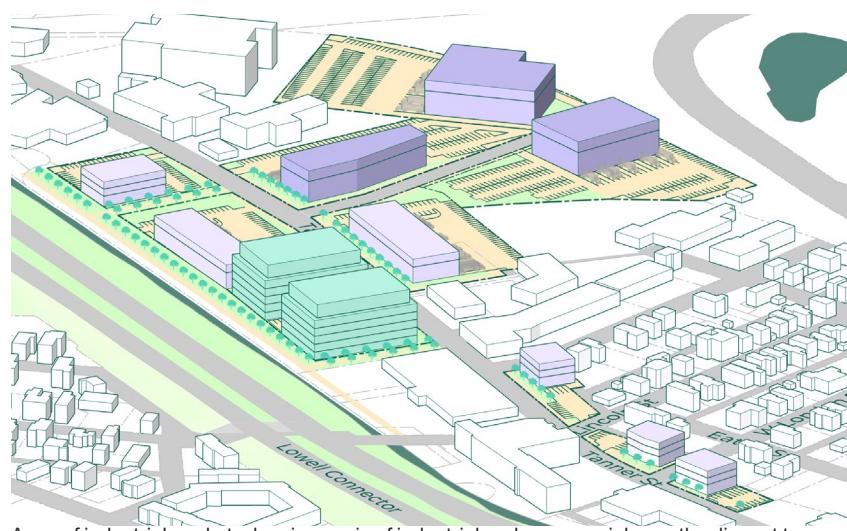


Perspective highlighting idealized neighborhood core, with: safe streets, generous active sidewalks, pop-up activities, ground floor retail, and increased density.

Alongside the City of Lowell, Utile identified key areas (downtown, central core, riverfronts and canals, neighborhood centers, educational anchors, and industrial / automotive areas) to assess and test develop growth guidelines.

Informed by test fits and community engagement events, the team identified key issues to address in each of these area types. Lowell's downtown faces issues of accessibility, vacancy, and questions around historic adaption / preservation. Meanwhile industrial areas have many unused sites, and poorly integrate themselves in their surrounding neighborhoods. The riverfront lacks safe intersections, creating barriers to access between different parts of the city.

With these problems in mind, the team is developing a framework of strategies and guidelines to ensure future development promotes the production of affordable housing, increased mobility, economic development, sustainability, and a healthy mix of spaces for recreation and culture throughout the city of Lowell.



Axon of industrial pocket, showing a mix of industrial and commercial growth adjacent to residential areas.

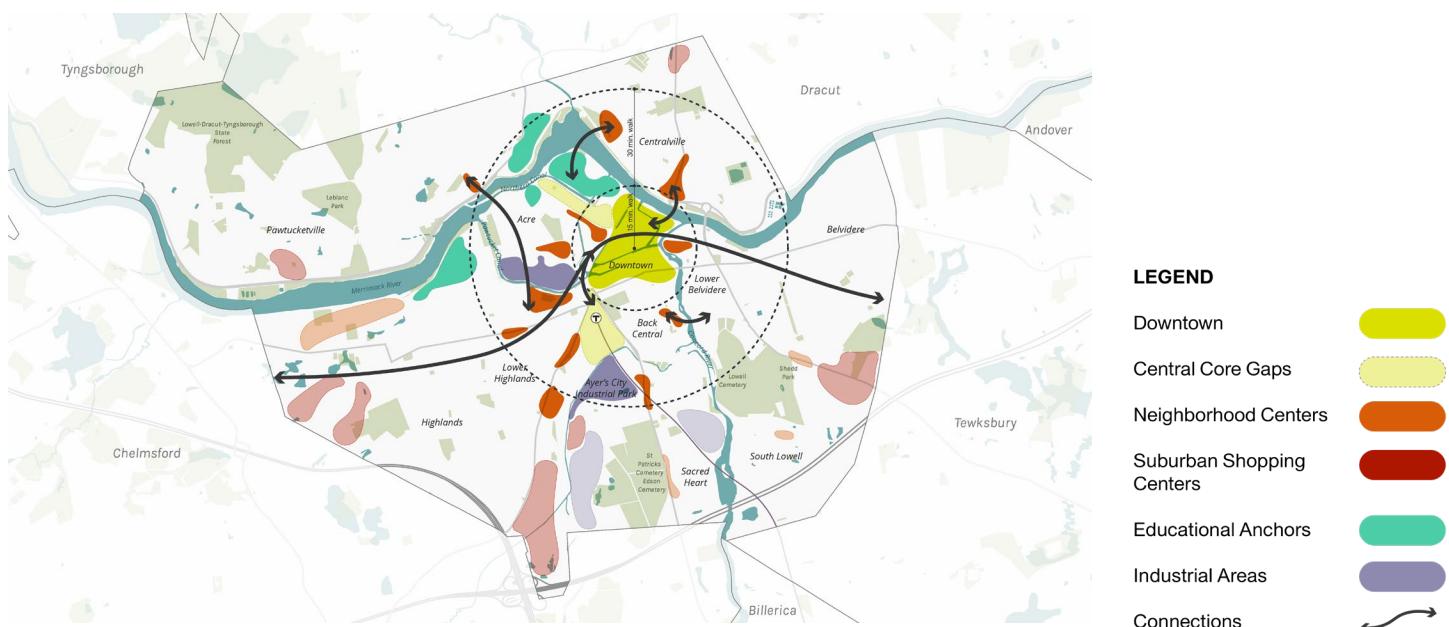
**Client**  
City of Lowell  
**Type**  
Scenario planning, mapping and analysis, stakeholder engagement, visualization

