

CITY OF BEVERLY
HISTORIC PRESERVATION PLAN

Beverly, Massachusetts

Beverly Department of Planning and Development

September 2020







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Prepared by the

Beverly Department of Planning and Development
with
Heritage Strategies, LLC

September 2020

The activity that is the subject of the City of Beverly Historic Preservation Plan has been financed in part with Federal funds from the National Park Service, U.S. Department of the Interior, through the Massachusetts Historical Commission, Secretary of the Commonwealth William Francis Galvin, Chairman. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior, or the Massachusetts Historical Commission. This program receives Federal financial assistance for identification and protection of historic properties. Under Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, and the Age Discrimination Act of 1975, as amended, the U.S. Department of the Interior prohibits discrimination on the basis of race, color, national origin, disability or age in its federally assisted programs. If you believe you have been discriminated against in any program, activity, or facility as described above, or if you desire further information, please write to: Office for Equal Opportunity, National Park Service, 1849 C Street NW, Washington, DC 20240.

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25 participants in the Virtual Public Forum, September 22, 2020

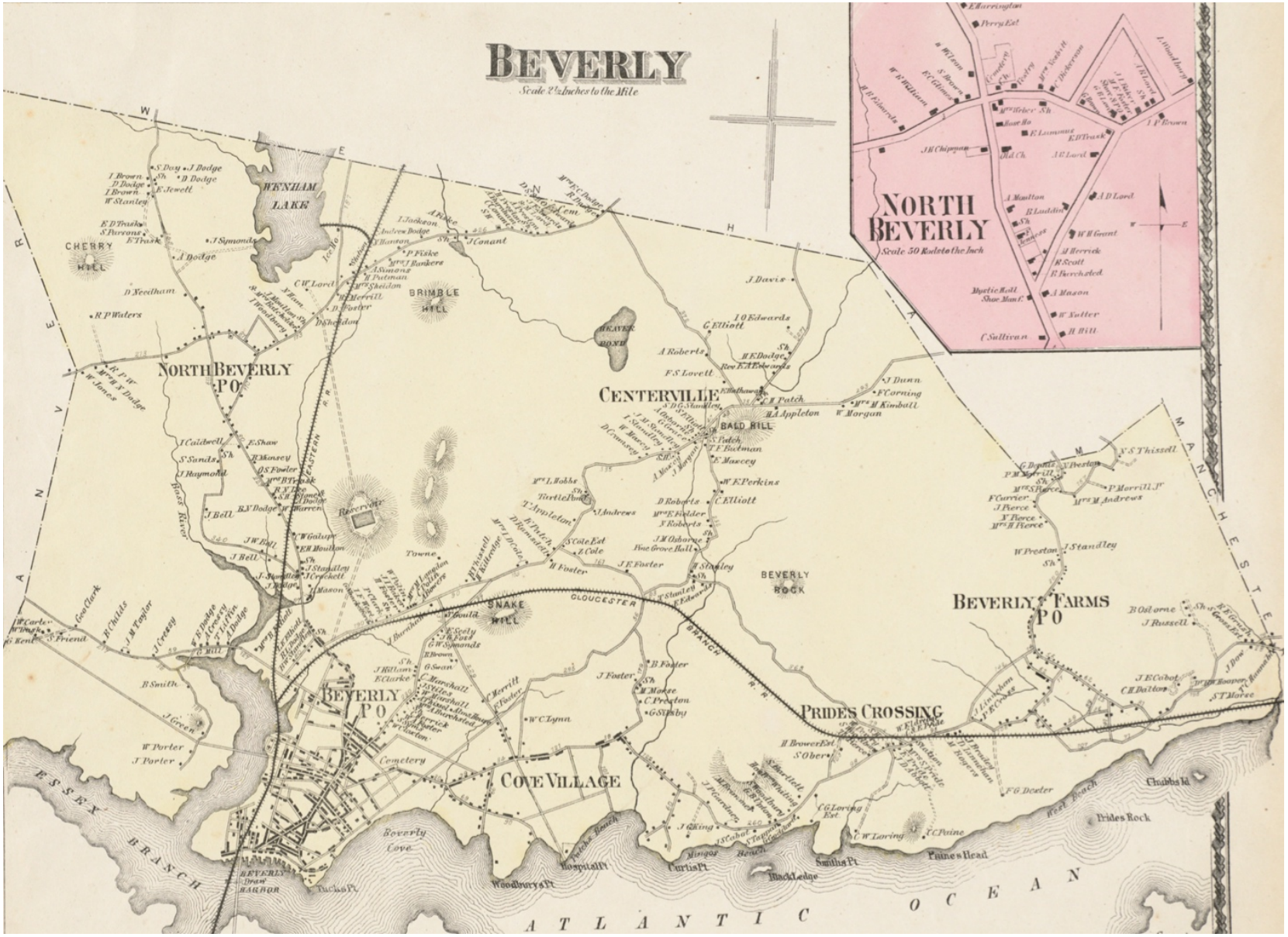


CHAPTER I – EXECUTIVE SUMMARY

The City of Beverly has prepared a Historic Preservation Plan to encourage and support the preservation of historic and cultural resources within the City. The Historic Preservation Plan is a companion piece to *PlanBeverly*, the City's 2020 Comprehensive Plan, applying the goals, strategies, and recommendations of the Comprehensive Plan to the preservation and appropriate treatment of historic buildings, neighborhoods, and landscapes throughout the City.

Beverly has developed and changed over the past three centuries in response to large scale economic, social, and demographic trends that have played out locally in the City's landscape. Distinct historic building and landscape resources associated with each period of Beverly's historical development have created a complex layering of history that contributes to the City's distinctive character and quality of life.

PlanBeverly emphasizes the historic physical character of neighborhoods within the City and the accommodation of growth in ways that preserve and enhance historic character while meeting changing needs. The Historic Preservation Plan outlines and prioritizes a range of recommendations that, with community support, will help implement that vision.



Beers Map of Beverly in 1872

BEVERLY'S HISTORIC QUALITIES

The settlement of Beverly by Europeans was undertaken about 1626 and was scattered and multinuclear, structured by the locations of tracts of arable land and by paths that had probably existed during the period of Native American population. Most of the early settlers located within the nearly level land that ran between the head of the Bass River and Wenham Lake and was good for agriculture.

This early period saw several small groupings of settlement — around the meetinghouse, grist mill, and ferry — with scattered early farms located on good soils along the town's early roads, primarily to the north toward Wenham Lake. Remaining historic resources from this period include the early road network, the Common, and a number of First Period homes both Downtown and spread northward along Cabot and Dodge Streets.

Through the 18th century, Beverly grew at an increased pace, developing a robust mixed economy, with fishing and other maritime activities growing together with agriculture and husbandry. Wharves and warehouses appeared along the waterfront before 1700 and later filled the frontage between the ferry landing and Tuck's Point. But while a quarter of Beverly's men were involved in maritime activities, more than a third during the 18th century were primarily farmers.

In the years following Independence, Beverly developed into a small but prosperous commercial seaport with a maritime trade based on large quantities of fish and agricultural products. Fish Flake Hill was the commercial hub of Beverly's prospering fishing and shipbuilding industry and the site of bustling wharves and harbor-related activities. A number of fashionable houses were constructed on Front Street filling out the prosperous Fish Flake Hill District.

The meetinghouse area in the vicinity of the intersection of Cabot and Hale Streets was the town's civic hub. As growth occurred and the extent of building increased both in Beverly Center and outlying areas, a diverse range of residential, ecclesiastical, commercial, and institutional buildings were constructed, a number of which remain.

Between 1830 and 1870, Beverly's economy transitioned from its traditional maritime and agricultural base to one in which industry predominated. Existing industries expanded, and continued diversification enabled Beverly to sustain the relative prosperity. The opening of the Eastern Railroad through Beverly in 1839 connecting the town to Boston physically changed the peninsula and encouraged an industrial district to spread along its tracks by the Bass River.

Beverly's primary industrial district grew between 1850 and 1870 beside the Eastern Railroad tracks. By 1870, boot and shoemaking were Beverly's most important industry.

Residential construction, having filled the area near the waterfront, followed the Cabot Street corridor northward. Prosperous residences clustered around the civic core at Cabot and Hale Streets, along Washington Street, and on the cross streets between Cabot and Lovett. Cottages for industrial workers began to fill the cross streets between Cabot and the Bass River, while middle class homes dispersed along the major arterials leading out from Beverly Center. Goat Hill became a neighborhood for Irish immigrants in the 1840s and 50s, with rooming houses and individual residences. Between the 1840s and 1870s, the entire peninsula was filled out with the downtown street network.

The late 19th and early 20th centuries were periods of rapid growth in Beverly, which incorporated as a city in 1894. The largest number of historic buildings and neighborhoods presently in the city date to this period. Economic trends established in the

previous period continued to be manifested, as fishing declined while shoe manufacturing experienced rapid growth as the city's economic core. In 1903, the United Shoe Machinery Corporation (USMC) was established in Beverly along the rail line and mill pond north of Elliott Street. Within a few years, it was one of the largest manufacturing plants in the country.

The Cabot Street commercial corridor was transformed with new commercial and institutional buildings. New commercial blocks and civic buildings replaced housing along upper Cabot Street giving the corridor a more urban character.

Train stations were constructed at Pride's Crossing in 1879 and at Beverly Farms village in 1898 as the Beverly Farms area entered its major period of growth. The stretch of coastline from Beverly Cove to Cape Ann began as a summer setting for a largely Boston elite, widely traveled, interested in literature and the arts, and critical of mass culture and modernity.

After 1900, Beverly Farms drew industrialists, financiers, and others of national prominence. Beverly Farms' street network intensified to accommodate the desire for residential space. Estate mansions became increasingly larger, more elaborate, and ostentatious. The area's exclusivity was expressed along the narrow roadsides with imposing new walls. In addition to the coastline, large estate properties were constructed on the inland side of Hale Street, especially on heights with views of the ocean.

Modest dwellings were constructed as infill west of Cabot Street and in larger neighborhood developments west along Elliott and Bridge Streets in Ryal Side. More affluent middle class homes were erected east of Cabot Street, filling in existing neighborhoods near the eastern waterfront and along major roads leading to North Beverly and Beverly Farms.

New construction and expansion slowed dramatically during the Great Depression and World War II, creating a clear demarcation between pre-1930s neighborhood development influenced largely by the streetcar system and post-1930s development influenced increasingly by the automobile.

Limited access Route 128 was completed through North Beverly during the late 1940s and early 1950s with interchanges at Dodge, Brimbal, and Essex Streets. Construction of Route 128 divided North Beverly, resulting in the demolition and relocation of buildings lying in its path.

New suburban residential development throughout North Beverly contributed to the city's significant growth in population in the mid-to-late 20th century. New subdivisions were developed adjacent to the historic 17th century roads and were extended from early pre-Depression neighborhoods, occupying remaining open agricultural fields. New roadside commercial growth extended up Cabot and Dodge Streets through North Beverly from the city center.

The closing of the USMC plant in 1987 marked a turning point in Beverly's economic history. Manufacturing in Downtown Beverly was no longer the City's economic driver. Neighborhoods downtown had been in decline for years and were viewed as dangerous and undesirable by residents. The 1960s, 70s, and 80s saw the beginnings of municipal planning initiatives aimed at revitalizing the downtown core, initiatives that took time to mature and bear fruit.

Through this period, Beverly's economic base successfully transformed from manufacturing to suburban office, medical, and service uses. Beverly benefited as part of the larger Boston metropolitan region and as a desirable place to live. While the City core lagged in this transformation, it too has benefited from revitalization and reinvestment in the early 21st century.

The City of Beverly can be organized into a set of separate character areas each of which has its own developmental background, resource types, and approach to historic preservation.

Beverly's Historic Corridors

Beverly's early historic road corridors developed in the 17th and 18th centuries in relation to the City's early agricultural history. Many of the City's earliest historic properties are located along these corridors. Throughout the 20th and early 21st centuries, these road corridors have seen significant development and have remained in heavy use as regional transportation connectors. The historic resources along them are vulnerable to continuing changes due to commercial and residential development pressure.



Downtown Commercial Corridors

Beverly's urban core initially developed in the 17th and 18th centuries as the City's waterfront and civic core. It filled out and expanded in the 19th and early 20th centuries with manufacturing and commercial uses and related housing.

The City's Downtown commercial corridors along Cabot and Rantoul Streets have been the focus of revitalization efforts since 1979's Downtown Revitalization Plan. Since completion of the 2002 Comprehensive Plan and the establishment of Beverly Main Streets and Beverly Arts District, the Cabot Street commercial corridor has seen a resurgence, including the recent completion of significant streetscape improvements.

Over the past decade, new housing projects along Rantoul Street have drawn new residents to Downtown in large part due to the convenient access to train service. These new residents have helped breathe life into the Downtown commercial corridors.



Downtown Neighborhoods

Downtown Beverly includes a rich mix of historic resource types and distinct historic neighborhoods. Once dismissed as undesirable and unsafe, many of the City's historic working class neighborhoods are now seeing a resurgence of investment and revitalization and may be vulnerable to inappropriate treatment.



Inner Suburban Neighborhoods

Beverly's inner suburban neighborhoods were established primarily in the early 20th century and have continued to fill out through the late 20th century with a mixture of residential types. For the most part, they are stable and well maintained, without serious preservation threats.

These neighborhoods will continue to experience development pressure, with new housing on smaller lots, subdivision of larger lots, and new development on more environmentally constrained properties. The potential for teardowns exists – the demolition of historic residences to allow for more intense and large new development.



Outer Suburban Neighborhoods and Open Space

The City's outer suburban neighborhoods, including North Beverly, Centerville, Beverly Farms, and Pride's Crossing, developed throughout the 19th and early 20th centuries with a variety of different primarily residential and related uses. Beverly Farms is particularly notable for its Great Estates summer residences and supporting growth in Beverly Farms Village.

In the late 20th century, these areas experienced intense suburban development pressure and were largely built out. A number of Great Estate homes were lost to redevelopment.

Development pressure continues, with new housing on smaller lots, subdivision of larger lots, and new development on more environmentally constrained properties. Historic homes on developable lots are threatened with demolition and redevelopment.





Steeple of the First Baptist Church on Cabot Street. The historic church building burned in 1975 and a new brick church building was constructed.

PRESERVATION PLANNING IN BEVERLY

Historic preservation is primarily a product of grassroots initiatives fostered by many decades of interest and effort by private citizens. Historic preservation initiatives in Beverly date at least to the founding of the Beverly Historical Society, now Historic Beverly, in 1891 and their preservation of the 1781 John Cabot House on Cabot Street as their headquarters.

Additional historic preservation efforts were undertaken by the Historical Society during the 1930s. In 1932, the Historical Society acquired the 17th century Balch House from the Balch family, who had acquired and restored the family homestead. In 1937, they acquired the historic Hale Farm on Hale Street near Beverly Commons from Hale descendants.

Beverly's municipal Historic Preservation Program was introduced with the recommendations of the City's 1970 Comprehensive Plan and the related actions of local volunteers. Spurred by urban renewal threats to the City's historic waterfront area, local historians began inventorying the City's earliest and most significant historic buildings.

The 1970 Comprehensive Plan recommended designation of the City's Fish Flake Hill neighborhood as a local historic district and the establishment of a Historic Districts Commission. These actions were implemented in 1972. In an apparently related action, Fish Flake Hill was also designated as a National Register Historic District in 1971.

From these early beginnings, a series of initiatives have been undertaken in Beverly over the years in support of the recognition, documentation, and protection of historic resources.

Preservation planning is the means through which a coordinated long-term program of historic preservation actions may be developed by the community to guide its work over time. The principal responsibilities of a preservation plan are to (1) **identify** historic resources within the community; (2) **evaluate** their character, significance, and integrity; and (3) **protect** identified resources through the development of programs, methods, tools, and processes for their preservation and continued use.

The core of any historic preservation plan is the community's historic preservation program. In Beverly, this involves the activities of the City's Historic Districts Commission, Community Preservation Committee, and related partners, such as Historic Beverly. But a broad array of other public and private initiatives play critical roles as well because of their relationships to historic resources or because of their potential impact on historic resources.

This Historic Preservation Plan is organized into five chapters as requested by the Massachusetts Historical Commission.

Chapter I, Executive Summary, provides an overview of the plan and key recommendations.

Chapter II, Introduction, provides background on preservation planning, Beverly's historical development, the history of preservation planning in Beverly, and partners and stakeholders.

Chapter III, Investigation & Analysis, provides background and analysis on topics related to preservation in Beverly – inventories, National Register listings, public awareness, and municipal policies and ordinances.

Chapter IV, Recommendations, presents the plan's recommendations for action along with context and discussion.

Chapter V, Action Plan, provides a matrix of the recommended actions with priorities, timeframes, responsibilities, and notes.

VISION AND GOALS

The strategies and recommendations outlined in Beverly's Historic Preservation Plan are informed and guided by the principles of historic preservation that have been developed and honed by practitioners in the field over the years. Preservation is a practical discipline that can accommodate growth and change while continuing to preserve the characteristics that make a place special.

The following vision statement has been developed for the Historic Preservation Plan in coordination with *PlanBeverly*.

> *The City of Beverly is an attractive, inviting, and sustainable community that celebrates and preserves its unique heritage and natural environment.*
>
> *The City's strong sense of community will continue to be protected and enhanced through a comprehensive approach to growth management and change that incorporates historic preservation principles and considerations into City planning, programs, and processes.*
>
> *The City and its residents, businesses, organizations, and community leaders recognize the central role that heritage and related historic and cultural assets play in Beverly's identity and quality of life. They acknowledge and value the cultures and stories of all peoples associated with the City's history*

The Historic Preservation Plan has identified five specific goals that together express how community character and related historic and cultural assets are interconnected. These goals are embodied in the strategies and recommendations presented in Chapter IV of the Preservation Plan.

Goal 1 – Quality of Place
Historic buildings and neighborhoods are recognized as central to Beverly's quality of life and quality of place.

This concept and goal is central to the Historic Preservation Plan. Beverly has developed and evolved over four centuries of growth and change that have been influenced by local, regional, and national forces. The distinct physical character of individual neighborhoods, streetscapes, and areas of the City is enhanced by the building and landscape features that are present due to these influences. The concept of *Quality of Place* recognizes the contribution of historic assets of all kinds and from all periods to the richness of neighborhoods and quality of life in Beverly.

Goal 2 – Appropriate Treatment
This recognition is fulfilled through the appropriate treatment of historic and cultural assets.

Recognition of the central role that historic and cultural assets play in City neighborhoods leads to their appropriate treatment and care through regular maintenance and through respectful management when change is necessary. Decades of professional practice and experience have led to the development of principles and practices that can guide respectful change, preserving resources and their essential character. Such principles and practices should be incorporated into decision making at every level when change is happening.

Goal 3 – Historic Preservation Program
Beverly's Historic Preservation Program aspires to be a model of best practices, making active use of available preservation tools.

Beverly's Historic Preservation Program is well developed and benefits from the involvement of qualified volunteers. Beverly should be a model of historic preservation activity – engaged and steady, taking advantage of available tools, and utilizing available funding and grant programs. The Historic Preservation Program has both ongoing and long-term components. Preservation can be

a strong contributor to the City's growth and development. Making the Historic Preservation Program work and work well will be a strength and a testament to its value.

Goal 4 – City Programs and Processes
Beverly incorporates historic preservation values and perspectives into all City programs and processes making the enhancement of community character a core activity.

The Vision for the Historic Preservation Plan includes a statement tying the incorporation of historic preservation principles and considerations in City initiatives to the City's strong sense of community. Goal 4 establishes that historic preservation values and considerations should be a part of decision making for every municipal initiative and activity, even when the final outcome is contrary to preservation interests. Historic preservation principles are often easy to apply and result in better long-term outcomes. This goal is supported by many aspects of *PlanBeverly*, the City's 2020 Comprehensive Plan.

Goal 5 – Outreach and Engagement
The City and its partners engage residents by conveying the value and significance of heritage resources to our lives today and by providing leadership and support in their appropriate treatment.

Residents can be engaged in many ways that relate directly to their own neighborhoods, properties, and self interest as well as to the interests of the community as a whole. Through engagement, residents come to view the historic character defining features of the community as critical assets, the cultivation and enhancement of which enriches their lives. Outreach and engagement can be achieved through the support and enhancement of existing programs led by the City's non-profit partners as well as through direct City initiatives.



Historic headstone in the Ancient Cemetery



Interpretive panel for a walking tour of historic homes prepared decades ago

PRESERVATION ACCOMPLISHMENTS AND OPPORTUNITIES

Chapter III, *Investigation & Analysis*, of the Historic Preservation Plan outlines existing conditions with respect to historic preservation in Beverly and provides the basis for strategies and recommendations going forward. Specifically, the chapter summarizes the:

- Status of the City's inventory of historic properties,
- Degree to which properties have been listed or determined eligible for listing on the National Register of Historic Places,
- Extent of public awareness and engagement of Beverly's history and historic resources,
- Organization and clarity of municipal ordinances and regulations with respect to historic preservation, and
- Status of and extent to which historic preservation considerations are incorporated into municipal policy, planning, management, and decision making.