**Year**  
June 2022 – present  
**Reference**  
Francesca Cigliano  
Senior Planner, Lowell  
Fcigliano@lowellma.gov

## Town of Salem NH Master Plan Update



Perspective highlighting idealized downtown, with: safe streets, generous sidewalks, diverse active ground floor uses, and increased density and building heights.



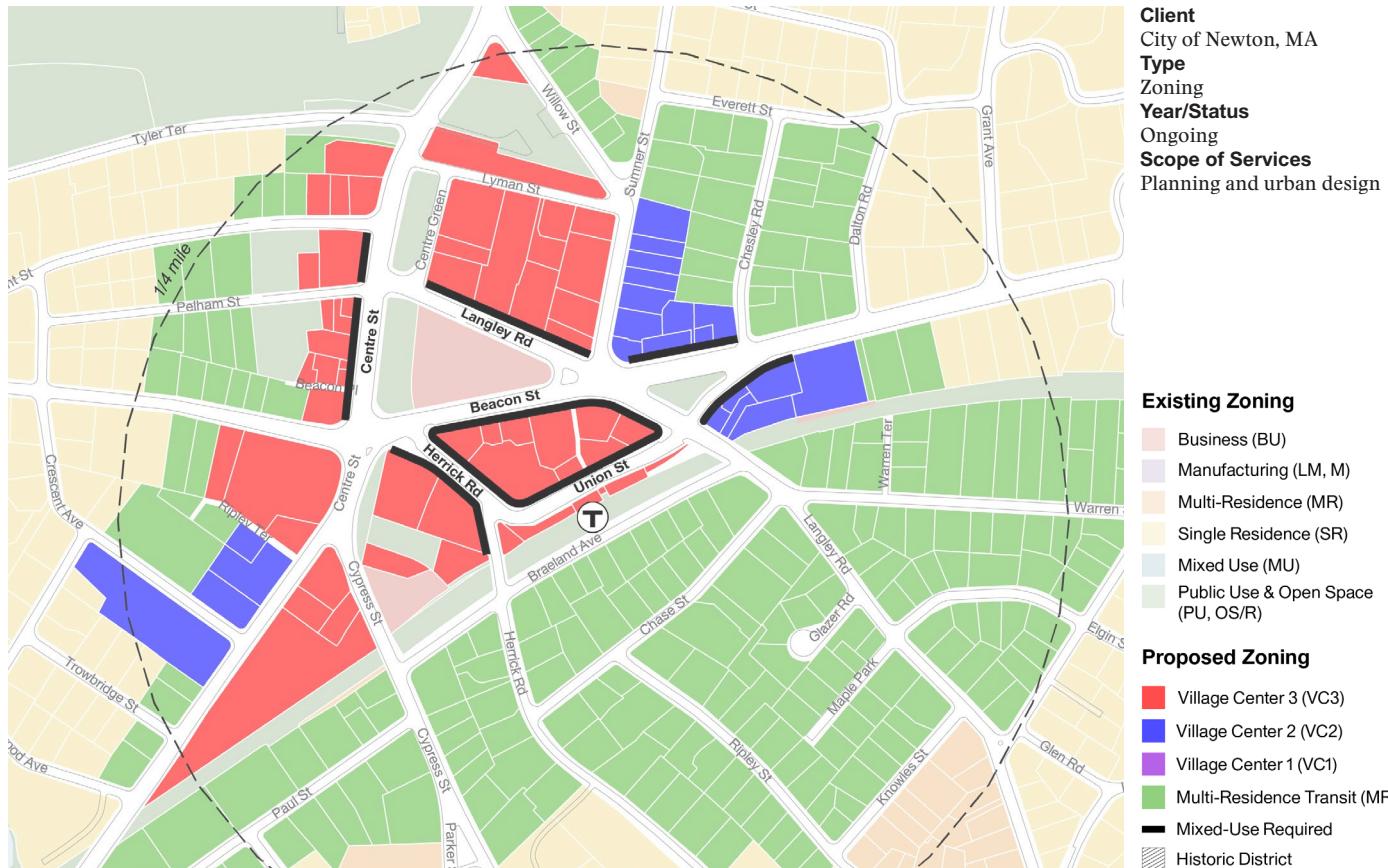
A framework map was developed to highlight key focus areas around the city, and create discussion around how each area type should be addressed.



A variety of engagement activities and games were employed at community events to gather as much feedback as possible from a diverse population.

# Newton Zoning Redesign—Village Centers

## Newton, Massachusetts



Village Center Zoning Overlay Map, Newton Centre

Utile has been working with the City of Newton as an on-call urban planning and design consultant to develop revisions to zoning in village centers.

Now in its fourth phase of rezoning, the work began with comprehensive engagement and analysis. Utile supported the City-led engagement and ran spatial and data analysis on each of the eleven village centers. The process culminated in a shared vision for the future of village centers and concrete ideas for how this could translate

into zoning revisions.

The resulting draft code is based on a tiered zoning framework currently being mapped across the village centers. The zoning redesign will guide future development and seeks to balance protecting existing character and creating more affordable, transit-oriented housing. A major overhaul of the prior zoning, the draft ordinance replaces standard metrics such as FAR and use-based zoning with a light form-based code. This departure relies

on clear illustrative graphics using development test-fits and illustrative street perspectives to easily convey the code standards.

This effort is twofold: first to clearly present the impacts of the code redesign to the community and the Zoning and Planning Committee of the City Council (ZAP) for feedback. And secondly, to continue to test and refine the code so that it best suits the needs of all stakeholders.



Existing Development



Potential VC3 Development

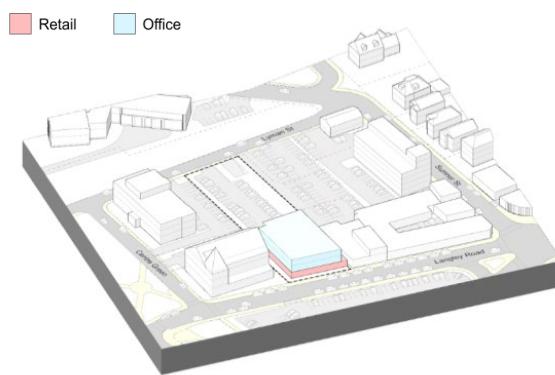


Existing Development



Potential VC2 Development

Illustrative street perspectives convey the design standards proposed in the overlay zoning relative to the existing village center context.



Test-fit of Existing Zoning (Not Feasible)



Test-fit of Proposed Zoning (Feasible)

Mid-Rise / 4-5 stories Underground Parking Office/Retail	
Site (Acres)	0.82
FAR	2.25
Office GSF	67,030
Retail GSF	13,730
Total GSF	80,760
Parking Ratio	1.43
Parking Cost	\$ 70,000
Parking Spaces	96
Rent/SF	\$ 40.00
Hard Cost (Includes Fit out)	\$ 315
Soft Cost/Site	25%
Land Cost (per land foot)	\$ 8.00
Total Cost/GSF	\$ 634
Cap Rate	5.0%
NOI/Cost	5.61%

FEASIBLE:  
TARGET 5.5% NOI/COST

Conceptual Pro Forma

A series of development test-fits examined residential and commercial development on various soft sites, testing such parameters as building height and footprint, upper floor stepbacks, lot setbacks, and parking (surface vs below-grade). Landwise analyzed the test-fits to confirm that the proposed zoning standards result in market-viable development.

# Littleton Common Revitalization

## Littleton, Massachusetts



Village Common District Boundary and Proposed Added Crosswalks

The Town of Littleton hired Fort Point Associates, Utile, and the UMass Donahue Institute to help plan the revitalization of the Littleton Town Common. As a recent area of interest to developers, the once historic New England village center has expanded to a district of roughly 3,000 people, with a population density of approximately 750-800 persons per square mile. While honoring the small-town, historic, and rural atmosphere that defines Littleton, the Town Common Revitalization effort aims to create a gathering place for residents of all ages that supports a range of commercial, residential, and mixed-use development.

The consultant team created a series of initial planning scenarios, which were presented at a public workshop. The scenario preferred by participants depicted a Common with a wastewater sewer system, a mix of uses, and zoning that reflects a higher density and scale of development. The consultant team identified the need to replace the Town's existing zoning code with a Form-Based Code to ensure that preferred density, lot and building design, and climate resiliency desired by the Town can easily be achieved. Form-Based Code will regulate land development by using physical form as its main organizing principle, with the goal of foster-

ing predictable built results and a high-quality public realm. Currently, the consultant team lead is partnering with Form-Based Code consultant Dan Bartman on developing the Town's Code which will consist of a zoning plan and a set of design-based regulations.