An overview of historic preservation conditions, issues, and challenges in Beverly is provided at the beginning of Chapter III.

Over the past five decades, a significant number of historic properties and related resources have been recognized, inventoried, and documented in Beverly. Since 1993, this documentation has been of consistently high quality and has sought to address the City's most significant areas and to fill gaps where they have been identified.

Because of Beverly's long and rich history, however, a fair number of historic resources remain to be recognized and documented. The inventorying of historic neighborhoods in and around the City's urban core is a particular need. This inventory work should best be coordinated with the City's neighborhood planning and revitalization initiatives.

Beverly's most important National Register nominations are of downtown historic districts – the Fish Flake Hill Historic District, listed in 1971 and expanded in 1986, and Beverly Center Business District, listed in 1984. The City has not taken advantage of this national recognition to further protect and enhance these neighborhoods, such as through their designation as local historic districts. Other Beverly neighborhoods could be honored through listing on the National Register as well.

In workshops and discussions during the preparation of this Historic Preservation Plan, stakeholders emphasized the need for increased public awareness and appreciation of Beverly's history and historic resources. Beverly has always had a strong group of local historians and enthusiasts who have researched and led the preservation of local historic resources. However, a broader public awareness of historic resources and historic character is deemed to have been lacking within the City and is needed in support of future planning endeavors.

Finally, the critical role of municipal policy in achieving historic preservation goals is well recognized and is the basis for the City's preparation of this Historic Preservation Plan. Beginning in the 1960s and increasingly over subsequent decades, historic preservation issues have become an integral part of community planning and public policy in Beverly.

Today, many in the community recognize the central role that historic physical character and historic resources play in community well being and quality of life. A variety of best practices in historic preservation and community planning are available. Beverly is poised to take meaningful steps in further incorporating historic preservation principles into municipal policy, planning, and community enhancement.



Beverly Powder House after its restoration in 2020

PRIORITIES AND RECOMMENDATIONS

Beverly has undertaken a significant amount of planning work since the preparation of the City's first Comprehensive Plan in 1970. This work has routinely included recognition of the the City's historic physical character. Over the past two decades, planning has been increasingly detailed and effective, aided by a strong economy and culminating in the preparation of the 2020 Comprehensive Plan, *PlanBeverly*.

Work on *PlanBeverly* has engaged residents and laid the groundwork for this Historic Preservation Plan. The elements of *PlanBeverly* that are directly related to historic preservation are itemized in Chapter II in the review of the History of Preservation Planning in Beverly. Key aspects of the plan are summarized in Chapter III in the discussion of Municipal Policy, Management, and Capital Improvements Analysis.

Two primary points expressed in *PlanBeverly* drive the approach to this Historic Preservation Plan. First, the Comprehensive Plan's emphasis on preserving and enhancing a neighborhood's historic physical character. Second, the fact that intense development pressure will continue in Beverly, as new homes and businesses continue to be constructed.

PlanBeverly emphasizes that new development be prioritized located in already-developed areas and designed in a manner that is sympathetic with existing historic neighborhoods, while existing open space should be protected. Change should be accommodated in a manner that preserves, reinforces, and enhances historic neighborhoods.

These ideas express the need for and lay the groundwork for a revitalized historic preservation program in Beverly.

Certified Local Government

RECOMMENDATION: Become designated as a **Certified Local Government** by the National Park Service and participate in the MHC's statewide Certified Local Government program.

Municipalities with established historic preservation programs can be recognized through designation as a Certified Local Government (CLG) by the Massachusetts Historical Commission (MHC). By becoming a CLG, Beverly would have a higher likelihood of receiving a yearly allocation of historic preservation grant funding for inventories and other key projects as outlined in this plan and are also eligible for technical assistance from MHC.

Becoming a CLG is a priority action and a critical next step in support of the other recommendations in this Historic Preservation Plan.

Historic Districts Commission

RECOMMENDATION: Continue **current procedures and review processes** for proposed construction and alterations within Beverly's local historic districts.

The work of the Historic Districts Commission over the years has been of high quality and has positively impacted the City's Fish Flake Hill Historic District. The Commission is supported by a staff member from the Department of Planning and Development. Meetings are well organized and professionally conducted.

The small size of the district, however, has resulted in a limited number of project reviews in any given year. Should the Fish Flake Hill Historic District be expanded or additional local historic districts be designated as recommended below, the workload of the Historic Districts Commission will increase and require additional support.

RECOMMENDATION: Organize the Historic Districts Commission to take on the **roles and responsibilities of a municipal historical commission** and the leadership and coordination of Beverly's **Historic Preservation Program** as outlined in this plan.

In addition to its role providing design review for local historic districts, the Historic Districts Commission is authorized to serve as the City's municipal historical commission in providing information and guidance on historic resources and issues related to those resources within the City. As a historical commission, the Historic Districts Commission serves as the designated voice for historic preservation within municipal government.

Historic Districts Commission should participate actively in City governance and be integral to municipal activities, policies, and programs. Serving as an advisory body, the Historic Districts Commission should make sure that other City entities have the information and guidance they need to make informed decisions about actions that may have an impact upon historic buildings, structures, landscapes, and sites.

RECOMMENDATION: Revise the 2003 **Beverly Downtown Design Guidelines** as recommended in *PlanBeverly*, particularly providing additional guidance on additions and new construction. Use the design guidelines to inform changes to historic commercial buildings throughout the City.

RECOMMENDATION: Prepare a set of **design guidelines** for the Fish Flake Hill Historic District that might also be useful to owners of historic residential properties throughout the City.

Beverly Downtown Design Guidelines were prepared in 2003 and provide information and guidance to commercial property owners considering changes to their historic facades.

PlanBeverly proposes that the design guidelines be updated. Beverly's commercial design guidelines should be applicable to commercial buildings throughout the City.

The Fish Flake Hill design guidelines should be prepared such that they will also provide useful information and guidance for the owners of historic properties throughout the City.



Residential design guidelines would assist property owners throughout Beverly in the appropriate maintenance of their historic homes.

Identity and Storytelling

RECOMMENDATION: Develop a **coordinated Citywide interpretive presentation** reinforcing and building upon programming at existing historic sites and coordinating interpretation throughout Beverly's sites, neighborhoods, and landscapes.

In conversations with stakeholders, it was suggested that a public interpretation program would be an effective way of raising public awareness about Beverly's history and the importance of the City's historic resources to community character.

The Historic Preservation Plan provides recommendations for establishing a Citywide interpretive presentation that can be implemented over time in partnership with local stakeholders primarily using self-guided exhibits located on public and private non-profit sites. Goals of the interpretive presentation are to highlight the role of historic character in Beverly's identity and to raise public awareness about Beverly's historic resources.

RECOMMENDATION: Feature Historic Beverly's three historic sites as **anchors for the City's interpretive program**. Promote the Cabot House as the "first stop" for introduction and orientation to the Citywide interpretive presentation.

RECOMMENDATION: Encourage the use of **public art for interpretation** as a key component of the Citywide interpretive presentation.

Historic Beverly is the steward of the City's three primary and exceptionally significant historic sites and attractions, the John Cabot House, John Balch House, and Hale Farm. These three properties should be considered anchor sites for the City's interpretive program. The Citywide program should use public art as an interpretive medium in coordination with the Beverly Arts District in the Downtown area.

Neighborhood Associations

RECOMMENDATION: Continue to work with **neighborhood associations** representing historic neighborhoods in Beverly in communication with property owners in support of neighborhood planning and historic preservation.

Beverly has a strong set of neighborhood associations that are a vehicle through which local residents engage, that represent neighborhood interests, and that can be used to increase public awareness about local historic resources. The Department of Planning and Development should continue to support neighborhood associations and use them as a primary means of communication with residents.

RECOMMENDATION: Use neighborhood associations as a primary vehicle through which to provide **information to property owners** on the appropriate treatment of historic buildings and resources.

RECOMMENDATION: Work with neighborhood associations in developing and installing **exhibits interpreting their neighborhood** as part of the Citywide interpretive presentation.

Neighborhood associations are potential means for communication with residents about historic preservation and the appropriate treatment of historic residences. Workshops, guidelines, and technical assistance can be offered to property owners on the appropriate treatment of historic buildings.

Additionally, neighborhood associations can participate in the interpretation of historic neighborhoods as a primary initiative of the Citywide interpretive presentation. Interpretive exhibits can be installed on publicly accessible sites telling the stories of neighborhoods and the people who have lived there over time. This initiative can be used to highlight stories from underrepresented communities that have contributed to Beverly's history.

Historic Properties Inventory

RECOMMENDATION: Implement a **long-term program** of historic resource inventories of **Downtown neighborhoods** in Beverly. Include entire neighborhoods. Align inventory work with the City's planning and growth management priorities.

RECOMMENDATION: Undertake a comprehensive inventory of the neighborhood between **Cabot and Rantoul Streets** as a first priority.

Historic properties inventories have been undertaken in Beverly over five decades and have provided a solid foundation in identifying significant historic resources throughout the City. The next step in filling out the City's inventory work should be to undertake inventories of Downtown formerly working class neighborhoods that have been bypassed in previous inventory work and that are now experiencing increased redevelopment pressure.

This inventory work should focus on areas of need in alignment with Beverly's planning and growth management priorities. In contrast with previous inventories, work should focus on entire neighborhoods.

The highest priority with respect to neighborhood surveys is the neighborhood between Cabot and Rantoul Streets extending from the waterfront north to Elliott Street. Its diversity reflects the historical development of the City and it is under the most threat from Downtown redevelopment and the resurgence of the housing market.





Beverly's historic properties inventory has identified significant historic resources throughout the City.





Beverly has two significant National Register Historic Districts, Fish Flake Hill (top) and Beverly Center (bottom).

National Register of Historic Places

RECOMMENDATION: Consider the nomination of **historically significant neighborhoods** to the National Register of Historic Places. Include entire neighborhoods where possible. Use National Register listing to **enhance the identity** of neighborhoods and support the preservation of buildings.

The National Register of Historic Places is the nation's official list of historic resources that have been determined worthy of preservation. Listing on the National Register is an honorary recognition, acknowledging the importance of a historic resource without placing any obligations or restrictions on the resource owner.

Beverly currently has two large scale neighborhood National Register Historic Districts, the Fish Flake Hill Historic District and Beverly Center Business District. *These National Register Historic Districts should not be confused with local historic districts, which are designated by the City and involve design review of proposed new construction projects.* No design review is required due to listing on the National Register.

It is recommended that National Register Historic District nominations be prepared for historic neighborhoods in Beverly wishing to enhance their identity and recognition.

As with historic properties inventories, it is recommended that National Register Historic District nominations be aligned with City planning and growth management priorities to increase public awareness of the significance of different areas of the City. Whole neighborhoods should be listed where possible.

Local Historic Districts

RECOMMENDATION: Expand the boundaries of the existing **Fish Flake Hill Local Historic District** to match those of the Fish Flake Hill National Register Historic District.

RECOMMENDATION: Establish a new **Beverly Center Local Historic District** matching the boundaries of the Beverly Center National Register Historic District and including the 2016 surveyed Cabot Street extension.

RECOMMENDATION: Support local initiatives in the establishment of a new **Beverly Farms Village Local Historic District** including the Village's commercial core and surrounding residential areas.

Local historic districts are designated by the City under state enabling legislation to support and enhance their historic character and to protect the investments of property owners in their homes. In local historic districts, proposed changes to historic buildings are reviewed by the Historic Districts Commission to help assure that their historic character is preserved.

Beverly currently has a small local historic district in the Fish Flake Hill neighborhood near the waterfront. It is recommended that the Fish Flake Hill Local Historic District be expanded to the same boundaries as the Fish Flake Hill National Register Historic District in order to preserve and enhance the character of the neighborhood over time.

Similarly, it is proposed that a new local historic district be designated along the Cabot Street commercial corridor to protect historic commercial buildings from inappropriate redevelopment. The boundaries of this new local historic district should match those of the existing Beverly Center National Register Historic District.

Conservation Districts

RECOMMENDATION: Designate the **neighborhood between Cabot and Rantoul Street** from the Waterfront to Elliott Street as a local Conservation District. Include **simplified design guidelines** in the City ordinance establishing the district. Allow for expedited **staff review** and approval under the oversight of the Historic Districts Commission.

Local Conservation Districts are essentially local historic districts where a level of oversight is needed but where the treatment guidelines are simplified and can be acted upon on an expedited basis by Department of Planning and Development staff under Historic Districts Commission oversight. Conservation Districts are used for vulnerable neighborhoods and areas where changes are occurring but where the complications of a full local historic district are not desired or warranted.

Designation of the historic neighborhood between Cabot and Rantoul Streets as a conservation district is recommended to help protect this vulnerable area from inappropriate redevelopment caused by current and future housing pressure. Needed change can be accommodated while still preserving the character of this historic neighborhood and its residential buildings.

RECOMMENDATION: Designate the City's **Historic Road Corridors** as a local Conservation District. Include **simplified design guidelines** in the City ordinance establishing the district and refer to the designation in the City's zoning and subdivision and land development ordinances. Allow for expedited **staff review** and approval under the oversight of the Historic Districts Commission.

Similarly, designation of the City's historic road corridors as a conservation district can be used as a mechanism to protect historic buildings while accommodating new commercial and residential development.



Local Historic Districts and Conservation Districts help protect the distinctive character of historic neighborhoods and the investments of owners in their historic properties.

Single Property Historic Districts

RECOMMENDATION: Use Single Property Historic Districts as a means of providing oversight to **prominent public and non-profit buildings and landscapes** worthy of enhanced long-term oversight and protections.

Establishment of a program for oversight of prominent publicly owned buildings and historically significant non-profit owned buildings would provide a measure of protection for their appropriate care over the long term.

As Single Property Historic Districts, these properties would undergo review by the Historic Districts Commission when exterior changes are proposed as would any property located within a local historic district. The designation of non-profit owned buildings would be on a voluntary basis.

RECOMMENDATION: Invite the **private owners** of historic properties to participate in the Single Property Historic District program as a means of providing long term protection of their historic properties.

For owners of private properties, Single Property Historic District designation provides a simplified mechanism through which oversight and protections can be provided for a historic property short of the establishment of preservation restrictions or easements. Such designation would be provided solely on a volunteer basis for property owners who wish to establish protection as a legacy to the benefit of the property.

Community Preservation Act

RECOMMENDATION: Continue to use CPA funding to support **priority historic preservation projects** in Beverly including capital projects as well as inventory, designation, and preservation planning projects.

Massachusetts' Community Preservation Act (CPA) allows municipalities to raise monies through a modest local tax and additional state funding to preserve open space, rehabilitate and preserve historic resources, support community housing programs, and enhance local recreational opportunities.

The Community Preservation Act was adopted by Beverly voters in 2012, and its implementation is undertaken by the Beverly Community Preservation Committee.

Since its enactment, Beverly's CPA program has provided significant funding for the preservation and rehabilitation of historic buildings owned by non-profit organizations and the City, inventory of historic resources, and preservation of archival documents. Rehabilitation of the City's GAR Hall, Beverly Powder House, and Beverly Golf and Tennis Club are examples of rehabilitation projects undertaken.

The Community Preservation Committee should continue to administer this important program. Specific areas of preservation support are recommended in Chapter IV of this Historic Preservation Plan.



Community Preservation Act funding has played a significant role in the rehabilitation of the GAR Hall (top) and Golf and Tennis Club (bottom).





City policies and growth management processes can help protect historic buildings in areas undergoing redevelopment.

Municipal Policies and Programs

RECOMMENDATION: Beverly should be a **model for the stewardship of its historic buildings and landscapes**. Continue to incorporate historic preservation principles, processes, and conservation treatments into capital planning projects, site management, and site maintenance.

The City of Beverly owns and maintains a considerable number of historic buildings and landscapes including several of the City's most historically significant properties. In general, the historical significance and character of Cityowned historic properties is well appreciated, and the properties are well maintained.

Beverly should strive to be a model in the stewardship of its historic buildings and landscapes and an example of what is expected of the private and non-profit sectors. Beverly's historic character is central to its identity and quality of life, and the historic resources in the City's care are of particular significance.

RECOMMENDATION: Add language to Beverly's **subdivision and land development ordinances** to require the identification and assessment of historic resources and the preservation of historic resources where possible in proposed new development.

Beverly's zoning, subdivision, and land development regulations have an important role in promoting the preservation of historic resources as new land development and subdivision projects are taking place.

In general, it should be the policy of the City that historic resources should be identified during the site planning and design process and that these resources should be preserved and incorporated into new development projects. The City can use its authorized powers and considerable influence to work with and negotiate with developers toward this end.

RECOMMENDATION: Complete revisions to the **Cultural Heritage Properties Ordinance** under consideration proposing incentives for the preservation of large historic estates and residences.

Beverly's Department of Planning and Development has been in the process of preparing a Cultural Heritage Properties Ordinance to create incentives for the preservation of historic properties that are in danger of demolition, especially large estates that are no longer viable as single family residences.

The primary goal of the ordinance is to establish regulations that would help preserve historic residential buildings, structures and where possible, historic landscape features that are part of a historic estate. The draft ordinance also contemplates a process allowing adaptive reuse incentives for historic non-residential buildings that are located in residentially zoned districts.

It is recommended that work on the Cultural Heritage Properties Ordinance be completed. Suggestions for minor modifications to the draft ordinance in accordance with stakeholder discussions are included in Chapter IV of this Historic Preservation Plan.

RECOMMENDATION: As a long-term project, continue to address **archival needs** through inventory, curation, preservation, and digitization.

Beverly has a massive number of historic archival documents in City departments, Beverly Public Library, and Historic Beverly.



The Cultural Heritage Properties Ordinance provides alternatives for large estate properties that might otherwise be lost to redevelopment.



CHAPTER II – INTRODUCTION

The preparation of a community historic preservation plan is informed by an appreciation of the community's background in relation to the practice of historic preservation. Chapter II provides an introduction to historic preservation planning by outlining components of national and state historic preservation programs that create a framework for undertaking historic preservation at the local level.

The chapter also outlines Beverly's historical development in relation to broader statewide development and historical contexts. Part of that history is the growth of historic preservation activity in the City that has matured and changed over time and that has influenced other areas of municipal planning. As preservation planning has grown, the number pf partners and stakeholders with an interest in preservation-related issues has grown, a list of whom is provided herein.

This chapter provides an introduction and background to support historic preservation planning and the preservation and enhancement of community character in Beverly. Elements of later chapters of this Historic Preservation Plan both refer back to information provided here and may add additional detail to it as appropriate.

INTRODUCTION TO HISTORIC PRESERVATION PLANNING

Historic preservation is primarily a product of grassroots initiatives fostered by many decades of interest and effort by private citizens. Over the past fifty years, federal, state, and local governments have established a framework that aids and encourages local community preservation efforts. A comprehensive structure has been developed to help identify significant resources, encourage their preservation, and plan for their future.

This structure emanates from the federal government based upon a nationwide consensus on preservation standards. However, preservation programs are implemented primarily at the local level by and in accordance with the goals, beliefs, priorities, and capabilities of local communities and their citizens. The grassroots nature of historic preservation is a fundamental concept and the strength of historic preservation programs. It is the foundation for historic preservation and preservation planning in the City of Beverly.

This section of the Preservation Plan outlines the structure of the nation's historic preservation program at the federal and state levels. Its purpose is to show how the historic preservation program at the federal level is designed to encourage local initiative and demonstrate how the preservation program in Beverly builds upon the nationwide system in accordance with local interests and dependent upon local initiatives. Beverly's municipal level preservation program is discussed in Chapter III of this Historic Preservation Plan.

PRESERVATION PLANNING

Historic preservation initiatives in Beverly date back at least to the establishment of the Beverly Historical Society in 1891. The City of Beverly has recognized historic preservation as a public interest at least since its establishment of an ordinance establishing the Fish Flake Hill Local Historic District and creating a Historic Districts Commission in 1971. Preservation planning assists the City and private interests in identifying, prioritizing, and coordinating future historic preservation activities.

Preservation planning is the means through which a coordinated long-term program of historic preservation actions may be developed by a community to guide its work over time. The principal responsibilities of a preservation plan are to (1) **identify** historic resources within the community; (2) **evaluate** their character, significance, and integrity; and (3) **protect** identified resources through the development of programs, methods, tools, and processes for their preservation and continued use.

The practice of historic preservation is well developed and continuously evolving. Historic preservation is based upon the federal and state programs noted above and were first initiated to prevent governmental actions from destroying irreplaceable historic resources in communities, such as actions that occurred during urban renewal in the 1950s and 1960s. These federal and state programs reach down to the local level to encourage grassroots community preservation action in both the public and private sectors. Most historic preservation occurs through local initiatives such as those contemplated in this preservation plan.

Preservation can make use of a wide variety of strategies. Most important is the development of **information** that is necessary to make good decisions, whether in the public or private realms.

That is where the identification and evaluation of historic resources comes in. Second is the **communication** of best practices in planning, preservation, conservation, construction, and other areas of activity that enable us to assess the best options in the treatment of historic resources. Third is **implementation** of programs and other preservation actions—undertaking and sustaining the measures necessary to achieve the desired goals of historic preservation and enhancement within the community.

The core of any historic preservation plan is the community's historic preservation program. In Beverly, this involves the activities of the City's Historic Districts Commission and Community Preservation Committee as well as related partners, such as Historic Beverly. But a broad array of other public and private initiatives is important as well because of their relationships to historic resources as a component of community character or because of their potential impact on historic resources. This broad array of initiatives is the subject of this Historic Preservation Plan, which takes its cue from historic preservation programs at the national and state levels.

NATIONAL HISTORIC PRESERVATION PROGRAM

Over the decades, the federal government has established historic preservation programs in recognition of its responsibility to protect historic, cultural, and natural resources on federally owned lands and on other lands where federally sponsored activities are undertaken. Together, these programs have evolved into a comprehensive National Historic Preservation Program. Through example and through a network of nationwide partnerships, the federal government provides leadership, encouragement, and support in the stewardship of historic resources associated with our nation's heritage.

The cornerstone of the national program is the *National Historic Preservation Act of 1966* (NHPA). The NHPA establishes as federal policy that the government will provide leadership in the preservation of historic resources and will administer a national preservation program in partnership with states, Native American tribes, and local governments. In addition, the act establishes that federal policy should contribute to the preservation of non-federally owned historic resources and provide encouragement to organizations and individuals undertaking preservation by private means.

The NHPA has been amended by Congress over the years to improve, clarify, and reaffirm the national program. Key elements of the NHPA and the National Historic Preservation Program are listed below and are relevant to historic preservation in Beverly.

National Register of Historic Places

The NHPA authorizes the Secretary of the Interior to maintain the National Register of Historic Places composed of districts, sites, buildings, structures, and objects significant in American history, architecture, archaeology, engineering, and culture. The National Register is the nation's official list of historic resources that have been determined worthy of preservation. Resources may be significant at the local, state, or national level.

The National Register is administered by the National Park Service and supports the efforts of public agencies, private organizations, and individuals to identify, evaluate, and protect significant historic and archeological resources. The National Register includes over 95,000 listings representing over 1.8 million individual contributing resources.

The National Register is the core designation program within the National Historic Preservation Program. Listed properties are recognized as having met professionally developed criteria for historical significance at the national, state, or local level. Listing

on the National Register is purely an honorary recognition. It recognizes the importance of a historic resource without placing any obligations or restrictions on the resource owner. Listing does not give the federal government any ownership rights or regulatory controls with respect to a property.

Listing in the National Register provides economic and other benefits, including:

- Makes the resource eligible for federal and state rehabilitation tax incentives;
- Provides the resource with protection from federal actions under the Section 106 review process; and
- Qualifies a resource for federal historic preservation grants when funds are available.

The Massachusetts Historical Commission (MHC, State Historic Preservation Office) administers the National Register program in Massachusetts on behalf of the National Park Service. Once voted on favorably by the State Review Board of the MHC at one of its quarterly National Register meetings, nominations of eligible properties are forwarded to the National Park Service in Washington, D.C. for review, approval, and listing.

The MHC website has additional information on the National Register Program including information on publications such as the *National Register Application Manual, The National Register of Historic Places: Effects and Benefits of Listing,* and *There's a Difference! – Local Historic District, National Register District*.

Although a national program, the National Register is important on a local level because it identifies and evaluates resources according to uniform, professionally recognized standards and criteria. These criteria are specifically designed to help state and local governments, organizations, and individuals identify important historic and archeological resources worthy of preservation and consideration when making local planning and land development decisions.

Listing on the National Register highlights the prominence of a resource and helps raise public awareness of its significance. Chapter III of this Historic Preservation Plan lists the National Register resources in Beverly, which include individual properties such as the Hale House as well as districts such as the Beverly Center Business District.

National Historic Landmarks Program

Properties that are nationally significant and possess exceptional value or quality in illustrating or interpreting the heritage of the nation may be designated as National Historic Landmarks by the Secretary of the Interior. National Historic Landmarks are the highest level of designation within the National Historic Preservation Program.

Authorized in the NHPA, approximately 2,600 properties across the country have been designated as National Historic Landmarks, only a small percentage of which are owned by the federal government. In Beverly, The Oliver Wendell Holmes House in Beverly Farms Village was designated as a National Historic Landmark in 1972.

The National Historic Landmarks Program is managed by National Park Service staff, who assist organizations and citizens from across the country in the nomination and review process.

Designation as a National Historic Landmark:

- Ensures that stories of nationally significant historic events, places, or persons are recognized and preserved for the benefit of all citizens;
- Provides the property's historic character with a measure of protection against projects initiated by the federal government; and

- Qualifies a resource for grants, tax credits, and other opportunities when available to help maintain a property's historic character.

Designation as a National Historic Landmark is purely an honorary recognition. It does not give the federal government any ownership rights or regulatory controls with respect to a property.

State Historic Preservation Programs

The NHPA establishes a partnership through which State Historic Preservation Officers (SHPOs) are designated in each state to administer the National Historic Preservation Program at the state and local levels. In Massachusetts, the Executive Director of the Massachusetts Historical Commission (MHC) is the Massachusetts SHPO, and the MHC is the State Historic Preservation Office. Federal funding is provided to support the work of the State Historic Preservation Office through the Historic Preservation Fund, a yearly allocation authorized by Congress in the federal budget.

Among the duties of the SHPO within each state as outlined in the NHPA are to:

- Survey and maintain an inventory of historic resources;
- Manage the National Register process at the state and local levels;
- Prepare and implement a statewide historic preservation plan;
- Assist local governments in developing local historic preservation plans and in becoming Certified Local Governments;
- Administer federal grant, tax credit, and other assistance programs for historic preservation;
- Consult with federal agencies in the Section 106 program;
- Provide public information, education, and training and technical assistance in historic preservation; and
- Cooperate with all levels of government and the private sector to ensure that historic properties are taken into consideration at all levels of planning and development.

State Historic Preservation Offices are the backbone of the National Historic Preservation Program. They connect the national program to the local level and ensure that it is customized to state and local circumstances and interests in accordance with established national standards.

Certified Local Government Program

The NHPA establishes a program through which local governments can become certified to participate in the National Historic Preservation Program. The Certified Local Government Program is a preservation partnership between local, state, and national governments focused on promoting historic preservation at the grassroots level. The program is jointly administered by the National Park Service and the State Historic Preservation Offices in each state, with each local community working through a certification process to become recognized as a Certified Local Government (CLG).

As a CLG, a local government has access to federal grants specifically designated to support local preservation planning as well as technical assistance provided by the SHPO and NPS. Local governments have the opportunity to network with other CLGs through the National Alliance of Preservation Commissions and other programs such as the National Main Street program. Most importantly, however, is the recognition that a CLG has demonstrated the commitment and capability to implement historic preservation planning at a professional level. There are twenty-six CLGs in Massachusetts. Beverly is not currently a CLG.

Section 106

Section 106 of the NHPA states that federal agencies must take into account the effect of any federal, federally assisted, or federally licensed undertaking on any resource that is included in or eligible for inclusion in the National Register.

Section 106 requires each federal agency to identify and assess the effects of its actions on historic resources. Those actions may directly affect the interests of the public, local residents, or local government. The responsible federal agency must consult with appropriate state and local officials, Native American tribes, applicants for federal assistance, and members of the public and consider their views and concerns about historic preservation issues when making final project decisions.

Effects are resolved by mutual agreement, usually among the affected state's State Historic Preservation Officer, federal agency, and any other involved parties. The Advisory Council for Historic Preservation oversees the process and may participate in controversial or precedent-setting situations.

Section 106 can be an important vehicle through which historic resources are identified and protected. Additionally, larger Section 106 projects and multiple projects over time have generated considerable information and knowledge on local, regional, and national history.

When a federal undertaking such as a federally funded road project is proposed, the sponsoring agency is responsible for identifying and evaluating for National Register eligibility any resources over 50 years of age located within the area of potential effect of the proposed project. This type of survey is generally coordinated with the State Historic Preservation Office (In Massachusetts, the Massachusetts Historical Commission) and performed by individuals who meet federal qualifications for architectural history and archeology.

The evaluation of these properties might result in recommendations of eligibility for additional historic resources and/or archeological sites. If it appears that proposed work might have an effect on a listed or eligible resource, the sponsoring agency needs to evaluate the effect and propose solutions for its mitigation.

Section 110

As amended in 1992, Section 110 of the NHPA outlines a broad range of responsibilities for federal agencies that own, manage, or otherwise control historic properties. Among other things, Section 110 calls for federal agencies to establish their own preservation programs that provide for careful consideration of historic properties commensurate with their mission and the effects of their activities on historic properties. The agencies are required to designate qualified Federal Preservation Officers to coordinate their historic preservation activities.

Advisory Council on Historic Preservation

The Advisory Council on Historic Preservation was created by the NHPA as an independent federal agency that promotes the preservation, enhancement, and productive use of our nation's historic resources, and advises the President and Congress on national historic preservation policy.

As directed by the NHPA, the Advisory Council is responsible for recommending administrative and legislative improvements for protecting our nation's heritage; advocate for full consideration of historic values in federal decision making; and reviewing federal programs and policies to promote effectiveness, coordination, and consistency with national preservation policies.

The Advisory Council is an appointed body with twenty-three members that meet four times a year. Day-to-day operations are managed by the Chairman, Executive Committee, and staff. Among its more specific responsibilities is management of the

Section 106 review process and working with federal agencies to help improve how they consider historic preservation values in their programs.

Secretary of the Interior's Standards for the Treatment of Historic Properties

The *Secretary of the Interior's Standards for the Treatment of Historic Properties* (Standards) were established as part of the NHPA to provide a set of guidelines and standards for the preservation, rehabilitation, restoration, and reconstruction of historic buildings and landscapes. The Standards and accompanying Guidelines are used to advise both federal agencies and the general public on best practices for the treatment of resources listed in or eligible for listing on the National Register of Historic Places. The Standards provide valuable insight into the appropriate treatment of historic resources. The Secretary of the Interior's Standards are discussed in **Appendix A** of the Historic Preservation Plan.

National Park System and National Park Service

The National Park System is comprised of 419 sites and covers more than 85 million acres. These include 134 historical parks or sites, 83 national monuments, 62 national parks, 25 battlefields or military parks, 19 preserves, 18 recreation areas, 10 seashores, four parkways, three lakeshores, and two reserves. The National Park System preserves and interprets many of the nation's most significant historic sites. There are fifteen National Park System sites in Massachusetts, although none are located in Beverly.

The National Park System is managed by the National Park Service (NPS). The NPS also helps administer dozens of affiliated sites, the National Register of Historic Places, National Heritage Areas, National Wild and Scenic Rivers, National Historic Landmarks, and National Trails.

The NPS was created by the Organic Act of 1916 with the mission "to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." The Historic Sites Act of 1935 placed responsibility for the nation's historic preservation activities with the NPS.

Over the years as federal historic preservation programs have increased, the NPS has played a central role in both administering programs and in providing leadership in conveying and encouraging a preservation ethic nationwide. The NPS is a key player in the National Historic Preservation Program.

One of the most important ways in which the NPS provides support for preservation is by providing technical services. NPS sites within the National Park System are encouraged to engage their local communities as part of their mission. This can be implemented in a variety of ways, including programs for schoolchildren, collaboration in heritage tourism, and support for community initiatives.

National Heritage Area Program

National Heritage Areas are designated by Congress as places where natural, cultural, and historic resources combine to form a cohesive, nationally important landscape. They are places known for their unique culture and identity, as well as for being good places to live and visit. Through their resources, National Heritage Areas tell nationally important stories that celebrate our nation's diverse heritage and support the local economy through heritage tourism.

National Heritage Areas are managed locally by designated 'coordinating entities', usually a local non-profit organization, that build public partnerships involving a wide variety of local interests to undertake projects in accordance with an approved

management plan. The National Park Service administers the overall National Heritage Area Program nationwide, and partners with, provides technical assistance, and distributes matching federal funds from Congress to the local coordinating entity and its partnerships.

Fifty-five National Heritage Areas have been designated by Congress nationwide as of 2020. Essex National Heritage Area consists of the 34 towns and cities of Essex County, including Beverly.

National Heritage Areas are lived-in landscapes with a grassroots, community driven approach to heritage conservation and economic development. They collaborate with communities to determine how to make heritage relevant to local interests and needs and to support locally driven historic preservation, natural resource conservation, recreation, heritage tourism, and educational projects. For example, the Essex National Heritage Area recently partnered with Beverly and several other communities to place informational kiosks along the Essex Coastal Scenic Byway, including one on Cabot Street in downtown Beverly.

Heritage Documentation Programs

The *Historic American Building Survey* (HABS), introduced in 1933, was the first of four National Park Service Heritage Documentation Programs created to establish permanent, high quality public records of significant historic resources.

HABS was initially introduced as a make-work New Deal program for unemployed architects and focused on documenting significant, threatened, or rare examples of historic American buildings with measured architectural drawings, large-format photography, and written documentation. The program became permanent as part of the Historic Sites Act of 1935.

In 1969, the *Historic American Engineering Record* (HAER) was established to document historic engineering resources such as bridges, mills, dams, aqueducts, and vessels. The third documentation program, the *Cultural Resources Geographic Information Systems* (CRGIS), was established in 1989 to institutionalize the use of Geographic Information Systems (GIS), Global Positioning Systems (GPS), and Remote Sensing technologies in historic preservation within the National Park System, State Historic Preservation Offices, and Tribal Historic Preservation Offices.

The *Historic American Landscape Survey* (HALS) is the newest component of the program, established in 2000. HALS documents historic American landscapes, including both vernacular and designed landscapes, through drawings, written histories, and photography. Documentation produced through the Heritage Documentation Programs constitutes the nation's largest archive of historic architectural, engineering, and landscape documentation.

In Beverly, it may be desirable to have HABS, HARE, or HALS documentation prepared for specific significant historic resources. Such documentation is often undertaken as a mitigation measure when federal or state actions, such as transportation or utility projects, are determined to impact historic resources.

Federal Historic Preservation Tax Incentives

The Federal Historic Preservation Tax Incentives program was established in 1976 to foster private sector investment in historic preservation projects and promote community revitalization. It is one of the nation’s most successful and beneficial community revitalization programs. It has leveraged over $102 billion in private investment to preserve 45,383 historic properties since 1976. Beverly has a number of historic properties whose rehabilitation or adaptive reuse could benefit financially through use of federal or state tax credits.

The Preservation Tax Credit program is targeted for income-producing properties and requires that they be rehabilitated in accordance with the *Secretary of the Interior's Standards*. Eligible properties include properties that are National Historic Landmarks, listed in the National Register, contribute to a National Register District, or have been determined eligible for the National Register.

Preservation tax incentives attract private investment to the historic cores of cities and towns and often provide the additional financing that makes a difficult project viable. The program has been instrumental in the revitalization of urban centers across the country. Through this program, abandoned or underused schools, warehouses, factories, churches, retail stores, apartments, hotels, houses, and offices have been restored to viable economic use in a manner that maintains their historic character.

Tax incentives for preservation established by the Tax Reform Act of 1986 included a 20% tax credit for the rehabilitation of a certified historic structure and a 10% tax credit for the rehabilitation of a non-historic, non-residential building constructed prior to 1936. Both tax credits effectively lower the amount of tax owed; in general, a dollar of tax credit reduces the amount of income tax owed by one dollar.

In December 2017, Congress amended the Internal Revenue Code to reduce tax rates and modify policies, credits, and deductions for individuals and businesses using the tax incentives. Aspects of the 20% Historic Rehabilitation Tax Credit were modified, the 10% tax credit for the rehabilitation of non-historic buildings was repealed, and transition rules were provided for both credits.

The program is jointly managed by the National Park Service and Internal Revenue Service in partnership with State Historic Preservation Offices.

Save America's Treasures

Save America's Treasures is a matching grant program for the preservation and conservation of nationally significant intellectual and cultural artifacts and historic structures and sites, including historic districts, sites, buildings, and objects. Established by President Clinton in 1998 by executive order, the program has been an important source of bricks-and-mortar funding for nationally significant historic properties.

Grants are awarded to federal, state, local, and tribal government entities and non-profit organizations through a competitive matching grant program administered by the National Park Service in partnership with the National Endowment for the Arts, the National Endowment for the Humanities, the Institute of Museum and Library Services, and the President's Committee on the Arts and the Humanities.

Today, Save America's Treasures grants are targeted primarily for properties recognized as National Historic Landmarks. The Save America's Treasures grant program is funding $16 million in project work in FY2020. The Oliver Wendell Holmes House in Beverly Farms is the only National Historic Landmark in Beverly and would qualify for a Save America's Treasures grant.

Preserve America

Preserve America is a federal initiative that recognizes and designates communities that protect and celebrate their heritage, use their historic assets for economic development and community revitalization, and encourage people to experience and appreciate local historic resources through education and heritage tourism programs. Since the program began in 2003, over 900 communities have been designated as Preserve America Communities throughout the country. Twenty communities in Massachusetts have received Preserve America recognition.

Benefits of participation in the Preserve America program include recognition, promotion, and the ability for communities to apply for planning grants. Grants are awarded in five categories: research and documentation, planning, interpretation and education, marketing, and training. The grant program helps local communities develop sustainable resource management strategies and sound business practices for the continued preservation and use of heritage assets. Successful projects feature public-private partnerships and serve as models to communities nationwide for work in heritage tourism, historic preservation, education, and economic development. More than $20 million in matching grants was awarded to 259 projects throughout the country between 2006 and 2009.

The Preserve America program was created in 2003 by executive order by President George W. Bush. It was permanently authorized as part of legislation passed by Congress and signed by President Obama in March, 2009. Management of the program is led by the Advisory Council on Historic Preservation and Department of the Interior. Though authorized, the Preserve America grant program was targeted for termination by the Obama Administration and has not been funded by Congress since 2010. It is possible that this popular program will not be resumed in its past format but may be replaced by a similar program in the future.

Additional Grant Programs

Periodically, as appropriated by Congress, the National Park Service provides grants for other special programs and initiatives that have been identified. Grants are currently being offered for projects that preserve African American Civil Rights History and for preservation projects at Historically Black Colleges and Universities listed on the National Register of Historic Places.

National Environmental Policy Act of 1969

The National Environmental Policy Act (NEPA) was one of the first laws written establishing a broad national framework for protecting our environment. NEPA assures that all branches of government give proper consideration to the environment prior to undertaking any major federal action that might significantly affect the environment.

NEPA states that it is the policy of the federal government to preserve important historic, cultural, and natural aspects of the nation's heritage. NEPA requires Federal agencies to conduct interdisciplinary investigations and prepare environmental impact statements prior to making decisions about projects that have the potential to impact the quality of the human environment.

Similar to Section 106, NEPA is triggered by projects using federal monies. Investigations conducted under NEPA cover a broad range of environmental issues, including the identification of impacts on historic resources. Projects in Massachusetts that are funded by the federal government require compliance with NEPA.

MASSACHUSETTS STATE HISTORIC PRESERVATION PROGRAM – THE MASSACHUSETTS HISTORICAL COMMISSION

The Massachusetts Historical Commission (MHC) was established in 1963 by the state legislature to identify, evaluate, and protect the important historical and archaeological assets of the Commonwealth.

The MHC is a part of state government under the direction of the Secretary of the Commonwealth, the principal public information officer for Massachusetts. The Secretary of the Commonwealth also oversees the state's Corporations Division, Elections Division,

Massachusetts Archives, Public Records Division, Securities Division, and State Records Center.

The MHC consists of seventeen members appointed from various disciplines who serve as the State Review Board for state and federal preservation programs. The Secretary of the Commonwealth chairs the MHC. The MHC has a professional staff that includes historians, architects, archaeologists, geographers, and preservation planners organized in three divisions:

Preservation Planning Division
The MHC's Preservation Planning staff works with and assists local communities and groups to become strong advocates for historic preservation planning. The Planning Division manages the state historic resource inventory program, National and State Registers of Historic Places, and Certified Local Government program—all programs important to community preservation. Planning staff provides technical assistance to local municipalities for survey and preservation planning, often undertaken through their local historical commissions, including planning for local historic districts.

Grants Division
The Grants Division administers a Survey and Planning Grant program and the Massachusetts Preservation Projects Fund, both of which are discussed later in this section.

Technical Services Division
The Technical Services Division staff provides a wide range of technical preservation assistance to public agencies, communities, and the public. They undertake environmental reviews required by federal and state law, and they manage the federal and state rehabilitation tax credit programs.

Massachusetts State Historic Preservation Office

The MHC operates as the Massachusetts State Historic Preservation Office and is responsible for administering state and federal historic preservation programs in Massachusetts. The Executive Director of the MHC serves as the State Historic Preservation Officer (SHPO) in accordance with federal historic preservation programs as outlined in the National Historic Preservation Act of 1966 (NHPA), discussed in the preceding section.

Inventory of Historic and Archeological Assets

The Inventory of Historic and Archaeological Assets of the Commonwealth has been compiled and maintained by the MHC since it's establishment in 1963 and has grown to include records on an estimated 200,000 properties and sites. The inventory includes buildings, structures, sites, objects, areas, parks, landscapes, and burial grounds. Inventory information is recorded on MHC inventory forms, following standards and guidelines set forth in the MHC's *Historic Properties Survey Manual*.