#### Client

Town of Littleton

#### Year/Status

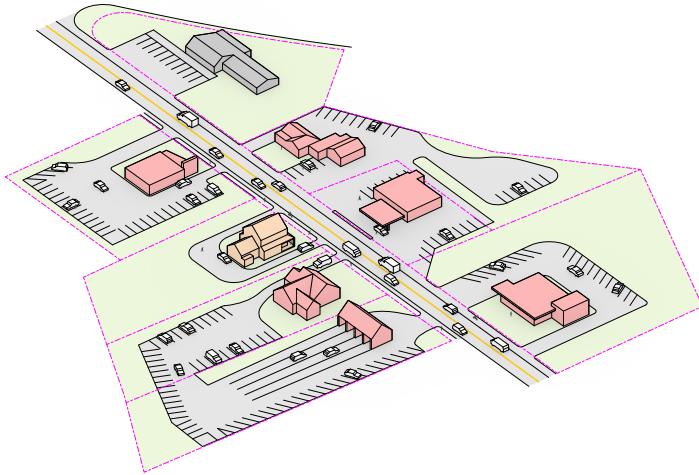
May 2018 – April 2019

#### Scope of Services

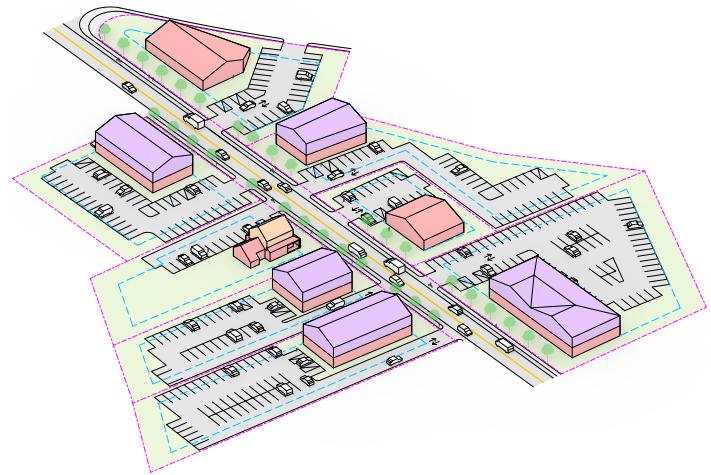
Planning, urban design, form-based code zoning

#### Key Collaborators

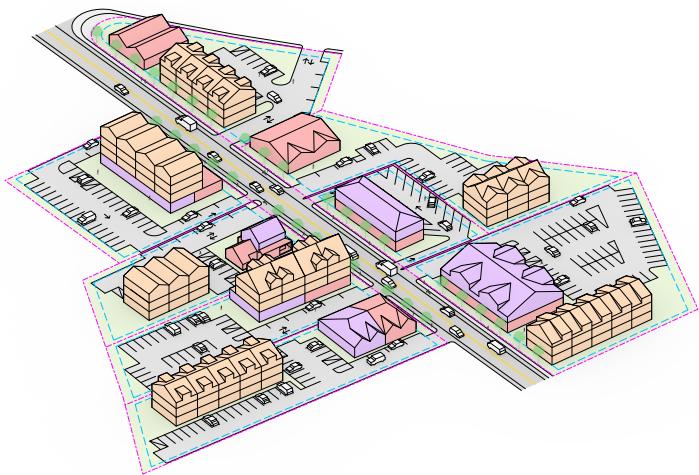
Fort Point Associates; UMass Donohue Institute



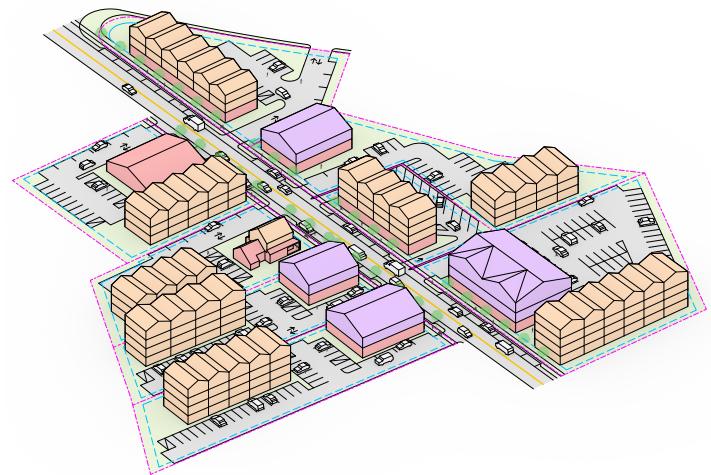
Buildout Scenario 1: Existing Conditions



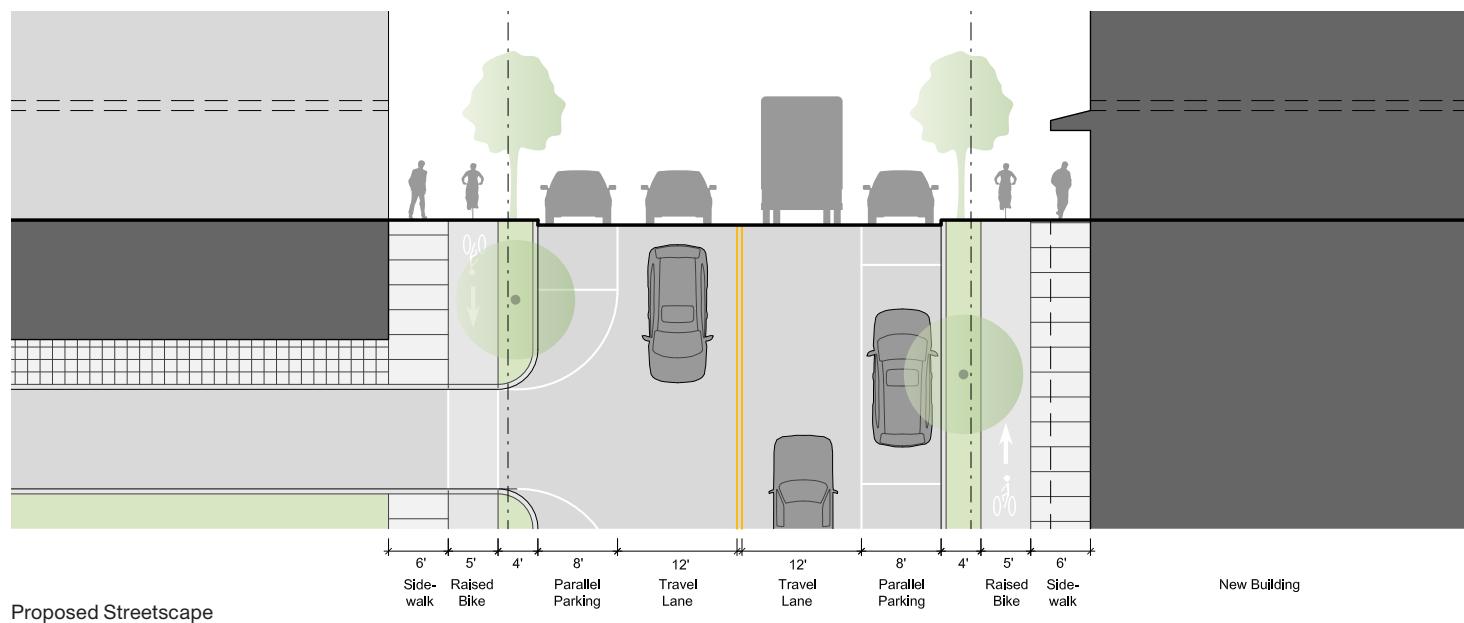
Buildout Scenario 2: Existing Zoning with Town Sewering



Buildout Scenario 3: Some Zoning Changes with Town Sewering



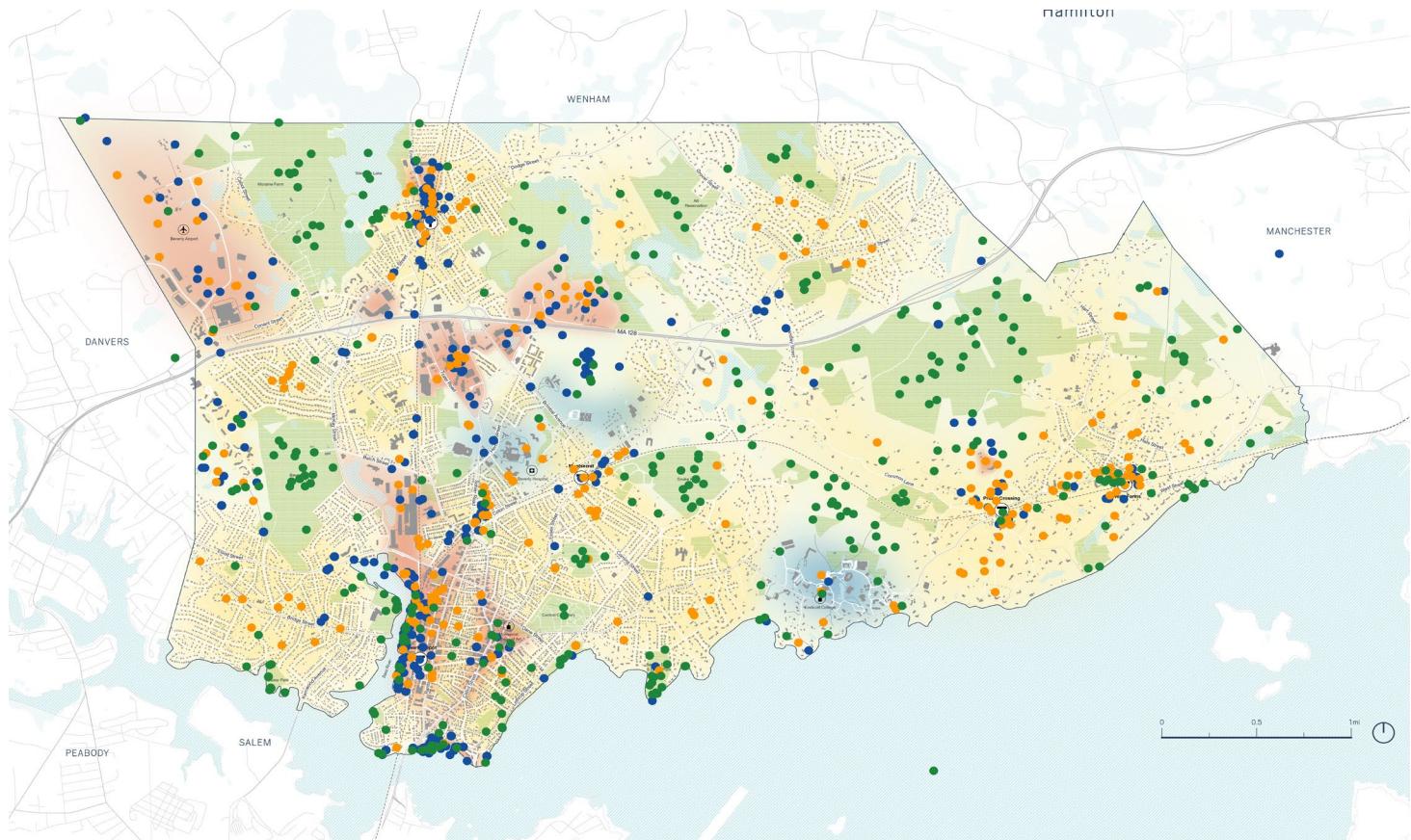
Buildout Scenario 4: More Zoning Changes with Town Sewering