The Massachusetts Cultural Resource Information System (MACRIS) is an online database that allows individuals to search the MHC inventory for information on historic properties and areas in the Commonwealth. Organized by town or municipality, MACRIS provides access to survey forms and nominations within each municipality. The locations of surveyed sites are available in the database and mapping through MassGIS. Archeological assets are not made publicly available through MACRIS or MassGIS due to the potential for their damage.

National Register of Historic Places and State Register of Historic Places

The official lists of historically significant properties in Massachusetts are the National Register of Historic Places and State Register of Historic Places. The National Register is administered by the National Park Service in association with State Historic Preservation Offices and is discussed earlier in this chapter. There are over 4,300 Massachusetts listings in the

National Register, second highest number for any state in the nation.

The State Register of Historic Places was created to serve as a master list of designated historic properties in the Commonwealth and to provide an added measure of protection to these properties. Properties are included on the State Register if they are: (a) listed and/or determined eligible by the Keeper of the National Register; (b) within local historic districts; (c) local, state, and national landmarks; (d) state archaeological landmarks; or (e) properties with preservation restrictions.

The State Register serves as a guide for developers and state agencies in determining whether a state funded, permitted, or licensed project will affect historic properties. The State Register review process was modeled closely after the federal review process and ensures that State Register properties will not inadvertently be harmed by activities supported by state agencies.

State Archeologist

The State Archaeologist oversees archaeological excavations on public lands or on lands in which the Commonwealth has an interest. The State Archaeologist also reviews development projects that affect archaeological properties and negotiates solutions to protect the sites. The work helps ensure that important archaeological resources are properly conserved.

Survey and Planning Grants

Survey and Planning Grants provide 50% matching federal funds for the preparation of community surveys, preservation plans, archaeological surveys, nominations to the National Register, and educational preservation programs. Eligible applicants are local historical commissions, Certified Local Governments, local municipalities and state agencies, educational institutions, and private organizations. Depending on funding availability, these grants are sometimes limited to Certified Local Governments.

Massachusetts Preservation Projects Fund

In years when the Commonwealth authorizes funds, monies are available for the restoration, rehabilitation, stabilization, and documentation of historic and archaeological properties owned by municipalities or non-profit organizations. Through the Massachusetts Preservation Projects Fund, 50% matching grants are available to qualifying properties listed on the State Register to ensure their physical preservation. Beverly has benefitted from this program for work on the City-owned Beverly Golf and Tennis Club and Beverly Powder House.

A highlight of this program is the option applicants have to apply for up to 75% of the total project cost if they are willing to commit an additional 25% toward an endowment fund for long-range preservation and maintenance of the property.

Projects can include pre-development and development projects consisting of stabilization, protection, rehabilitation and restoration of historic properties. They can range from the acquisition of an endangered property; to the restoration of an historic building; to research projects such as historic structures reports, archaeological data recovery projects, or study of innovative preservation techniques.

Certified Local Government Program

The MHC administers the federal Certified Local Government (CLG) program in Massachusetts in association with the National Park Service. Described earlier in this section in association with the National Historic Preservation Act, twenty-six Massachusetts communities participate in the CLG program.

Becoming a CLG demonstrates a community's readiness to take on preservation projects and be successful when seeking other opportunities for community revitalization and development using local historic assets. Certification provides communities access to expert technical advice from the MHC and the NPS and

provides access to federal grant monies set aside specifically for CLGs.

Federal and State Rehabilitation Tax Incentives

The federal and state rehabilitation tax credit programs promote the rehabilitation of the Commonwealth's historically significant properties, while also serving as key economic development tools for the revitalization of historic communities. The Federal Historic Preservation Incentives program, established for income-producing buildings and discussed earlier in this chapter, offers a federal income tax credit equal to 20% of qualified rehabilitation expenditures on a historic property.

Established in 2004, the Massachusetts Historic Rehabilitation Tax Credit is an incentive program to encourage the rehabilitation of historic buildings by the private sector owners. Under the program a certified rehabilitation project on an income-producing property is eligible to receive up to 20% of the cost of certified rehabilitation expenditures in state tax credits. There is an annual cap, so there are selection criteria that ensure the funds are distributed to the projects that provide the most public benefit.

The MHC manages the application process, certifies the projects, and allocates available credits. Three rounds of applications are accepted each year. In the April round of 2020, 159 projects were awarded a total of $19,170,000.

Section 106 and State Environmental Compliance

MHC staff reviews a variety of projects related to federal and state agencies' compliance with both federal and state laws for the protection of historic properties. At the federal level, project reviews are generally undertaken in compliance with Section 106 of the National Historic Preservation Act, discussed earlier in this section. At the state level, reviews are undertaken in compliance with MGL Ch9, sections 26-27c or under the Massachusetts Environmental Policy Act (MEPA). The MHC staff reviews and comments on approximately 2,500 federal projects each year.

Section 106 involves federal, federally assisted, or federally licensed undertakings. MHC staff works with the applicable federal agency involved and others to identify impacts on resources that are listed or eligible for listing in the National Register of Historic Places.

Federal and state environmental reviews frequently require architectural or archeological surveys of the impacted area be undertaken by qualified private sector professionals. Over the years, these surveys add considerably to the number of properties included in the state Inventory of historic resources. The reports generated identifying and assessing the effects on historic resources are reviewed by MHC staff. Environmental review projects frequently impact historic communities. The review of transportation projects is undertaken by MassDOT staff.

Massachusetts State Historic Preservation Plan 2018-2022

Every five years, as required by the National Historic Preservation Act and the receipt of federal funding support for the state historic preservation program, the MHC updates its state historic preservation plan. The most recent state historic preservation plan was prepared in 2018. The first state historic plan was prepared in 1978.

These plans reflect the input, discussion, and hard work of many individuals representing many different agencies and groups. Its goal is to provide all of the preservation partners, including municipal governments, state agencies, regional and statewide organizations and the MHC with a clear direction on how best to protect the irreplaceable historic and cultural resources of Massachusetts. The current plan outlines new priorities for the 2018-2022 period. While the MHC is the primary user of the state historic preservation plan, the plans are meant to be useful for all

preservation partners at the local, state, and national levels.

Community Preservation Act

Massachusetts passed the Community Preservation Act (CPA) in 2000 as MGL Chapter 44B, which enables adopting communities to raise local dedicated funds for open space preservation, preservation of historic resources, development of affordable housing, and the acquisition and development of outdoor recreational facilities.

CPA funds are raised locally through imposition of a voter-authorized surcharge on local property tax bills of up to 3%. Local funds are matched by annual distributions to the community from the state's Community Preservation Trust Fund, a statewide fund held by the Massachusetts Department of Revenue. Each CPA community creates a local Community Preservation Committee (CPC) upon adoption of the Act, and this five to nine member board makes recommendations on CPA projects to the community's legislative body.

The CPA specifically requires that Preservation Restrictions be established for properties purchased using CPA funds. Municipalities may also require a Preservation Restriction or other measure of protection when any amount of CPA funds are awarded for rehabilitation or restoration of an historic property.

To date, 176 communities in Massachusetts have adopted the CPA and over 12,000 projects have been undertaken. Beverly adopted CPA in November 2012 and has funded several historic preservation projects since that time

Preservation Restrictions

In Massachusetts, Preservation Restrictions may be placed on historic properties as well as on land as established by the state legislature in MGL Chapter 184, Sections 31-34. The Massachusetts Historical Commission is the state agency responsible for reviewing and approving preservation restrictions on buildings and archeological sites.

A Preservation Restriction is a voluntary legal agreement that protects a significant historic, archaeological, or cultural resource. It provides assurance that an historic or culturally significant property's intrinsic values will be preserved through subsequent ownership by restricting the demolition or alteration of its significant historic features.

A Preservation Restriction is filed at the Registry of Deeds and runs with the land and can have time limits or run in perpetuity. It usually focuses on exterior architectural features, but can also address significant interior spaces. Though a Preservation Restriction does not necessarily require public access, it may include provisions for annual open houses or similar public events if deemed appropriate.

In establishing a Preservation Restriction for a historic building, an owner agrees to maintain the building exterior in good repair consistent with the Secretary of the *Interior's Standards for Rehabilitation* and *Guidelines for Rehabilitating Historic Buildings*. Prohibited activities are spelled out, such as demolition of the building, and the review process required for any proposed exterior alterations are described. Baseline Documentation illustrates the property's historic significance and existing conditions at the time of establishment of the restriction through architectural drawings, photographs, historical records, and reports.

Preservation Restrictions can be donated or purchased by a government body or private preservation organization and are enforced by the holder of the restriction. Charitable donations of easements on historic buildings or archaeological sites may qualify for federal income tax deductions.

HISTORIC CONTEXT FOR THE CITY OF BEVERLY

The City of Beverly has developed and changed over the past three centuries in response to large scale state and national trends that have played out locally in the City's landscape. The natural landscape of Beverly and the North Shore is the base level context influencing how and where many economic, social, and demographic changes were manifested. Distinct historic building and landscape resources are associated with each period of Beverly's historical development and create a complex layering of history that can be observed and appreciated today. This layered history contributes to the City's distinctive character and quality of life.

This section reviews Beverly's physical historical development and outlines the types of historic resources that are associated with each period of change. As discussed in a separate section of this Preservation Plan, historic resource inventories undertaken since 1971 have documented a large number of the buildings, neighborhoods, and landscapes associated with each period, and continuing survey work is being undertaken to record resources that have yet to be documented.

STATEWIDE FRAMEWORK FOR RESOURCE MANAGEMENT

Historic contexts are those patterns or trends in history by which a specific occurrence, property, or site can be understood and its meaning within history or prehistory made clear. Beverly's physical evolution can be tied to a series of historic contexts involving natural, economic, and social patterns at local, regional, and national levels.

In the 1970s and 80s, the Massachusetts Historic Commission (MHC) undertook a comprehensive, interdisciplinary assessment of the Commonwealth's cultural resources. Using a cultural landscape approach, Massachusetts was divided into eight regions (or study units) for which it was intended that broad-based regional reports be prepared to include discussions of geography and landscape; prehistory; patterns of settlement during successive periods of historical development; and examinations of architecture, economy, and material culture.

Five of the intended eight regional studies were completed between 1982 and 1985 and established a comprehensive, reconnaissance level overview of the development of each region. The study for the Essex region, however, was never completed. Nonetheless, this statewide approach provided the basis for the preparation of more detailed *Reconnaissance Survey Town Reports* for every municipality in Massachusetts. These Town Reports were prepared between 1979 and 1987 and have provided valuable insight and context for history and preservation planning for municipalities statewide.

The Town Report prepared for Beverly was completed in 1986 and provided an initial overview of Beverly's historical development in relation to statewide historic contexts outlined for the regional studies. The statewide contexts or periods remain in general use and include:

- Prehistoric Period (before 1500)
- Contact Period (1500-1620)
- Plantation Period (1620-1675)
- Colonial Period (1675-1775)
- Federal Period (1775-1830)
- Early Industrial Period (1830-1870)
- Late Industrial Period (1870-1915)
- Early Modern Period (1915-1940/55)

In 1993, the *Historic Cultural Resources Survey, 1992-93* was prepared for Beverly by professional preservation consultant Margaret Hepler. As discussed in a separate section of this Preservation Plan, Ms. Hepler's survey documented 455 historic resources in using both individual and area survey forms and represented a significant step forward in preparation of a comprehensive citywide inventory for Beverly.

In conjunction with this survey, Ms. Hepler prepared a historic context study for Beverly that provides an overview of the City's historical development and review of its historic resources. Like the 1986 Town Report, the 1993 Hepler historic context study uses the statewide historic contexts or periods used in the statewide framework for resource management. The following discussion of Beverly's physical development is based on the Hepler context study and Town Report. Both studies begin with discussion of Beverly's topography, landscape, and the Contact Period.

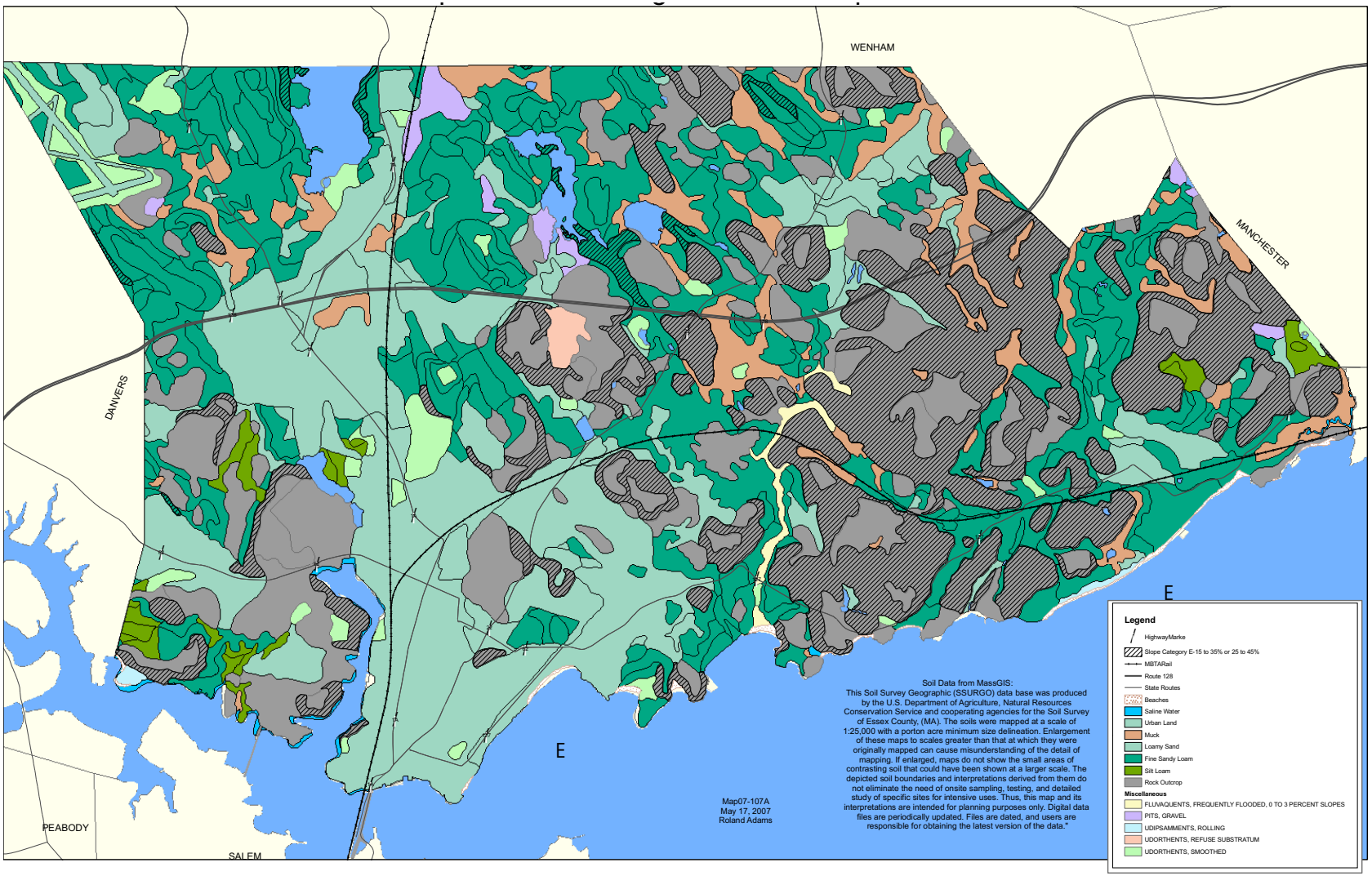
TOPOGRAPHY AND LANDFORMS

Beverly is located at the mouth of the Danvers River opposite Salem, Massachusetts. From Beverly Harbor, the south-facing coastline alternates with stretches of sandy beaches and stretches of rocky outcroppings as it curves northwest toward Gloucester, Rockport, and the tip of Cape Ann.

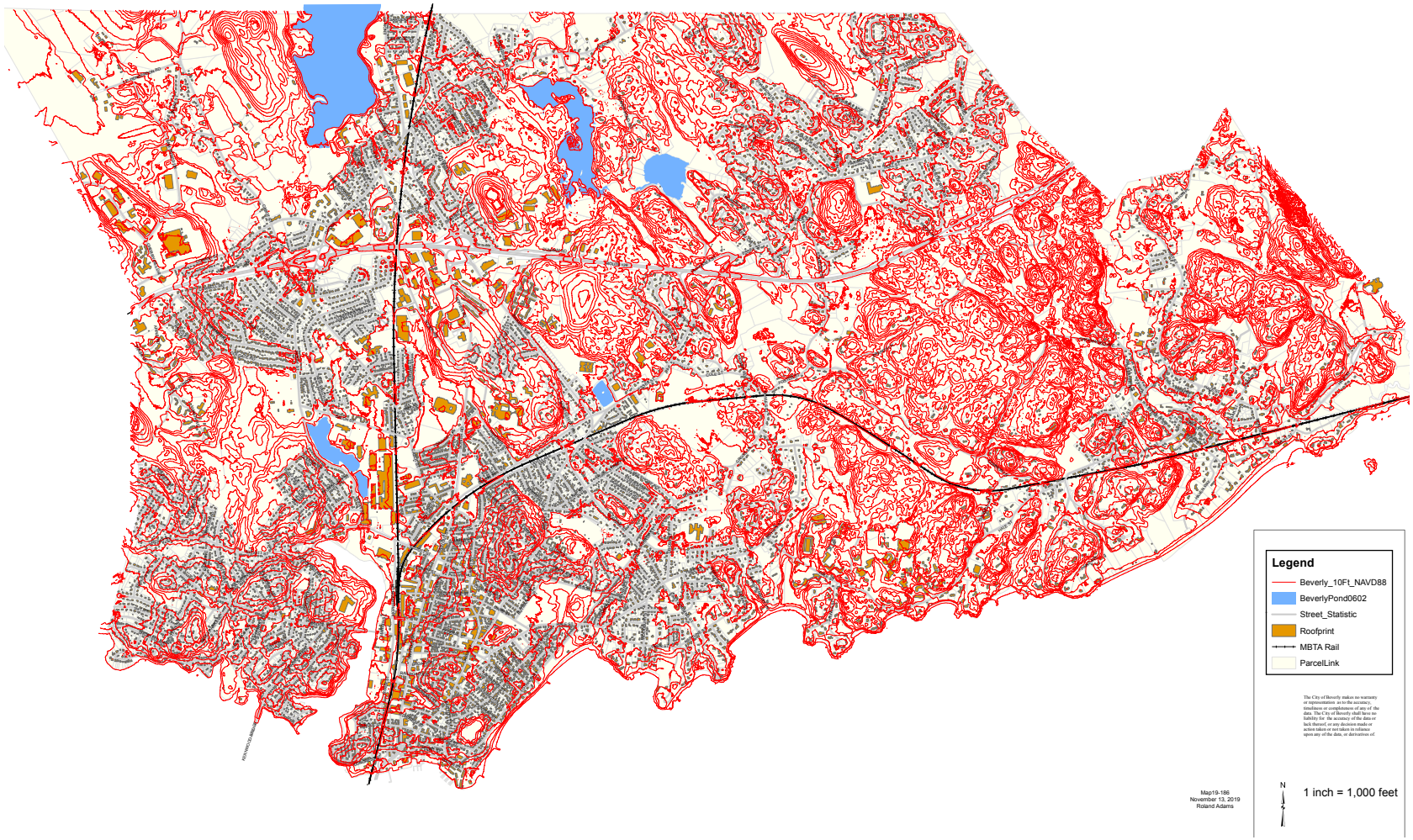
The predominant underlying bedrock throughout Beverly is the igneous formation of Cape Ann Granite, which is expressed topographically as an almost rectangular pattern steeply sloped, low-relief hills with many rock outcroppings trending northwest to southeast. Overlying the bedrock and in the narrow valleys between the hills is glacial till remaining from the last glacial advance, which ended approximately 11,000 years ago.

The major drainage feature in Beverly is the north-south Wenham Lake/Bass River corridor flowing to Beverly Harbor. Smaller stream corridors at the eastern end of the City drain directly to the coastline.

The Bass River corridor is notable as the City's most level land and most deeply drained soils. During the early years, this area was the first settled because it was suitable for agriculture, unlike the eastern half of the City, which is too hilly and too rocky. Today, this area is the most highly developed for the same reason. The City's current soil map for Beverly shows this area as "urban land" and also shows the clear pattern of rocky hills in central and eastern Beverly.



Current soils map of Beverly showing the north-south Wenham Lake/Bass River corridor in light green at the left and the rocky hills of central and eastern Beverly in gray.



Topographic map of Beverly showing landforms, road corridors, and development in areas of relatively flat relief.

CONTACT PERIOD (1500-1620)

Beverly was inhabited by members of the Pawtuckett or Penacook group of Native Americans who inhabited the coast from the north side of the Massachusetts Bay in the Saugus/Salem area to the York region in southern Maine. The population of Native Americans in the Beverly area may have numbered about 200 individuals during the Contact Period prior to the epidemics of 1617-19, which is estimated to have killed 80-90% of the native population throughout the region.