Proposed Streetscape

# PlanBeverly Citywide Plan

## Beverly, Massachusetts



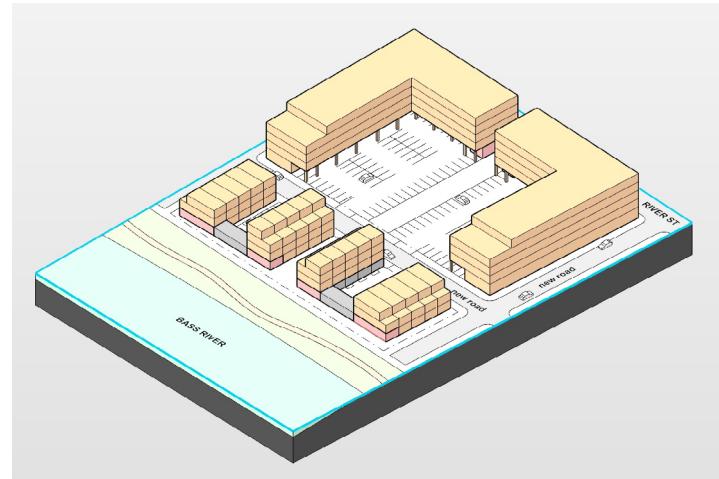
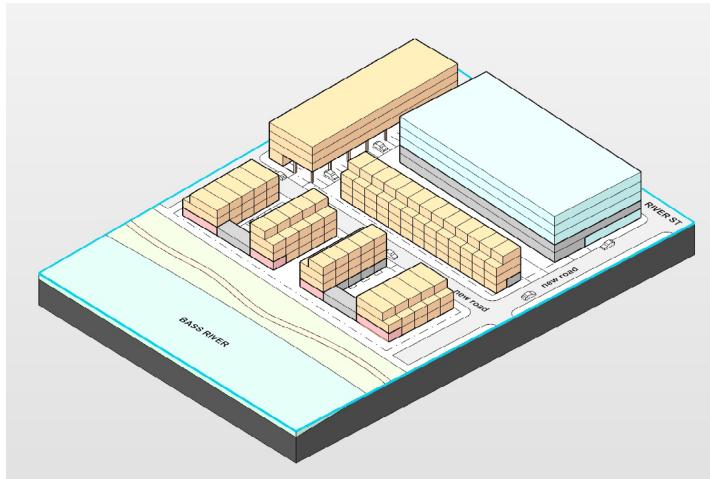
Utile led PlanBeverly, the citywide plan for the City of Beverly. The goal of the plan is to steer and shape residential and commercial real estate development to areas of the City where it can enhance the sense of place and help reduce the percentage of people who rely on single occupancy vehicles for their commutes and in-city trips. Directing development to targeted areas also helps to protect and enhance open spaces and established neighborhoods.

At the same time, new development can provide more diversity of housing types, including the "missing middle" between single family housing and large apartment and condo buildings. Small-scale multifamily buildings

will deliver lower cost market-rate housing that can meet the needs of young families and empty nesters, two demographic groups that are currently underserved by the Beverly market. Buildings of this scale can also more easily be dovetailed into existing neighborhoods that are near commuter rail stations.

PlanBeverly cross-pollinates and integrates these land use and housing policies with strategies for addressing climate change, preserving open space, enhancing mobility, strengthening the local economy, and fostering a vibrant cultural and civic life. This comprehensive vision will help guide Beverly for the next fifteen years.





Utile produced hypothetical development test-fits to explore development capacity and urban form at priority sites for transformative redevelopment in Beverly. The illustrations above show two potential scenarios for the transit-adjacent Bass River district: one primarily residential, and one that also incorporated office uses.



*Opposite page:* At a series of workshops in fall 2019, Beverly residents used stickers to indicate areas for transformative redevelopment (blue), infill development (orange), and preservation (green). This map compiles the input gathered across seven neighborhood meetings.