Native Americans of this period subsided on a variety of seasonally determined activities, including hunting, fishing, collecting of wild plants and shellfish, and horticulture. No Contact Period sites are known within the Beverly area, though known sites are located in Manchester, Ipswich, and Marblehead. Artifacts have been found in the beach sand of Beverly Farms, and historians have mentioned discoveries of hearth stone circles and clamshell middens in Beverly.

Habitation and special purpose sites may have been located along the coast and along the periphery of interior wetlands such as ponds, swamps, and streams. The locations of native fields are unknown. However, they were likely located along coves or inlets on the southern shoreline, the Bass River, or the periphery of major wetlands such as Wenham Lake.

PLANTATION PERIOD (1620-1675)

The initial settlement of Beverly was undertaken about 1628 by a group of English families that had been part of a failed 1623-1626 attempt of settlement on Cape Ann. Led by Roger Conant, about thirty of the Cape Ann settlers moved to the Salem area where soils were better for agriculture. In 1628, a larger group of Puritan settlers were sent to Salem where the Cape Ann group was already present. Because of differing religious perspectives, those from the Cape Ann group moved across the Danvers River to Beverly to establish a degree of separation.

By 1627-28, plots for tillage were being laid out on the Beverly side of the river and salt marsh hay was being harvested. How early houses were built is not known, but by 1635 grants were distributed in five two-hundred acre parcels to members of the Cape Ann or Old Planter group, as they became known. The split between Beverly and Salem became final in 1668 when the town was incorporated by the General Court and given the name Beverly. About 600 people are believed to have been living in the town at the time.

The early settlement of Beverly was scattered and multinuclear, structured by the locations of tracts of arable land and by paths that had probably existed during the period of Native American population. Most of the early settlers located within the nearly level land that ran between the head of the Bass River and Wenham Lake and was good for agriculture.

Present day Balch Street and Cabot Street north of Balch were segments of an early path that led from the public landing at the head of the Bass River to Wenham Lake. A number of early houses were built in this vicinity. A gristmill was located on the Bass River near the present intersection of McKay and Elliott Streets about 1649 around which a cluster of houses was built, and a tannery was located nearby.

The tip of the peninsula facing Salem that later became the Beverly waterfront became a landing place for the Salem ferry in 1636 and also became a nucleus for settlement. No wharves are believed to have existed during this period, but small boats were launched from beaches along the shoreline for fishing and fish flakes were probably situated nearby.

Beverly's first meetinghouse was built in 1656 on the southern corner of Cabot and Hale Streets. The Commons were located adjacent to the meetinghouse, and a burial ground was established nearby in 1672. By 1675, the area around the meetinghouse was a centralized village of houses around the Common.

The Plantation Period, therefore, saw several small groupings of settlement — around the meetinghouse, around the grist mill, and around the ferry — with scattered early farms located on good soils along the town's early roads, primarily to the north toward Wenham Lake. Remaining historic resources from this period include the early road network, the Common, and a number of First Period homes both Downtown and spread northward along Cabot and Dodge Streets.



Samuel Balch Map of Beverly during the 17th Century showing the early road network lined with early residences and farms. The early road network remains largely present today.

COLONIAL PERIOD (1675-1775)

Beverly grew at an increased pace during the Colonial Period, developing a robust mixed economy, with fishing and other maritime activities growing together with agriculture and husbandry. The town's population grew from about 600 to 700 individuals at the beginning of the period to 1,680 individuals in 1708, 2,023 individuals in 1753, 2,164 individuals in 1765, and 2,754 individuals in 1776.

Wharves and warehouses appeared along the waterfront before 1700 and later filled the frontage between the ferry landing and Tuck's Point, demonstrating the increased prominence of maritime activity and related retailing and wholesaling. In 1683, Beverly became a lawful port of entry annexed to the port of Salem. The way serving the waterfront became Water Street.

While a quarter of Beverly's men were involved in maritime activities, more than a third during the 18th century were primarily farmers. The Bass River to Wenham Lake corridor remained the primary agricultural area of the town. The town's early road network became fixed during this period and included Cabot, Elliott, Conant, Dodge, Essex, and Hale Streets. These streets remain character defining features of the landscape today.

Most settlement growth continued to be concentrated in the southern part of the town from the meetinghouse/commons area south down Cabot Street to the waterfront. Spurs of side streets appeared along Cabot Street during this period, including Bartlett Street in 1708, Thorndike Street in 1741, and Central Street in 1773.

A second focus of growth occurred in what later became North Beverly. The Second Parish was established in 1714 with the construction of a meetinghouse at the intersection of Cabot and Conant Streets. Dodge's Row was settled during this period. Essex, Standley, and Hull Streets were present during this period with residences in what would later become Centerville. In the Cove and Beverly Farms, members of the families that had early settled the area intermarried and lived along Hale Street and on adjoining land. Many of their Colonial period houses survive, especially along Hale Street.

The common field system was still in place during much of the Colonial Period, though lands were continually being granted, sold, or leased. In 1716, most common lands were divided into stints or rights of six acres each. Common land rights were assigned to early freeholders. Other rights ensured that rocks would remain free for the use of all inhabitants of the town and the remaining common pastures would be managed separately by the proprietors of each. Most common pasture was probably divided shortly after 1716.

Resources remaining from the Colonial Period include the early road network, town and village centers, waterfront, and numerous houses downtown as well as along the outer road network.

FEDERAL PERIOD (1775-1830)

In the years following Independence, Beverly developed into a small but prosperous commercial seaport with a maritime trade based on large quantities of fish and agricultural products. In 1786, 19 vessels registered in Beverly were engaged in coastline and foreign trade, including voyages to southern ports, the West Indies, and Cape Verde Islands. During the 55-year-long Federal Period, the population of Beverly grew from 2,754 to a peak of 4608 persons in 1820 and then reduced to 4,073 persons by 1830.

Employment in fishing and commerce in Beverly increased for 30% to 41% of the total work force from the last quarter of the 18th century to the first quarter of the 19th century. Craftsmen worked in trades that served the maritime economy. During the same period, the percentage of the work force employed in agriculture fell from 24% to 16% — agriculture was stable but not increasing like other economic sectors. Small-scale manufacturing figured prominently in the economic base, including production of boots and shoes, cabinet ware and chairs, and soap and candles, harbinger of a shift from seafaring to industrialization that occurred after the War of 1812.

Fish Flake Hill was the commercial hub of Beverly's prospering fishing and shipbuilding industry and the site of bustling wharves and harbor-related activities. A draw bridge was built over the Danvers River connecting Beverly and Salem in 1788, bringing traffic through the Beverly peninsula that had formerly passed to the west through Danvers. The waterfront from Tuck's Point to the bridge bristled with wharves. In 1826, a new section of Cabot Street was constructed near the waterfront to allow traffic to move directly up the hill from the bridge. By the end of the period, Water Street backed the wharves and Bartlett, Front, Union, Davis, and Lothrop Streets were all in place. A number of fashionable houses were constructed on Front Street filling out the prosperous Fish Flake District.

The meetinghouse area in the vicinity of the intersection of Cabot and Hale Streets was the town's civic hub. Major cross streets including Federal, Dane, Charnock, and Winter Streets were constructed in the vicinity of the Commons during this period. Washington Street from central Cabot Street to Lothrop Street along the shoreline was constructed in 1803 as well. Prominent homes were built along or near Cabot Street extending the district of fashionable dwellings north from the waterfront.

While commercial, institutional, and residential building was most concentrated in Beverly Center (waterfront through the meetinghouse area), Beverly's agricultural population remained dispersed throughout the town. In rural Beverly, land was largely cleared of woods except for stands in Centerville, near Snake Hill, and in inland Beverly Farms. The town's industries — gristmill, tannery, and brickyards — were still small in scale during this period and were clustered at the Bass River.

Outlying nodes were present in North Beverly and Beverly Farms. North Beverly supported its own meetinghouse, residences, small businesses, and a number of industries, including a grist mill and turning mill on Dodge's Row and a tannery on Cabot near Conant Street. The harvesting of Wenham Lake pure ice became a commodity of the export trade in 1815.

As growth occurred and the extent of building increased both in Beverly Center and outlying areas, a diverse range of residential, ecclesiastical, commercial, and institutional buildings were constructed, a number of which remain.

EARLY INDUSTRIAL PERIOD (1830-1870)

Between 1830 and 1870, Beverly's economy transitioned from its traditional maritime and agricultural base to one in which industry predominated. Existing industries expanded, and continued diversification enabled Beverly to sustain the relative prosperity of the previous period.

During the first half of the period, economic life continued to center around the port as fishing for cod, mackerel, and other fish was the principal economic activity. In 1837, 50 fishing vessels employed 350 men and produced 2.8 million pounds of cod. During the 1840s, fish flakes extended from Lovett and Washington Streets to the waterfront. Beverly's fishing industry reached its peak about 1855 when employment was 384 men and the catch exceeded 3.3 million pounds.

During the latter half of this period, fishing declined — in the decade following the Civil War, only half of the former fleet returned to fishing.

The opening of the Eastern Railroad through Beverly in 1839 connecting the town to Boston physically changed the peninsula and encouraged an industrial district to spread along its tracks by the Bass River. In 1845, the Beverly to Gloucester Branch was authorized connecting communities along Cape Ann's southern coastline. The branch was completed in 1847.

Manufacturing activities unrelated to the maritime sector expanded early in this period and increased with the introduction of the railroad. Without the water power that would support large scale manufacturing, Beverly, like many other Essex County ports, became a shoemaking center as maritime activities declined. Shoemaking had been an ongoing activity for fishermen in Beverly during the off-season. During this period the home production gradually shifted to shop-based manufacturing where steam-driven machinery and stepped-up production yielded larger quantities and profits. By 1870, boot and shoemaking were Beverly's most important industry.

Beverly's primary industrial district grew between 1850 and 1870 beside the Eastern Railroad tracks. The railroad station moved from the waterfront area to its present location in 1852. Rantoul Street appeared before 1853, Railroad Avenue was laid out in 1855, and Park Street was laid out beside the railroad tracks about 1857. Newly constructed shoemaking factories clustered along Rantoul and Park Streets. The streets connecting Cabot with Rantoul were mostly spurs in the early 1850s but were complete by the 1870s.

The Cabot and Hale Street vicinity continued to be the town's civic focus, and a flurry of new institutional buildings were constructed in the 1830s and 40s. Beverly's commercial core moved northward up Cabot Street from the waterfront. By mid-century, Fish Flake Hill had been fully displaced by the Cabot Street corridor as the town's primary locus of commercial activities.

Residential construction, having filled the area near the waterfront, also followed the Cabot Street corridor northward. Prosperous residences clustered around the civic core at Cabot and Hale Streets, along Washington Street, and on the cross streets between Cabot and Lovett. Cottages for industrial workers began to fill the cross streets between Cabot and the Bass River, while middle class homes dispersed along the major arterials leading out from Beverly Center, including Elliott, Cabot, Essex, and Hale Streets. Goat Hill became a neighborhood for Irish immigrants in the 1840s and 50s, with rooming houses and individual residences. Between the 1840s and 1870s, the entire peninsula was filled out with the downtown street network.

Beyond downtown, Beverly's agricultural landscape remained intact throughout Ryal Side, Beverly Cove, North Beverly, and Centerville, though it played an ever decreasing role as a proportion of the economy. Dairy and garden market products for

local Beverly and Salem residents prospered. Trees began to reforest some of the rural areas that had been cleared and grazed in earlier years, as coal supplanted firewood in home heating and industry.

North Beverly was a secondary community center serving this agricultural sector. Ice harvesting on Wenham Lake was supported by a railroad spur which facilitated shipping to southern ports. Centerville, then known as the Bald Hill district, appears to have evolved into a substantial community after the Civil War, with a school house, fire house, chapel, and several cottages.

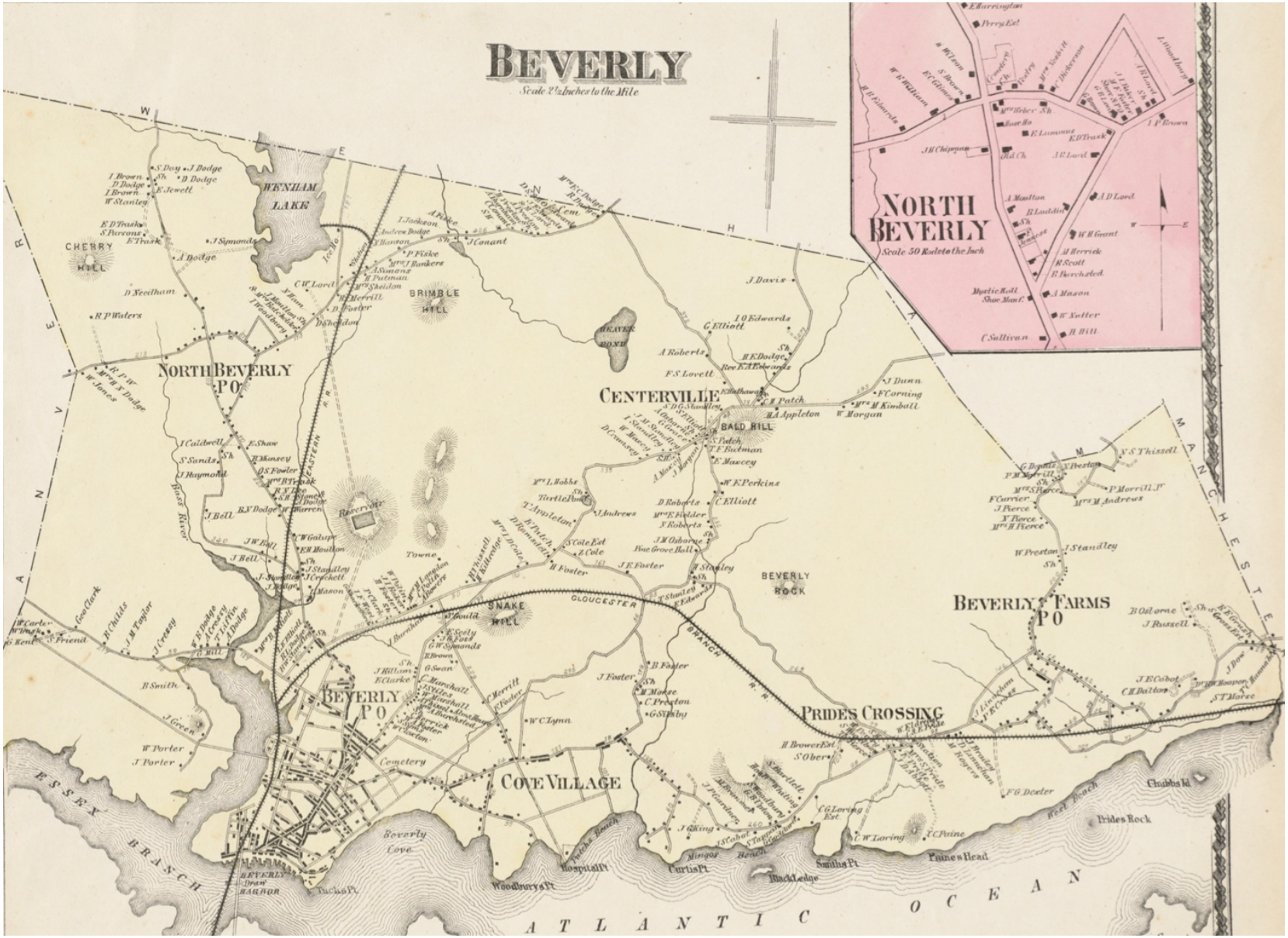
The Gloucester Branch of the railroad opened up Beverly Farms after 1847 for development as an early resort community for prosperous Boston families with easy access by train. By 1860, the five miles of ocean frontage between the Manchester line and Woodbury Point west of Beverly Cove was owned by summer residents. The first generation of summer homes were modest by later standards. Beverly Farms Village already had a clear identity before the summer movement began, however it became the local commercial center for the area. Many Irish immigrants settled here working as estate employees and builders.



Beverly Center in 1852 (map image courtesy of Historic Beverly)



North Beverly in 1852 (map image courtesy of Historic Beverly)



Beers Map of Beverly in 1872



Detail of Beverly Center and Cove Village in 1872

LATE INDUSTRIAL PERIOD (1870-1915)

The late 19th and early 20th centuries were periods of rapid growth in Beverly, which incorporated as a city in 1894. The largest number of historic buildings and neighborhoods presently in the city date to this period. Between 1870 and 1915, Beverly's population grew by 350% from 6,507 to 22,959. New immigrant groups, primarily Italians, came to work in the expanding factories and by 1915 constituted a quarter of the city's residents.

Economic trends established in the previous period continued to be manifested, as fishing continued to decline while shoe manufacturing experienced rapid growth as the city's economic core. In 1875, there were 29 shoe factories with combined production valued at more than $1.5 million, 93% of the city's manufacturing. Ten years later production value from shoes had more than doubled to $3.5 million, employing 636 people. Other industries emerged as well, such that by 1905 shoe production accounted for 63% of the city's manufacturing output.

In 1903, the United Shoe Machinery Corporation (USMC) was established in Beverly along the rail line and mill pond north of Elliott Street. Within a few years, it was one of the largest manufacturing plants in the country, supplying machinery for the shoe industry nationwide. Initially the company hired 2,500 workers; by World War I the number had expanded to 5,000.

USMC was Beverly's company town and sought to control labor unrest by creating an interdependent community in which the company provided many social services and benefits. USMC gained a reputation as one of the more enlightened employers in New England.

Beverly's industrial expansion oriented along the railroad and formed a cluster in the vicinity of Rantoul Street, Park Street, and the Bass River. Many three-and four-story brick, steam powered factories lined Rantoul and Park Streets, several of which survive. The industrial corridor extended north of Elliott through the USMC plant to Balch and Cabot Streets.

Residential construction boomed to house the expanding workforce creating new urban neighborhoods throughout Downtown. Neighborhoods of "three-deckers" were erected in the vicinity of Cabot and Elliott Streets near the USMC plant. Cabot Street became a demarcation line. To the west, toward the Bass River and its industrial fringe, worker/multifamily housing was erected, while to the east of Cabot and toward Beverly's scenic coastline were erected finer single family homes. New streets on Goat Hill were developed with workers' housing. As the period progressed, Rantoul and its vicinity from the waterfront to Elliott Street became densely lined avenues and cross streets of three-deckers, while Lothrop Street at the eastern waterfront attracted the downtown's most elite residences.

A street railway system was introduced in 1884 extending from the Essex Bridge up Cabot to Elliott Street. In 1886, the trolley was extended along Hale Street to Chapman's Corner at Beverly Cove and up Cabot Street through North Beverly to Wenham. By 1907, additional trolley lines followed Essex Street to Montserrat Depot, up Rantoul to its intersection with Cabot, and along Dane to the Dane Street Beach.

As the trolley lines pushed farther into Beverly's suburbs, new neighborhoods were opened for building. Essex Street north to the vicinity of the Montserrat Depot and eastern Hale Street developed as neighborhoods of large scale middle class, single family homes. The Montserrat railroad depot was constructed in 1874 as the area began to develop its own residential identity.

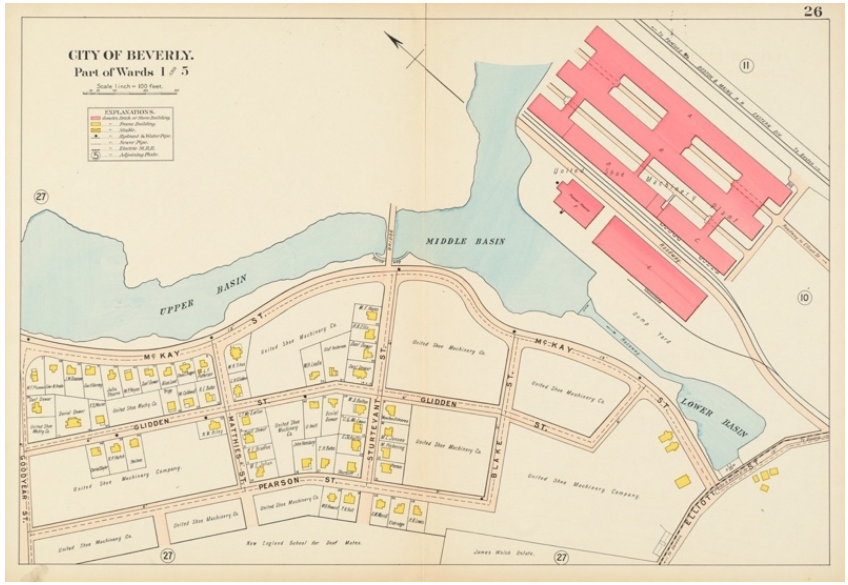
In Ryal Side, farmland began to be developed as suburban housing. Waterfront lots on Salter's Point were first built in the 1890s with small summer cottages. Development throughout Ryal Side increased after the establishment of USMC.

The Cabot Street commercial corridor was transformed with new commercial and institutional buildings. New commercial blocks and civic buildings replaced housing along upper Cabot Street giving the corridor a more urban character. New school related building dominated municipal construction during this period to serve the expanding residential area.

Rural Beverly experienced scattered construction as small scale farming continued with emphasis on production for the urban market. The number of farms increased from the previous period. In 1905 there were 114 farms and 32 market gardens. Dairy products accounted for 28% of agricultural production, vegetables 16%, and greenhouse products 16%.

Train stations were constructed at Pride's Crossing in 1879 and at Beverly Farms village in 1898 as the Beverly Farms area entered its major period of growth. The stretch of coastline from Beverly Cove to Cape Ann began as a summer setting for a largely Boston elite, widely traveled, interested in literature and the arts, and critical of mass culture and modernity. They sought quiet isolation — extensive private wooded lanes were places where automobiles were forbidden. When streetcars were expanding and telephones were proposed, residents rallied in opposition. The streetcar line extended no further than Chapman's Corner in Beverly Cove. Outsiders found no public restaurants in the Farms.

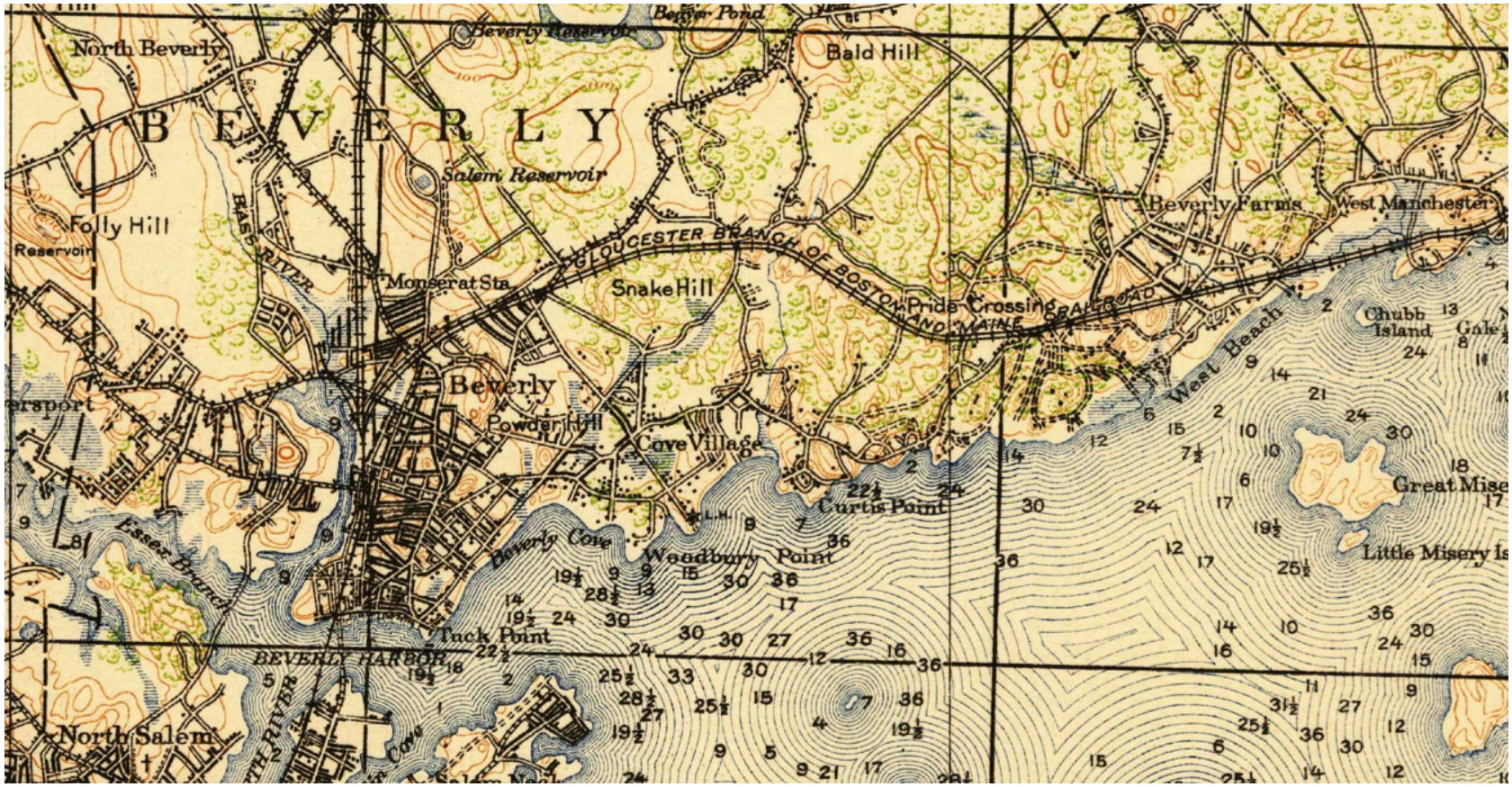
After 1900, Beverly Farms drew industrialists, financiers, and others of national prominence. Beverly Farms' street network intensified to accommodate the desire for residential space. Estate mansions became increasingly larger, more elaborate, and ostentatious. The area's exclusivity was expressed along the narrow roadsides with imposing new walls. In addition to the coastline, large estate properties were constructed on the inland side of Hale Street, especially on heights with views of the ocean.



The USMC plant, mill pond, and emerging Shingleville neighborhood – 1907



New neighborhoods developing in the vicinity of Elliott, Rantoul, and Cabot Streets, east of the USMC plant – 1907



USGS map of Beverly showing expanded neighborhoods in and adjacent to Downtown – 1919

EARLY MODERN PERIOD (1915-1943)

Beverly's population grew gradually but steadily during the Early Modern Period, with a 10% spike during the economically active period of 1925-1930. Beverly's population of 22,959 in 1915 grew modestly to only 25,537 by 1940. The previous early 20th century period of rapid growth due to the expansion of manufacturing in Downtown Beverly had ceased.

The United Shoe Manufacturing Corporation (USMC) continued to be the city's largest employer and foundation of the city's economy. In addition to USMC, Beverly's industrial corridor had at least 15 important shoe manufacturers. Manufacturing led by the shoe machinery and shoe product companies employed as much as 70% of the city's workforce as well as attracting commuting workers from outside Beverly.

In 1915, the city's foreign born population constituted over a quarter of the population, which number included Canadians (32%), Italians (21%), Irish (14%), and English (10%). By the end of this period, the percentage of foreign born had dropped to 13% of the population.

New construction and expansion slowed dramatically during this period due significantly to the Great Depression and World War II, creating a clear demarcation between pre-1930s neighborhood development influenced largely by the streetcar system and post-1930s development influenced increasingly by the automobile.

Beverly's commercial corridor remained focused on Cabot Street, but new commercial construction there tended to be smaller in scale — one-story rows of shops replacing previous residential properties. However, commercial construction spread to adjacent areas of Rantoul and north Cabot Street (near Elliott and Colon) replacing multi-family residential buildings. With increasing use of the automobile, Rantoul Street began developing more automobile-oriented businesses. Residences between Rantoul and Park Streets were either removed or converted to industrial and commercial uses.

Modest dwellings were constructed as infill west of Cabot Street and in larger neighborhood developments west along Elliott and Bridge Streets in Ryal Side. More affluent middle class homes were erected east of Cabot Street, filling in existing neighborhoods near the eastern waterfront and along major roads leading to North Beverly and Beverly Farms.

The beginnings of automobile-oriented suburban development with new neighborhoods of modest homes transformed Monserrat, North Beverly, and Centerville in the 1920s. New streets of Craftsman and Colonial Revival houses were constructed in the vicinity of Monserrat. In North Beverly, new cross streets along Cabot and Dodge Streets filled with small suburban houses. Modest residences were built along Cogswell Avenue and Harwood Streets in the Centerville area. These new suburban developments anticipated the later post war boom of suburban development throughout the area.

Agriculture, which had employed 8.5% of the workforce in 1915 all but disappeared during this period. In North Beverly what agriculture remained was centered on greenhouses cultivating flowers and cucumbers in the Dodge, Cabot, and Conant Street triangle. At Wenham Lake, the last of the ice houses burned in the 1930s. However, the lake continued to be significant as a source of public water for Beverly and Salem. An airport was constructed west of Wenham lake in the 1920s.

Elite dwellings were constructed in this period along the eastern downtown waterfront extending through Beverly Cove. The heyday of the North Shore continued during the 1920s with increased tourism as automobiles became widely owned. Beverly Farms village prospered. Larger estate mansions continued to be constructed in Beverly Farms throughout the 1920s until the Great Depression rendered them largely functionally obsolete.

Some large estate houses were later acquired for institutional use, such as the Kendall Hall School for Girls, which in 1939 became Endicott College.

Route 128 was planned as a limited access highway through North Beverly as a public works project of the Depression. Construction of the road from west to east was begun in the 1930s, ceased during World War II, and continued after the war. A 1944 USGS map surveyed in 1942 shows the highway completed to Beverly's western city line but not yet constructed within the city. A 1951 map surveyed in 1950 shows the highway completed eastward to Essex Street.



USGS maps from 1944 (left) and 1951 (right) showing the extent of expanding development throughout Beverly

MID TWENTIETH CENTURY (1943-1987)

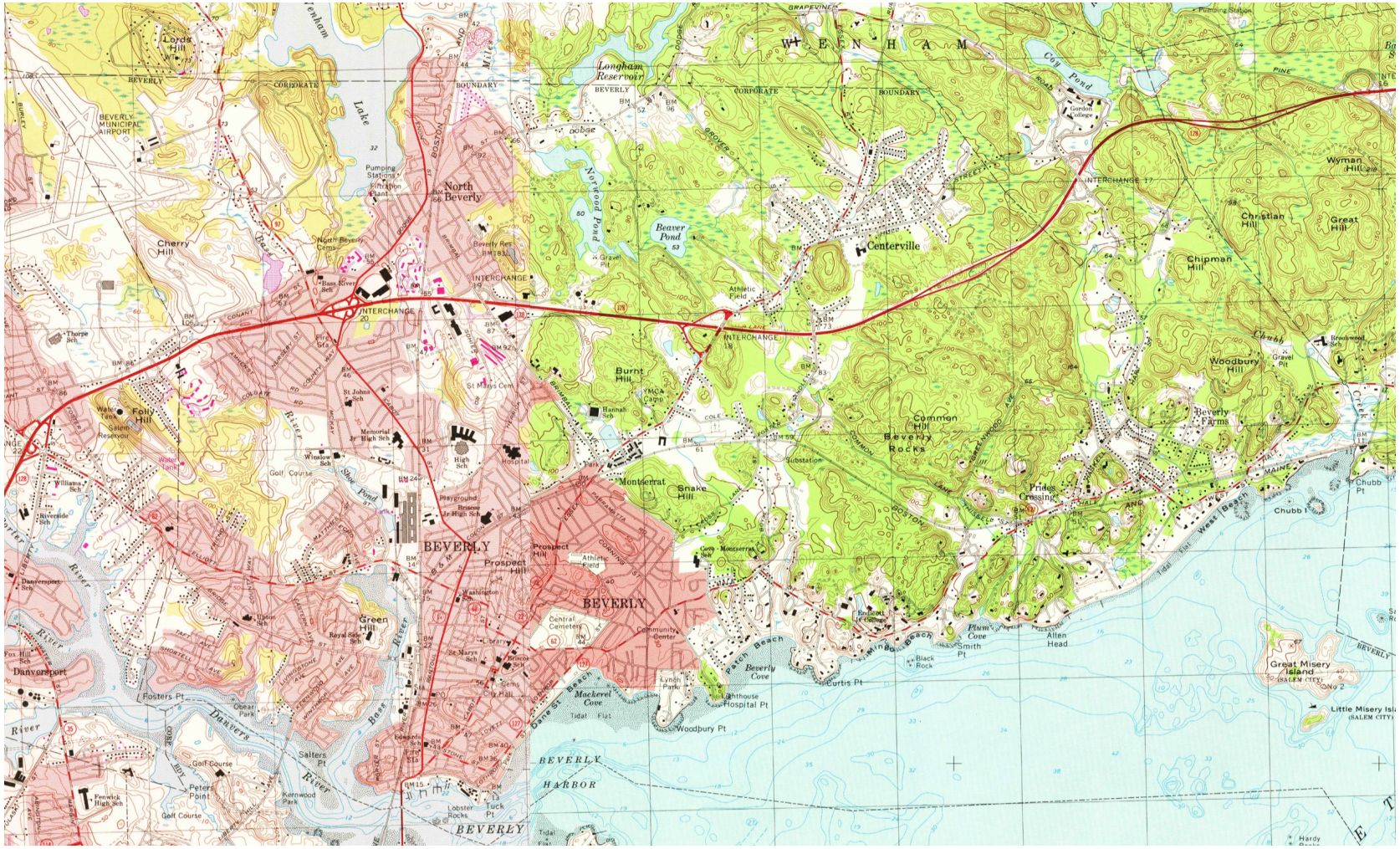
Limited access Route 128 was completed through North Beverly during the late 1940s and early 1950s with interchanges at Dodge, Brimbal, and Essex Streets. Construction of Route 128 divided North Beverly, resulting in the demolition and relocation of buildings lying in its path.

New suburban residential development throughout North Beverly contributed to the city's significant 25% growth in population during this period. New subdivisions were developed adjacent to the historic 17th century roads and were extended from early pre-Depression neighborhoods, occupying remaining open agricultural fields. New roadside commercial growth extended up Cabot and Dodge Streets through North Beverly from the city center. By 1970, much of the open land north of Route 128 in Centerville was developed with residential subdivisions as well.

Although most mid-century development was more standardized, some unique sites exist. Sites of Mid-Century Modern interest include the 1955 North Shore Music Theater (the first permanent stage in the country to be designed in the arena-style), the Nike missile site adjacent to the Beverly Municipal Airport (in operation from 1957 into 1959), and the Temple B'nai Abraham on Lothrop Street in Beverly's Cove Village.

United Shoe Machinery Corporation (USMC) continued to be the city's largest employer. During World War II, USMC expanded its manufacturing with a variety of military products. The company's headquarters had been moved to Boston during the late 1920s, and the company had established other manufacturing facilities elsewhere in New England. In 1976, USMC merged with Emhart Industries, and in 1989 Emhart merged with Black & Decker Corporation to avoid a hostile takeover. USMC's flagship plant in Beverly was closed in 1987.

Beverly's population growth declined in the 1970s and grew modestly over the next two decades.



USGS maps from 1970 showing the extent of new residential suburban development in North Beverly. Similar residential expansion continued to occur through the late 20th and early 21st centuries.

LATE TWENTIETH AND EARLY TWENTY-FIRST CENTURIES (1987-PRESENT)

The closing of the USMC plant in 1987 marked a turning point in Beverly's economic history. Manufacturing in Downtown Beverly was no longer the City's economic driver. Neighborhoods downtown had been in decline for years and were viewed as dangerous and undesirable by residents. The 1960s, 70s, and 80s saw the beginnings of municipal planning initiatives aimed at revitalizing the downtown core, initiatives that took time to mature and bear fruit.

City leadership sought to encourage redevelopment of the vacant USMC site, long the city's leading employer, and assembled financial incentives toward that end.

In 1996, the Cummings Corporation purchased the former USMC property and began redevelopment as a campus of high-tech companies, medical offices, and supporting uses. Over the next decade, USMC's historic manufacturing buildings were rehabilitated for office use and new buildings were constructed. Historic rehabilitation tax credits were not used for the project.

Through this period, Beverly's economic base successfully transformed from manufacturing to suburban office, medical, and service uses. Beverly benefited as part of the larger Boston metropolitan region and as a desirable place to live. While the City core lagged in this transformation, it too has benefited from revitalization and reinvestment in the early 21st century.

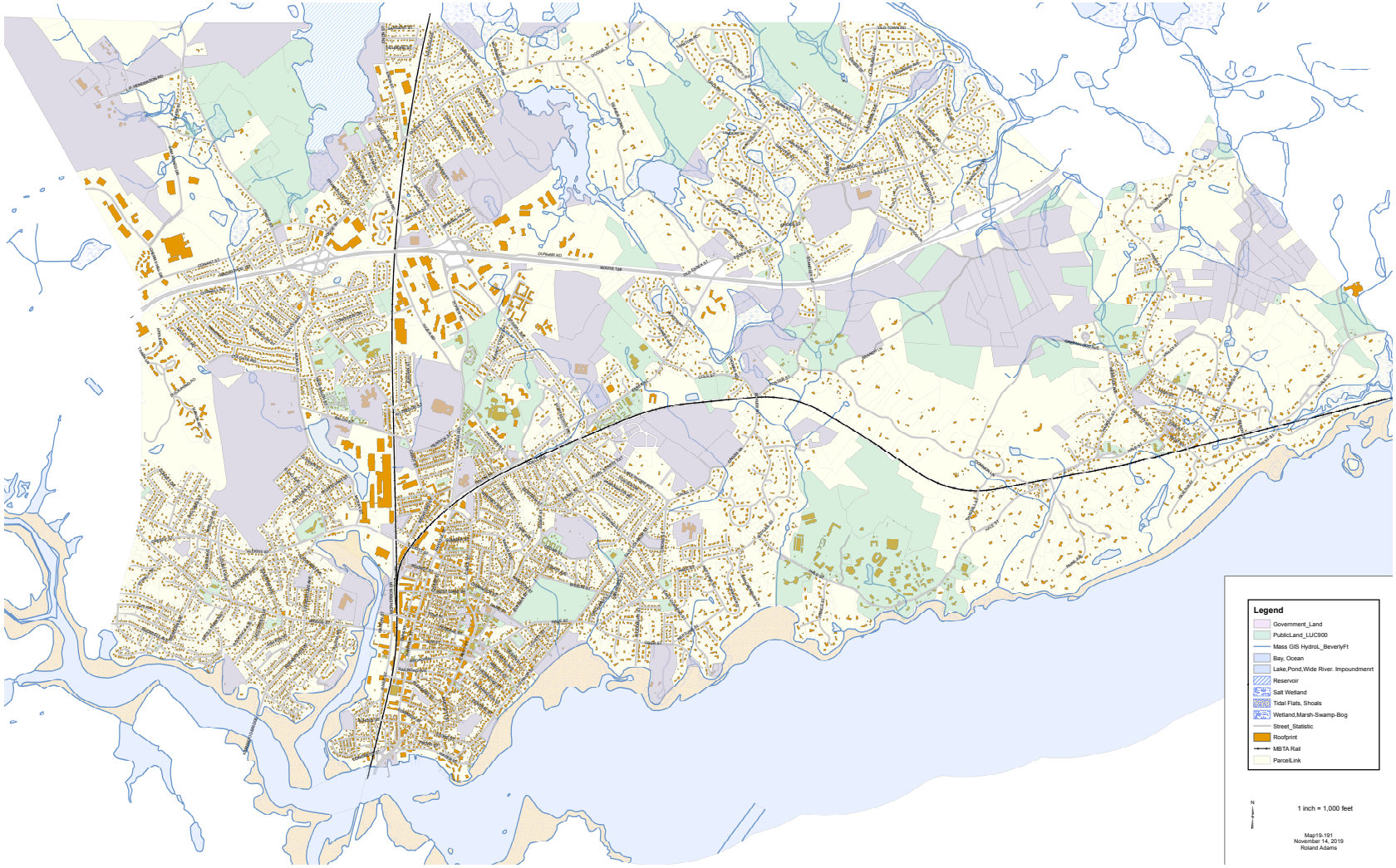
Development at the Cummings Center in combination with new development within the airport industrial parks, including the Cherry Hill industrial park, have been of regional importance and have provided an expanding base of jobs and tax revenues to the City. Development has continued into the first two decades of the 21st century and has provided stability to the City's economy.

New commercial development has been limited to mostly infill, with stand-alone national chain retail stores and improvements to existing stores. New commercial development in the vicinity of North Beverly has impacted the historic character of the roads and threatened historic buildings.

Downtown, over two decades of initiative has revitalized the historic commercial retail core along Cabot Street. The relocation of the Monserrat College of Art to Downtown Beverly in 1990 has contributed significantly to activating the historic commercial corridor. Housing has remained stable despite the loss of manufacturing jobs, as Beverly continues to be a desirable place to live. Housing prices have continued to rise and concerns have been expressed regarding affordability of housing.

Beverly remains a desirable location in which to live and work with easy access to Boston by road or rail. Historic mill buildings have been adapted to apartments along Rantoul Street and the rail line. A large parking garage has been constructed adjacent to the Beverly Depot for commuter use. A series of new five-story apartment buildings have been constructed along Rantoul Street over the past two decades.

East of Downtown, historic neighborhoods extending through Beverly Cove have been filled in with new homes since 1950. New construction has continued east along the coast through Beverly Farms as well. A number of the larger estates have been lost to redevelopment and their mansions have been demolished. New private streets have been constructed on remaining open land with high end homes within sight of the ocean. A significant number of historic summer resort residences remain. The continued growth of Endicott College east of Beverly Cove is an example of the adaptive reuse of a historic estate to an institutional use that has contributed significantly to the community. New residential development throughout greater Centerville north of Route 128 and in Beverly Farms has continued over the past two decades, as more topographically challenging areas yield to development pressure as two-acre parcels.