*Above and right:* Interactive community workshops and engagement stations at festivals and events gave residents opportunities throughout the planning process to weigh in on hot-button topics like the intersection of development density, affordability, and public benefits.



#### Client

City of Beverly

#### Type

Citywide planning, community engagement, data analysis, visualization

#### Year/Status

March 2019 – January 2021

#### Reference

Aaron Clausen, AICP  
Director, Planning and Community Development  
(978) 605-2341  
aclausen@beverlyma.gov

# Forms



## **NON-COLLUSION STATEMENT**

By Submission of the Bid or Proposal, the Bidder Certifies that:

1. This bid or proposal has been independently arrived at without collusion with any other competitor or potential competitor;
2. This bid proposal has not been knowingly disclosed and will not be knowingly disclosed prior to the opening of bids or proposals for this project, to any other bidder, competitor, or potential competitor;
3. No attempt has been made to induce any other person, partnership or corporation to submit or not to submit a bid or proposal;
4. The person signing this bid or proposal certifies that he has fully informed himself regarding the accuracy of the statements contained in this certification, and under the penalties of perjury, affirms the truth thereof, such penalties being applicable to the bidder as well as to the person signing in its behalf;
5. That attached hereto (if a corporate bidder) is a certified copy of a resolution authorizing the execution of the certificate by the signatory of this bid or proposal on behalf of the corporate bidder.

Tim Love

(Typed or Printed name of Person Signing Proposal)

Signature

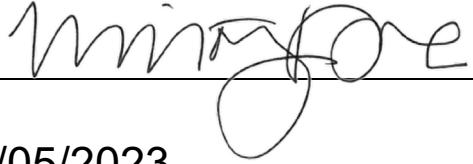
Utile, Inc.

Name of Business



## **INDEMNIFICATION AGREEMENT**

The successful vendor agrees to indemnify, investigate, protect, defend, and save harmless the Town of Salem, NH, its officials, officers, agents, and employees from any and all claims and losses accruing or resulting to any and all contractors, subcontractors, suppliers, laborers and any other person, firm or corporation furnishing or supplying work, services, materials, equipment or supplies in connection with the performance of this contract and from any and all claims and losses accruing or resulting to any person, firm or corporation which may be injured or damaged by the vendor in the performance of this contract. In any case, the forgoing provisions concerning indemnification shall not be construed to indemnify the Town for damage arising out of bodily injury to persons or damage to property caused by or resulting from the sole negligence of the Town or its employees. This indemnification shall survive the expiration or early termination of this contract.

Signature: 

Date: 12/05/2023



### **AFFIRMATIVE ACTION**

The VENDOR shall not discriminate against any qualified employee or applicant for employment because of race, color, national origin, ancestry, age, sex, religion, or physical/mental handicap. The VENDOR agrees to comply with all applicable Federal and State statutes, rules and regulations prohibiting discrimination in employment.

If a complaint or claim alleging violation by the VENDOR of such statutes, rules, or regulations is presented, the VENDOR agrees to cooperate in the investigation and disposition of complaint or claim.

I understand that non-compliance with the provisions in this section, the Town of Salem shall impose such sanctions as it deems appropriate, including but not limited to the following:

Withholding of payments due the VENDOR until the VENDOR complies, and termination or suspension of any contract or agreement pursuant to this RFQ.

**Tim Love**

(Typed or Printed name of Person Signing Proposal)

Signature

**Utile, Inc.**

Name of Business

## **Cost Proposal for Information Technology Managed Services Proposal**

**The below signature shall certify and agree to the following:**

1. That *any and all of the costs* associated with the provision of the VENDORS services and products are included in the attached cost proposal provided by the VENDOR.
2. That the VENDOR understands that the Town will not be able to reimburse expenses nor pay invoices for work conducted prior to contracting.
3. That by filing a proposal the VENDOR is aware of and will be subject to all requirements of this RFP and the proposal filed by the VENDOR.
4. That any and all fee, licenses, leases, subcontracts with other vendors, and any and all agreements, are addressed through the cost proposal.
5. That the cost proposal shall be sufficiently itemized by rational cost sectors as proposed by the VENDOR in a form and manner that allows the reviewer a clear understanding of the division of costs between services, fees, and products.
6. That the cost proposal is organized in a manner that provides monthly itemized costs for the complete due diligence and operations

Business Name **Utile, Inc.**

Business Address 115 Kingston St, Boston, MA 02111

Business Phone (617) 423-7200 Fax

Business Type: Corporation  
Individual, Partnership, Corporation etc.

Tim Love

---

**Name of Person Authorized to sign proposals**

## Principal

### Title of Person Authorized to sign proposals

above Person

---

**Signature of Above Person**

**W-9**  
 Form  
 (Rev. October 2018)  
 Department of the Treasury  
 Internal Revenue Service

## Request for Taxpayer Identification Number and Certification

► Go to [www.irs.gov/FormW9](http://www.irs.gov/FormW9) for instructions and the latest information.

Give Form to the requester. Do not send to the IRS.

Print or type.  
See Specific Instructions on page 3.

1 Name (as shown on your income tax return). Name is required on this line; do not leave this line blank. <b>Utile Inc</b>	
2 Business name/disregarded entity name, if different from above	
3 Check appropriate box for federal tax classification of the person whose name is entered on line 1. Check only one of the following seven boxes. <input type="checkbox"/> Individual/sole proprietor or <input type="checkbox"/> C Corporation <input checked="" type="checkbox"/> S Corporation <input type="checkbox"/> Partnership <input type="checkbox"/> Trust/estate single-member LLC <input type="checkbox"/> Limited liability company. Enter the tax classification (C=C corporation, S=S corporation, P=Partnership) ► _____ <small>Note: Check the appropriate box in the line above for the tax classification of the single-member owner. Do not check LLC if the LLC is classified as a single-member LLC that is disregarded from the owner unless the owner of the LLC is another LLC that is not disregarded from the owner for U.S. federal tax purposes. Otherwise, a single-member LLC that is disregarded from the owner should check the appropriate box for the tax classification of its owner.</small> <input type="checkbox"/> Other (see instructions) ► _____	
4 Exemptions (codes apply only to certain entities, not individuals; see instructions on page 3): <small>Exempt payee code (if any) _____</small> <small>Exemption from FATCA reporting code (if any) _____</small> <small>(Applies to accounts maintained outside the U.S.)</small>	
5 Address (number, street, and apt. or suite no.) See instructions. <b>115 Kingston Street</b>	Requester's name and address (optional)
6 City, state, and ZIP code <b>Boston, MA 02111</b>	
7 List account number(s) here (optional)	

### Part I Taxpayer Identification Number (TIN)

Enter your TIN in the appropriate box. The TIN provided must match the name given on line 1 to avoid backup withholding. For individuals, this is generally your social security number (SSN). However, for a resident alien, sole proprietor, or disregarded entity, see the instructions for Part I, later. For other entities, it is your employer identification number (EIN). If you do not have a number, see *How to get a TIN*, later.

**Note:** If the account is in more than one name, see the instructions for line 1. Also see *What Name and Number To Give the Requester* for guidelines on whose number to enter.

Social security number									
	-		-						
or									
Employer identification number									
6	5	-	1	1	6	6	2	3	4

### Part II Certification

Under penalties of perjury, I certify that:

- The number shown on this form is my correct taxpayer identification number (or I am waiting for a number to be issued to me); and
- I am not subject to backup withholding because: (a) I am exempt from backup withholding, or (b) I have not been notified by the Internal Revenue Service (IRS) that I am subject to backup withholding as a result of a failure to report all interest or dividends, or (c) the IRS has notified me that I am no longer subject to backup withholding; and
- I am a U.S. citizen or other U.S. person (defined below); and
- The FATCA code(s) entered on this form (if any) indicating that I am exempt from FATCA reporting is correct.

**Certification instructions.** You must cross out item 2 above if you have been notified by the IRS that you are currently subject to backup withholding because you have failed to report all interest and dividends on your tax return. For real estate transactions, item 2 does not apply. For mortgage interest paid, acquisition or abandonment of secured property, cancellation of debt, contributions to an individual retirement arrangement (IRA), and generally, payments other than interest and dividends, you are not required to sign the certification, but you must provide your correct TIN. See the instructions for Part II, later.

Sign  
Here

Signature of  
U.S. person ►



Date ►

1/24/23

### General Instructions

Section references are to the Internal Revenue Code unless otherwise noted.

**Future developments.** For the latest information about developments related to Form W-9 and its instructions, such as legislation enacted after they were published, go to [www.irs.gov/FormW9](http://www.irs.gov/FormW9).

### Purpose of Form

An individual or entity (Form W-9 requester) who is required to file an information return with the IRS must obtain your correct taxpayer identification number (TIN) which may be your social security number (SSN), individual taxpayer identification number (ITIN), adoption taxpayer identification number (ATIN), or employer identification number (EIN), to report on an information return the amount paid to you, or other amount reportable on an information return. Examples of information returns include, but are not limited to, the following.

- Form 1099-INT (interest earned or paid)

- Form 1099-DIV (dividends, including those from stocks or mutual funds)
- Form 1099-MISC (various types of income, prizes, awards, or gross proceeds)
- Form 1099-B (stock or mutual fund sales and certain other transactions by brokers)
- Form 1099-S (proceeds from real estate transactions)
- Form 1098-K (merchant card and third party network transactions)
- Form 1098 (home mortgage interest), 1098-E (student loan interest), 1098-T (tuition)
- Form 1099-C (canceled debt)
- Form 1099-A (acquisition or abandonment of secured property)

Use Form W-9 only if you are a U.S. person (including a resident alien), to provide your correct TIN.

*If you do not return Form W-9 to the requester with a TIN, you might be subject to backup withholding. See What is backup withholding, later.*

**utile**

115 Kingston St  
Boston, MA, 02111

110 Union St  
Providence, RI, 02903

(617) 423-7200