The City of Beverly, 2020

HISTORY OF HISTORIC PRESERVATION PLANNING IN BEVERLY

Interest in the history of Beverly and its families is evident in what are now considered the early writings on City history, in particular the *History of Beverly, Civil and Ecclesiastical, From Its Settlement in 1630 to 1842*, written by Edwin M. Stone and originally published in 1843. At the time of its writing, Mr. Stone regretted that his work had not been undertaken at an earlier period such that early events had been documented and were not available to him solely through public records and the memories of aged inhabitants. Today, however, his 1843 history is an invaluable record, and such ongoing interest in history and genealogy have provided the foundation for current historical research in Beverly.

Historic preservation initiatives in Beverly date at least to the founding of the Beverly Historical Society, now Historic Beverly, in 1891 and their preservation of the 1781 John Cabot House on Cabot Street in 1892 as their headquarters.

Subsequent historic preservation efforts were undertaken by the Historical Society in the 1930s. In 1932, the Historical Society acquired the 17th century Balch House from a group of Balch family members and preservationists, who had acquired and restored the family homestead. In 1937, the historic Hale Farm on Hale Street near Beverly Commons was acquired from Hale descendants.

Historic preservation as public policy begins with the recognition of historic properties in the City's 1970 Comprehensive Plan and recommendations for their preservation. However, growth management in general in Beverly begins with the City's development of a zoning code in the late 1930s, which impacted historic neighborhoods and historic buildings.

The following is an outline of public policy documents and events affecting historic resources in Beverly, including documents specific to historic preservation as well as broader planning documents with impacts on historic resources.

Several of these documents are discussed in more detail in Chapter III of this Historic Preservation Plan, specifically the undertaking of historic resource surveys, and nominations to the National Register of Historic Places, but are mentioned here to place them in their chronological place with respect to other planning documents.

1937-1939 CITY OF BEVERLY ZONING ORDINANCE

In 1937, Beverly's Chamber of Commerce and Planning Board recommended to the City's Aldermen that a Zoning Ordinance be prepared for the City. The Aldermen subsequently directed the Planning Board to prepare such and ordinance, which appears to have been completed and adopted in 1939. Amendments to the Zoning Ordinance appear to have been adopted in the mid and late 1940s.

The Zoning Ordinance established seven separate zoning districts within regulating allowable uses within those districts. Primarily, the ordinance protected residential neighborhoods from inappropriate and undesirable uses. Districts included:

- Single Family District
- Two-family District
- General Residential District (four families maximum)
- Apartment District
- Local Business District
- Commercial District
- Industrial District

In addition to use, allowable lot areas, building areas, setbacks, and building heights were specified for each district. The maximum allowable lot area for a single family residence was 4,000 square feet.

The City's 1949 Zoning Ordinance appears to have been in place without substantial change until it was revised in 1965. Thereafter, the ordinance has ben periodically revised and updated in response to other City planning initiatives.

1963-1964 WATERFRONT URBAN RENEWAL PLAN

A 1963/64 Waterfront Project proposed urban renewal that apparently would have resulted in the demolition and reconstruction of the entire historic waterfront area between Tuck Point and the railroad. The Waterfront and Fish Flake Hill were described as blighted and lacking in planning. Several Fish Flake Hill buildings were reported to have been demolished or lost by fire by the 1960s and many were in a state of disrepair.

A copy of the 1964 plan is preserved in Historic Beverly's archives. The urban renewal proposal was opposed by local residents and defeated in a public referendum. Some involved in community planning today credit the proposed Waterfront project with awakening public interest in the City's historic Waterfront and Fish Flake Hill buildings and in spurring community planning and historic preservation initiatives.

1970 BEVERLY COMPREHENSIVE PLANNING PROGRAM

Perhaps as a consequence of public discussion and reaction to the proposed Waterfront Urban Renewal Plan, Beverly revised its Zoning Ordinance in 1965 and undertook preparation of its first comprehensive plan in 1970.

The 1970 *Beverly Comprehensive Planning Program* was the first thorough planning assessment and analysis of the City's physical conditions and growth management strategies. The project was undertaken using federal HUD funding through the Massachusetts Department of Community Affairs and was prepared by Edwards and Kelcey, Inc.

The 1970 comprehensive plan is comprised of three volumes:

- Volume 1 consisting of existing conditions descriptions, analysis, and recommendations;
- Volume 2 consisting of background materials such as proposed zoning ordinance language to support the implementation of recommendations; and an
- Executive Summary.

The plan reviews conditions related to land use, population trends and projections, neighborhoods, economics, historic features, aesthetic characteristics, community facilities, transportation, utilities, and development trends.

The 1970 plan provides insight into conditions in Beverly at the time and identifies key community issues. Perhaps most pertinent is the description and analysis of existing neighborhoods, several of which are described as in a serious state of decline. Among these areas were Gloucester Crossing, Rantoul Street, the area between Rantoul and River Streets, and the City's Waterfront, including the adjacent Fish Flake Hill neighborhood.

The plan describes the Waterfront and Fish Flake Hill as a blighted area and "a dramatic example of insensitivity to the environment and a laissez-faire attitude towards good planning (Part I: p49-52, 71)." As noted in the previous section, several Fish Flake Hill buildings were reported to have been demolished or lost by fire and many were in a state of disrepair. Industrial and commercial uses along the Waterfront and the poorly designed street system is noted as detracting from the area's historic character and pleasant recreational potential.

The 1963/64 Waterfront Project proposing extensive urban renewal along the Waterfront is discussed in the previous section. Its rejection by voters was "lamented" by the Comprehensive Plan (Part I: p52).

The 1970 Comprehensive Plan includes a section on historic preservation that lists 34 historic buildings and sites in Beverly as identified by the Beverly Historical Commission. The Historical Commission is identified as the City's official preservation entity (Part 1, page 70) with the responsibility of conducting research, coordinating with local agencies, and making recommendations to the City's Board of Alderman. It is not clear when the Historical Commission was first created. The Comprehensive Plan noted Fish Flake Hill and the Waterfront area as among the City's historic sites and highlights their condition and significance.

Ultimately, and in spite of its lamentation of the community's rejection of the urban renewal project proposed for the Fish Flake Hill area, the plan recommended that Fish Flake Hill be designated as a **local historic district** to help stem the neighborhood's decline and preserve its historic buildings. The plan also recommended that Beverly Farms be designated as a local historic district to help protect the character of its historic properties.

The comprehensive plan cites a proposed urban renewal project for Gloucester Crossing that was never implemented. The existing conditions discussions within the 1970 plan are helpful in creating a picture of issues and concerns that had developed as of that period.

1971-1972 FISH FLAKE HILL NATIONAL REGISTER HISTORIC DISTRICT AND LOCAL HISTORIC DISTRICT

As a consequence of initiatives related to the 1970 Comprehensive Plan, Fish Flake Hill was established as a National Register Historic District in 1971 and a Local Historic District in 1972. The ordinance establishing the Fish Flake Hill Local Historic District also created Beverly's Historic District Commission to administer it.

The National Register nomination of the Fish Flake Hill National Register Historic District was prepared by staff of the Massachusetts Historical Commission (MHC) and was approved in October 1971. The boundaries of the district included 22 properties on both sides of Front Street, immediately adjacent to the City's waterfront. The district was enlarged in 1986 to its current size and boundaries.

The City's designation of the Fish Flake Hill Local Historic District was approved in March 1972. The boundary of the Local Historic District was larger than that of the original National Register Historic District and smaller than the current National Register Historic District. It included properties on both sides of Front Street as well as on Davis Street. The 1972 boundaries of the Fish Flake Hill Local Historic District remain in effect today.

1967-1980S HISTORIC RESOURCE INVENTORIES

The inventory of historic resources in Beverly was begun in the late 1960s and conducted by volunteers representing the Beverly Historic District Commission and Historic Beverly. Initial inventories focused on Beverly's oldest buildings – historic Colonial residences and taverns located along early road corridors. Approximately 25 historic Colonial buildings were identified in 1967-69. Additional resources were inventoried in 1971 in conjunction with designation of the initial Fish Flake Hill National Register Historic District.

Inventory work by local volunteers continued through the 1970s and into the 1980s, concentrating on the City's most visible and significant historic resources. Their work laid the foundation for today's more comprehensive inventory.

1972-1987 ADDITIONAL NATIONAL REGISTER OF HISTORIC PLACES NOMINATIONS

Six individual properties were listed on the National Register of Historic Places between 1972 and 1979. Almost all of these were prepared by Massachusetts Historical Commission (MHC) staff. They included four historic residences and two public buildings.

Four individual listings were prepared between 1982 and 1987 and also prepared by MHC staff. Beverly's two major National Register Historic Districts were listed in 1984 (Beverly Center Historic District) and 1986 (expansion of the Fish Flake Hill Historic District) and were prepared by MHC staff. These two historic district listings significantly increased the number resources inventoried by the late 1980s and included two of the City's most historically significant areas.

1979 DOWNTOWN REVITALIZATION PLAN

In early 1978, Beverly' newly elected mayor appointed a committee to prepare a plan for the revitalization of Downtown Beverly focusing on the Cabot Street corridor from Central Street on the south to Elliott Street on the north. The committee's work was supported by staff of the City's Planning Department and was completed in January 1979.

The general strategy for the plan was to focus on Downtown Beverly's strength as a civic center, supporting existing uses and reinforcing those uses through relationships with adjacent residential and industrial areas.

The Downtown Revitalization Plan focused on:

- Encouraging private investment in **facade improvements** and interior modernizations;
- Public funding to improve circulation, parking, and **streetscape improvements**;
- **Marketing** and promotion;
- Availability of financing and support for **business development**;
- Improvement to Downtown residential **neighborhoods**;
- Reinforcing Downtown as a **civic center**; and
- Coordination of public, private, and institutional **partnerships** and actions.

The Revitalization Plan explored and described in detail a wide range of potential projects under the topics listed above. The focus on streetscape and facade improvements were of particular interest and, in fact, have largely been implemented over time.

Among its many recommendations, the plan proposed that the Old Briscoe School (located on Essex Street near its intersection with Cabot Street) and the YMCA building be adapted for use as elderly housing. The recommendation for the Old Briscoe School was eventually implemented. At the time, the building was owned by the City and leased to the North Shore Community College.

The plan emphasized the importance of the historic character of Downtown buildings but noted that buildings suffer from "years of neglect and a continued lack of interest on the part of many building owners. All but a few buildings had suffered an erosion of their architectural character. Many of the original building facades had been completely covered over with characterless aluminum and plastic, while others simply had their most character-giving architectural features removed."

Guidelines for the rehabilitation of buildings and facades were borrowed from documents prepared for other cities and incorporated into the text. Coordination of rehabilitation work through a Downtown Improvement Organization was proposed. The design of new construction and signage compatible with the character of Downtown was emphasized.

The plan considered creation of a local historic districts for Downtown but determined that design review would be controversial and difficult to administer. The plan proposed designation of a **Downtown National Register historic district** instead noting benefits from the availability of possible National Park Service grants and federal historic preservation tax credits, which had been enacted in 1976. Preparation of a Downtown National Register historic district was considered an immediate high priority action and was successfully implemented in 1984.

The 1979 Downtown Revitalization Plan was the beginning of a decades long initiative to improve Downtown Beverly and celebrate its historic buildings and character. A considerable amount of volunteer effort was put in researching and writing the plan, and a number of its proposed actions were implemented. Most importantly, however, the work raised awareness of the need and desire to revitalize Downtown Beverly and pointed the direction toward ways in which revitalization could be achieved. Downtown Beverly today can be considered the realization of the 1979 vision.

1984-1987 BEVERLY MAIN STREET PROGRAM

The 1987 Historic Preservation Plan states that the City created a Beverly Main Street program over the three-year period from 1984 to 1987. Distinct from the Beverly Main Streets program founded in 2002, the initiative was an appropriate way to enact the recommendations included in the 1979 Revitalization Plan.

The Beverly Main Street program was supported by state or federal funding. When the funding ended, the program was terminated and folded into a Beverly Business Association. While the Main Street program achieved the goal of organizing local businesses and forging a common sense of purpose, it was not successful in the rehabilitation of buildings or effective in the work of its design review board. The 1987 Historic Preservation Plan noted that "While the program has been instrumental in promoting the economic vitality of Main Street, not all of the goals of the Main Street Program have been realized."

1987 HISTORIC PRESERVATION PLAN

In the autumn of 1987, five Boston University M.A. candidates from the Preservation Studies Program under the direction of professor Patricia Weslowski prepared a preservation plan for Beverly titled, *Historic Beverly: Future, Study Findings and Recommendations by the Boston University Preservation Studies Program.* The plan was completed in December 1987 and was undertaken in association with the Historic District Commission with funding from the City.

The 1987 preservation plan is significant for both the background it provides and for the comprehensive nature of its approach and recommendations. According to the Historic Preservation Plan at the time the plan was being prepared, Beverly had just completed a 1986 update of its Master Plan. A copy of this 1986 Master Plan has not been located.

It is clear from the background summarized in the preservation plan that Beverly had been dealing with issues of decline and neglect in downtown neighborhoods for decades. The City has continued to address those issues into the 2000s.

The 1987 Preservation Plan is divided into four parts: (1) background on resources, planning issues, and the role of historic preservation; (2) recommendations for historic preservation, planning, and other areas of activity; (3) a special focus on Cabot Street and Downtown Beverly; and (4) a special focus on neighborhood conservation using the historic neighborhood between Cabot and Rantoul Streets as an example.

Significantly, the plan addresses historic resources as neighborhoods, districts, and local communities (such as North

Beverly and Beverly Farms) rather than as buildings in isolation. Its recommendations include:

- Need for the **comprehensive inventory** of historic resources throughout the City as well as several specific inventory recommendations (which has been and is continuing to be addressed);
- Expansion of the **Fish Flake Local Historic District**, established in 1971, to include the full extent of the expanded March 1986 Fish Flake National Historic District (not implemented);
- Adoption of a **Demolition Delay** ordinance (accomplished in 1991);
- Effective **design review** along the Cabot Street corridor as suggested in the 1986 Master Plan (improved in later years);
- Increased awareness of the historic resources of the City's many **diverse neighborhoods** in land planning and reservation;
- Establishment of a **Cabot/Rantoul Neighborhood Conservation District** for the historic residential area between Cabot and Rantoul Streets to include design review (not implemented);
- Become designated as a **Certified Local Government** (not implemented);
- Prepare nominations to the **National Register of Historic Places** for a set of specific resources (implemented in part over the years);
- Increase **staff and volunteer support** for the implementation of preservation recommendations and initiatives (implemented in part over the years);
- Use the **stewardship of City-owned historic buildings** as a model for preservation and appropriate maintenance and treatment (implemented in part over the years).

The 1987 Preservation Plan's specific focus on Cabot Street and the Cabot/Rantoul neighborhood is notable and reflects a recognition of issues and initiatives at the time. With respect to the Cabot/Rantoul neighborhood, the plan recommended that the neighborhood be designated as a Neighborhood Conservation District requiring design review similar to that of a Local Historic District. Issues related to the neighborhood included:

- Lack of identity;
- Physical decay;
- Inappropriate rehabilitations;
- Commercial intrusions;
- Lack of open space; and
- Inappropriate zoning density (building height).

Additional recommendations were made to help address these issues as well.

With respect to Cabot Street, the plan notes that design review had been initiated by ordinance in Downtown in 1981 but had been ineffective in effecting change. No projects utilizing federal historic preservation tax incentives had been implemented Downtown as of 1987, and upper floor vacancies were an ongoing issue. The plan notes that Beverly had implemented an official Main Street program between 1984 and 1987, but many of the program's goals had not been realized by the time it was ended. Downtown revitalization continued to be a City focus and priority over the decades after the Preservation Plan was completed.

1993 HISTORIC RESOURCE INVENTORY

The recommendation for a comprehensive inventory of historic resources in the 1987 Historic Preservation Plan was addressed in 1993 with preparation of the *Beverly Historic Cultural Resources Survey, 1992-93* by professional historian Margaret Hepler. The inventory was of high quality and significantly expanded the range and number of resources surveyed, providing a solid basis for later survey work. It included a thoughtful context discussion of Beverly's historical development. This inventory is reviewed in more detail in Chapter III of this Preservation Plan

1997 CUMMINGS CENTER REDEVELOPMENT

While not a planning document, the redevelopment of the Cummings Center in 1997 and later years has been an important milestone in Beverly's development. The Cummings Center is the adaptive reuse of the nearly 2 million square foot former headquarters of United Shoe Machinery Corporation (USMC), a North Shore landmark since 1903. The USMC site was the economic heart of industrial development in Beverly and significantly drove growth of the City and its historic working class neighborhoods.

Initial adaptive reuse of the historic site and its distinctive manufacturing buildings was completed in 1997 by Cummings Properties. Today, the site is a vibrant corporate campus with over 600 diverse businesses including dozens of corporate headquarters, major software developers, pharmaceutical, biotech, and other types of research firms, as well as service firms of all varieties. The site is the largest employer within the City and is a significant economic asset.

2002 CITY OF BEVERLY MASTER PLAN

Review of the 2002 Master Plan for Beverly is of interest in identifying issues considered important at that time, assessing the degree to which those issues have been addressed over the past eighteen years, and drawing comparison to the issues and approaches considered important today. The 2002 Master Plan can be considered the beginning of the City's successful revitalization efforts.

Vision and Goals

The vision for the 2002 Master Plan included "preservation of the City's heritage." The guiding principles include:

- Recognize and enhance the City's cultural and historical assets as a means to retain a **unique identity**, respect the past, and enrich the present;
- Maintain a diverse population within vital and **distinct neighborhoods** by providing the needed housing and amenities that recognize the unique conditions and requirements of each neighborhood;
- Maintain and promote a **vibrant downtown** that is business and people friendly, and provides a distinctive, high quality atmosphere and destination point; and
- Utilize all of the unique historic and natural qualities of the City to bolster its **image as a destination** for activities and enjoyment for both residents and visiting tourists.

The City's economic goals included utilization of the City's cultural assets for development of tourism as a new revenue source. They also included developing more City control of building and site design and sign regulations — establishing better design guidelines and facade improvement programs in the Downtown and adopting regulations and strengthening existing ordinances to provide City boards with the authority needed to enforce regulations.

Open space and residential development goals focused on protecting the character of Beverly's existing neighborhoods through regulatory standards that preserve and improve the quality of the neighborhoods.

Land Use

Land use recommendations included measures to recognize and maintain historic character. New development must come under well-defined design guidelines to protect and enhance the architectural and historic character of Beverly's neighborhoods and significant properties.

Downtown, the Master Plan supported the preservation of historic buildings. It noted that limited reinvestment downtown had helped preserve existing historic buildings, as properties have not been subject to development pressure. The plan recommended:

- Establishing additional **historic designations and districts** Downtown to preserve historic features;
- Coordinating and expanding site **plan reviews** of projects to protect and enhance the historic character of downtown; and
- Publishing and expanding the list of properties on the **historic register**.

Recommendations also included preserving the architectural character of downtown residential neighborhoods by adopting zoning ordinances that encourage sympathetic redevelopment through setback, massing, and other requirements.

Village and neighborhood centers were to be improved through a variety of programs and actions to help maintain village character:

- Design and implement a **streetscape improvement program**;
- Design and implement **signage improvements**;
- Research and implement sidewalk programs;
- Implement **neighborhood center district regulations**;
- Form **neighborhood groups**;
- Research and pursue **grant opportunities**.

The **Neighborhood District** zoning regulations were to be designed to maintain historic village character through the use of design guidelines.

Affordable Housing

The issue of affordable housing was examined thoroughly in the 2002 plan with a number of significant recommendations. The Master Plan notes that about 60 percent of the housing stock was built before 1960 and most of the smaller multi-family properties were built between 1900 and 1939 in association with the City's industrial development. The plan suggests that elements of both historic significance and functional obsolescence may exist, considering the changes in construction techniques, standards and materials over the years.

Open Space and Residential Development

The 2002 Master Plan comprehensively addressed open space in support of the City's then-current Open Space Plan. Open space and residential development were treated together in the plan, and historic preservation was included among the issues related to the character of new development.

The Master Plan proposed that historic and archeological significance be included in consideration of City permits and regulations. The plan stated that Historic and archeological significance should be required in the description of existing conditions on all applications for permits for building, subdivision, or special permits and that new construction or renovation to be compatible with neighborhood historic character. The plan also recommended adoption of regulations specifying waiting periods for disturbance or demolition, identification and notification of

historic resources on all properties presented for permit review, site plan review, or building permit.

Master Plan open space and residential development recommendations included:

- Adoption of a **Community Preservation Act** program (implemented in 2013);
- Creation of a **Preservation Trust Fund** for open space and historic preservation;
- Possible multi-family use of **large estate homes** under variance;
- Use of **Conservation Subdivision** zoning to preserve open space; and
- Design standards for **scenic and historic roads**.

Economic Development

The Master Plan proposed the redevelopment of the Bass River industrial district and Rantoul Street. Mixed commercial and multi-family residential development was encouraged with strong design standards and amenities. The Cabot Street corridor was recommended to remain a Main Street retail area.

Recommendations included:

- Relate to and connect Cabot Street and Rantoul Street properties directly to the Harbor with **physical connections and mixed land use** options;
- Focus pedestrian and **street improvements** on Cabot Street;
- Focus on **vehicular and transit access** improvements on Rantoul Street.

The Master Plan stated that the impact on the Downtown residential blocks, principally between Cabot and Rantoul, should be considered from the perspective of economic development or tax base, and from the perspective of quality of life for residents.

Tourism Development

Tourism was suggested as a new area of local economic opportunity to consider and that a tourism plan be prepared. Important concepts included

- Focus on the **authentic** aspects of local heritage and culture;
- Recognize that tourism has **limits** to support local initiatives;
- Ensure that tourist support facilities are architecturally and environmentally **compatible** with their surroundings;
- Provide education and **interpretation** of sites for the visitors,
- Provide **education to the community** on how to handle tourists;
- Promote of the **aesthetics and ecology** of the area;
- Understand **travel behavior** of tourists; and
- Create strategies to deal with the **impacts** on the community.

The plan proposed initiating the study and planning for development of tourism as a way to achieve new revenue sources using the existing and enhanced attributes of the community.

2003 DOWNTOWN DESIGN GUIDELINES

In 2003, the Beverly Planning Commission commissioned the preparation of Design Guidelines for Downtown Beverly in relation to a proposed Downtown Overlay District to include Cabot and Rantoul Streets from the waterfront to their intersection at the railroad crossing to the north as well as Elliott Street. The Design Guidelines were prepared by the Cambridge architectural firm of Chan Krieger & Associates.

The Design Guidelines were prepared to improve the

attractiveness and economic success of the Downtown area by providing a design reference for building owners, merchants, designers, and builders. The guidelines assisted the Beverly Community Development Department in reviewing building facade improvement projects and awarding financial incentives to building owners who wish to implement them. They have also been used to assist the Beverly Design Review Board in review of facade improvements. Beverly Main Streets, established in 2002, participated in the development of the guidelines.

The Design Guidelines are comprehensive and clearly presented and have continued to be used to guide design review of Downtown projects today. However, *PlanBeverly*, the 2020 Comprehensive Plan, recommends that the design guidelines be updated, primarily to address additions and new construction.

2005 HERITAGE LANDSCAPES

The Massachusetts Department of Conservation and Recreation (DCR) has developed a program for the identification of Heritage Landscapes, specific landscape areas within a community of distinctive quality and significance. Based upon the concepts and methodologies of cultural landscapes, the DCR's Heritage Landscape Inventory Program tends to focus on identifying landscape areas of high integrity, such as historic cemeteries, parks, and town greens.

In 2005, the DCR collaborated with the Essex National Heritage Commission (ENHC) to implement the Heritage Landscape Inventory program in Essex County communities, including Beverly. The primary goal was to help Essex communities identify priority landscape resources of community significance, particularly those that are significant and unprotected. The methodology for the program was developed in a pilot project conducted in southeast Massachusetts and outlined in the MDCR publication *Reading the Land*, which is available online.

The Beverly Reconnaissance Report of the Essex County Landscape Inventory identified five priority landscapes within the City:

- **Burial Grounds and Cemeteries** (Ancient Burial Ground, Central Cemetery, Conant Street Cemetery and Dodge Cemetery);
- **Downtown Waterfront** (Foster's Point to Hospital Point),
- **Goat Hill Neighborhood**;
- **Route 127 Corridor** (Lothrop and Hale Streets); and
- **Witches Woods/Common Lane** Area.

Additional landscapes of significance were identified as well through public workshops and listed in the report. Planning issues and recommendations specific to Beverly were outlined related to the priority landscapes listed above but also addressed general topics such as estates, neighborhoods and villages, scenic roads, and waterfronts.

With respect to neighborhoods, the Heritage Landscapes Inventory recommended that the Fish Flake Local Historic District be expanded to include the entire Fish Flake National Register District and that the Goat Hill neighborhood be inventoried, nominated to the National Register of Historic Places, and designated as a local Neighborhood Conservation District.

2010 STRATEGIC PLAN FOR DOWNTOWN

The Strategic Plan for Downtown Beverly, known as Downtown 2020, was prepared in 2009/2010 under the direction of the Beverly Main Streets Program. The plan was prepared by Community Land Use + Economics Group, LLC (Clue Group), specialists in downtown Main Street programs.

The Strategic Plan for Downtown has been important in providing direction for revitalization and improvements achieved Downtown over the past decade. Having completed many of the

plan's recommendations, Beverly Main Streets and its stakeholders are currently updating the plan as *Downtown 2030*.

The 2010 Strategic Plan focused on three interconnected, interdependent strategies:

- Strengthen and expand the district's **creative sector**,
- Strengthen Cabot Street's role as a **commercial center** for the community, colleges, and tourists,
- Strengthen Rantoul Street's role as a **center for small industries** and as a commercial center for the community.

Under these three strategies, the Downtown plan outlines a considerable list of recommendations and potential actions to strengthen business development, public activity, and streetscape character, including the revitalization of historic buildings.

The plan advocates for stimulating building redevelopment particularly of older and historic buildings. Recommendations included:

- Designing, seeding, and launching a small-scale incentive program for basic **facade improvements**;
- Creating a **historic preservation revolving fund**; and
- Encouraging and facilitating greater use of **historic rehabilitation tax credits** and New Markets tax credits.

The plan recommended adopting a form-based code, with embedded design guidelines, for Downtown Beverly. Form-based codes streamline the development process by making desired design elements clear from the beginning and making development decisions more predictable. Unlike traditional zoning codes that concentrate primarily on building use, with design being a secondary consideration, form-based codes concentrate primarily on design, with use being a secondary consideration. The codes are heavily illustrated, providing very specific guidance on location, building form, and the design of buildings and streetscape elements.

Additionally, the Strategic Plan recommended strengthening the design of the gateways to Downtown as well as wayfinding signs and systems.

2012-2013 COMMUNITY PRESERVATION ACT

The Community Preservation Act, M.G.L. c. 44B, was enacted by the Massachusetts state legislature in 2000 and allows Massachusetts cities and towns to raise monies through a surcharge of up to 3% of the real estate tax levy on real property. To augment local CPA revenues, the State annually distributes percentages from the State CPA Trust Fund to cities and towns. Funds may be used to:

- Acquire, create, and preserve **open space**;
- Acquire, rehabilitate and preserve **historic resources**;
- Acquire, create, preserve and support **community housing**; and
- Acquire, create, rehabilitate and preserve land for **recreational use**.

The Community Preservation Act was adopted by Beverly voters in November 2012. The first $100,000 of taxable residential value is exempt. On the remaining value, a surcharge of 1% is levied. Implementation of the CPA is undertaken by the Beverly Community Preservation Committee (CPC), as established by Ordinance passed by the City Council in July of 2013.

Since that time, the CPC has administered dozens of grants for historic preservation-related projects, which have received broad community support (and several of which have been grassroots efforts to protect historic resources.) Beverly's Community Preservation Act program is discussed further below in the review of the City's 2018 Community Preservation Plan.

2015 BEVERLY ARTS DISTRICT

The Beverly Arts District was initiated in 2015 in accordance with guidelines provided through the Massachusetts Cultural Council's statewide Cultural Districts Program. Planning was led by Beverly Main Streets in accordance with the goals of its Downtown 2020 plan. The Beverly Arts District is discussed further below in the review of its 2018 Beverly Arts District 2.0 Plan.

2016 OPEN SPACE PLAN

In 2015 and 2016, Beverly's Open Space and Recreation Committee prepared a comprehensive Open Space Plan for the City. The Open Space Plan is formatted in accordance with federal and state requirements that allow for application for grant monies for open space acquisition. The plan includes a thorough summary of background landscape and environmental conditions as well as an extensive inventory of open lands within the City. Recommendations for open space and recreation projects are presented for each of the City's Wards.

The extensive background for the plan includes a history of Beverly and a discussion of growth and development patterns. Environmental conditions are summarized including geology, soils, water resources, wetlands, vegetation, and contamination or brownfields.

The plan notes scenic resources and unique environments within Beverly that contribute to the City's character, specifically:

- The **Coastal Environment** of harbors, beaches, estates, and rocky outcroppings;
- **Scenic Roads** citing local roads with scenic views or historic values and noting Route 127's (Lothrop and Hale Street's) 2005 designation as a state scenic byway; and
- **Historic and Cultural Resources** including the Fish Flake Local Historic District, inventoried historic resources, Wenham Lake Reservoir, and Native American archeological resources.

The Open Space Plan identified the following six goals:

1. **Protect and acquire land** in Beverly of high natural, scenic, recreational, agricultural, community and urban gardening, and environmental value.
2. Increase and enhance the **public's opportunities** to enjoy open space and recreation activities in Beverly.
3. Protect and acquire land in more **urbanized areas** of the city (including downtown, Ryal Side, Goat Hill and North Beverly).
4. Create a **regional trail network**.
5. Increase opportunities for **public engagement** in environmental issues.
6. Coordinate with local public and private entities to increase opportunities for **shared active and passive recreation** and to also increase visibility and public awareness of the Committee and its actions in the community.

The Open Space and Recreation Plan is a comprehensive and important document with which the Historic Preservation Plan for Beverly should align. The Open Space Plan will guide the City's open space conservation initiatives for the foreseeable future.

Landscape is a central defining characteristic for historic preservation in Beverly. The City's historical development is inextricably associated with landforms, topography, water features and availability, coastal characteristics, soil quality, and plant communities. Of interest to the Historic Preservation Plan is the City's evolving cultural landscape derived through its historical development.

The Open Space Plan expresses a clear interest in scenic and historic landscape values, though it does not specifically address Beverly's cultural landscape, mention the City's Heritage Landscape Inventory, or include historic and cultural attributes in its inventory and assessment of open space parcels for preservation.

When open space is preserved, the historic and cultural resources associated with that landscape are preserved as well. Historic and cultural resources must, however, be recognized and appropriately treated. The opportunity exists to more closely relate open space and cultural landscape approaches to land conservation and recreation in Beverly.

2016 HISTORIC RESOURCE INVENTORY

A targeted historic resource inventory was undertaken in 2016 following up on recommendations from the City's 1993 historic resource inventory. The inventory was overseen by the Historic District Commission. The 2016 inventory recorded approximately 160 historic resources focusing on municipal and institutional properties, historic landscapes, and under-represented or under-documented historic resource types. The 2016 inventory is discussed in more detail in Chapter III of this Historic Preservation Plan.

2017 COASTAL RESILIENCY PLAN

Beverly Prepared a Coastal Resiliency Plan in 2017 with funding and support from the Massachusetts Office of Coastal Zone Management. Study assessed the City's vulnerabilities to rising waters, identified adaptation options, and identified resiliency themes and potential actions.

Overall, Beverly is vulnerable to rising waters form storms and climate change along its shoreline, in the Bass River area, and in wetland and stream corridors. The Bass River area is particularly vulnerable, with rising waters covering Elliott Street during some storm events. Beaches and low-lying portions of Route 127 – portions of West and Hale Streets – may also be vulnerable. The study did not identify historic neighborhoods as being vulnerable to direct inundation.

2018 COMMUNITY PRESERVATION PLAN

The 2018 Community Preservation Plan was prepared by the Beverly Community Preservation Committee (CPC) as an update to a plan that was prepared after the CPA was adopted in 2012. The 2018 Plan guides funding priorities and processes for FY2019 (July 2018 through June 2019). The Plan provides a description of the Community Preservation Act (CPA) as it applies to the City, a definition of CPA goals, and procedures by which the CPA is administered. The plan is an informational document for citizens, a guideline for applicants seeking project funding through CPA, and a blueprint for CPA Committees in making recommendations to the City Council for project funding.

Under the funding category for historic preservation, the 2018 Community Preservation Plan outlines priorities in accordance with the following goals:

- **Save historic properties that would otherwise be lost.** For example, the acquisition of properties or historic preservation restrictions on properties that are, or have been, under a demolition delay order from the HDC.
- **Preserve threatened or vacant municipally owned historic buildings,** including (but not limited to) Briscoe Middle School, the Powder House and the Dead House (receiving tomb) at Central Cemetery.
- **Rehabilitate and preserve historic commercial centers** – the downtown district and Beverly Farms center – including historically appropriate improvements to

facades, streetscapes and landscapes.

- **Preserve publicly accessible historic properties.**
- **Preserve historic landscapes** such as parks, cemeteries, streetscapes, gardens, estates, and grounds of historic municipal buildings.
- **Preserve historic landscapes, vistas, and public ways through conservation restrictions and historic preservation restrictions.**
- **Preserve archaeological resources** to learn more about the city's history and pre-history. Examples include the Bass River Tidal Mill and the J.C. Phillips Nature Reserve (former Phillips Estate).
- **Preserve archival materials and artifacts** that contribute to public understanding of the city's history and/or preserve public records.
- **Preserve and adaptively reuse historic properties** that contribute to the city's cultural economy, specifically the Beverly Arts District.
- **Support the work of nonprofit historic preservation organizations** and groups that have historic preservation as their core mission.

Since its enactment, Beverly's CPA program has provided significant funding for the preservation and rehabilitation of historic buildings owned by non-profit organizations and the City, the inventory of historic resources throughout the City, and the preservation of archival documents.

Ten percent (10%) of this funding available through both local and state sources must be spent or set aside in each of the three CPA project categories – Open Space, Historic Preservation, and Community Housing. The remainder (70%) is placed in a general reserve account and can be spent on any of the three categories in addition to outdoor recreation projects.

Application for CPA funding for historic projects requires that projects receive a Determination of Historic Significance from the Historic District Commission. The rehabilitation of historic properties must be carried out in accordance with *The Secretary of the Interior's Standards for the Treatment of Historic Properties*.

2018 BEVERLY ARTS DISTRICT 2.0 PLAN

The Beverly Arts District 2.0 Plan was completed in December 2018 and was prepared by Metropolitan Area Planning Council (MAPC) staff with funding through a technical assistance grant from the MAPC's Arts and Culture Division. Beverly Main Streets and the City of Beverly led the plan's local team.

The Beverly Arts District was initiated in 2015 in accordance with guidelines provided through the Massachusetts Cultural Council's statewide Cultural Districts Program. Planning was led by Beverly Main Streets in accordance with the goals of its Downtown 2020 plan. The City's Downtown planning and streetscape improvements have directly supported Arts District implementation. Parking, bicycle, and hotel planning studies have also supported the District.

Massachusetts Cultural Council funding support for the Arts District ended after its first year. Current planning priorities for the District focus on new funding sources, staffing, and coordination with the variety of stakeholders.

The Beverly Arts District is a central initiative important to the identity and economic vitality of Downtown Beverly. From a historic preservation perspective, the character of Downtown embraces the District's historic buildings and their ongoing use.

The Arts District Plan outlines five goals:

Goal #1: Establish a **sustainable management and funding structure** for the Beverly Arts District.

Goal #2: Strengthen Beverly Arts District's role as a **portal to**

arts and culture throughout the City.

Goal #3: Establish a **distinctive character** for the Beverly Arts District through **public art and creative placemaking**.

Goal #4: Expand access to opportunities for **creative development, participation, and expression** in Beverly.

Goal #5: Strengthen **physical infrastructure in and connections** to the Beverly Arts District.

Goal #3 advances a distinctive visual character for the Beverly Arts District public realm through a coordinated public art strategy and coordinated community development efforts through creative placemaking — including the historic character of the district's buildings and streetscape, considered as cultural expressions of time and place.

Goal #5 ensures that public realm improvements leading to the District draw visitors into the District. Wayfinding, public art, and branding establish the District as a gateway to the arts in Beverly. Again, the District's historic buildings are integral to its character and to its appeal to visitors and residents.

The Arts District Plan outlines detailed implementation steps related to each goal cited above. They include activating the Districts for artists, services and opportunities for artists and partnering entities, installation of public art throughout the District, public infrastructure improvements, programming and events, public outreach and promotion, and management. Beverly's Historic Preservation Plan will align with these actions with respect to Downtown Beverly.

2018 DOWNTOWN HOTEL FEASIBILITY STUDY

In support of Downtown revitalization, Beverly studied the feasibility of developing hotels Downtown within the area defined by Cabot and Rantoul Streets from the waterfront to their intersection near the railroad crossing further north. The study examined market conditions, hotel location, criteria, benefits to the community, and the public sector's role in encouraging hotel development.

The study found that that (a) demand for hotel rooms has increased regionally over the past five years, (b) there are significant demand generators in close proximity to Downtown amidst a vital and growing economy, (c) Downtown Beverly provides a host of restaurant and entertainment amenities along with good access and train service to Boston, and (d) a hotel would complement the existing mix of commercial and cultural uses Downtown.

The study notes that hotel use is permitted by special exception Downtown and that City infrastructure improvements and placemaking projects along Rantoul and Cabot Streets demonstrate the type of public commitment that should encourage private sector investment. The City has various public financing incentives available to potential developers.

As stated, the creation of a walkable Downtown that offers a vibrant mix of housing, commercial, and cultural uses is a core land use and economic development goal. The addition of a hotel to Downtown would further this goal and complement the variety of uses already thriving. This perspective is embraced by the 2020 Comprehensive Master Plan.

2019 HISTORIC RESOURCE INVENTORY

An additional targeted historic resource inventory was undertaken in 2019 following up on recommendations from the 1993 and 2016 historic resource inventories. The 2019 inventory concentrated on residential properties, including the planned residential development of Prospect Hill and a number of residences related to Beverly's summer resort history. The work documented 57 separate properties or resources, including 28 properties in the area form for Prospect Hill, 14 individual

resources in the area form for 110 Common Lane, and 11 individual resources in the area form for Burnside. The 2019 inventory is discussed in further in Chapter III of this Historic Preservation Plan.

2019 COMMUNITY HOUSING PLAN

Beverly prepared a Community Housing Plan in 2019 to assess current housing issues and needs and to develop a strategy through which they may be addressed. The plan was funded through Beverly's Community Preservation Fund (Community Preservation Act) and Massachusetts Department of Housing and Community Development was prepared to comply with requirements that will enable Beverly to qualify for state and federal housing grants.

Affordable housing has been a topic of concern in Beverly for decades and was raised in planning studies, including the 2002 Master Plan. It is a strong focus of the current 2020 Comprehensive Master Plan as well. The current Comprehensive Plan refers to and adopts recommendations of the 2019 Housing Plan. Housing issues are particularly focused on historic downtown neighborhoods in Beverly where many rental and multi-family properties are located.

The 2019 study found that even though Beverly exceeds the statewide goal of providing 10% of affordable housing in the City's year-round housing stock, increasing property values and changing demographics are making it difficult for many residents to afford homes within the City.

Demographic changes in Beverly include shifts to fewer children, more older adults, and increasing numbers of smaller, non-family households. Beverly is losing younger residents and gaining older ones. The City's older residents tend to have higher incomes and are able to afford higher home and rental prices. Poverty in the City is comparatively low (8.6% in 2014 vs 11.3% countywide and 11.6% statewide). However, increasing numbers of families are struggling to pay for their housing while prices continue to rise.

Beverly has little racial diversity as minority residents represent only 5.8% of the City's population as compared to about 20% for the county or state. Homeownership in Beverly stands at 61% as opposed to 63% and 62% for the county and state. About 35% of all Beverly housing is multi-family as opposed to about 31% for the county and state.

Issues identified included (a) increasing the mix of housing types available, especially rental housing, (b) Increasing home ownership especially for first-time home buyers, and (c) improving substandard housing with deferred maintenance needs, particular issue related to some older historic neighborhoods.

Strategies include:

- Establish an **Affordable Housing Trust**;
- Redevelop the **Bass River Area** with mixed-use development (see Harbor Master Plan);
- Modify the **Accessory Apartment Ordinance** to increase the availability for accessory dwelling units;
- Reintroduce a **Housing Rehabilitation Program** to provide financial assistance for home maintenance;
- Modify the **Inclusionary Zoning Ordinance** to support creating additional affordable housing as part of private development;
- Pursue opportunities for additional **multi-family, mixed-use, and transit-oriented development** as adopted by the 2020 Comprehensive Plan; and
- Support **small-scale infill housing** development and conversions.

2019 HARBOR/WATERFRONT MASTER PLAN

Beverly's 2019 Harbor/Waterfront Master Plan outlines the conceptual design of the City's waterfront, including three identified sub-areas, and provides documentation of goals, strategies, and actions for the plan's implementation. Implementation of the Harbor/Waterfront Master Plan is a major goal of Beverly's 2010 Comprehensive Plan.

The City of Beverly has over 12 miles of waterfront, including (a) Beverly Harbor, (b) the confluence of the Danvers and Bass Rivers (Goat Hill neighborhood area), and (c) the eastern bank of the Bass River waterfront (both upper and lower).

These three sub-areas have distinct identities and provide significant redevelopment opportunities for land- and water-based activities to serve existing residents and to attract visitors. These activities will support and be supported by future development that will add variety to the housing stock and increase available jobs within the City.

Seven goals support this vision and are tied to specific strategies and actions in the Implementation Program:

1. **Connect** the Harbor and waterfront to each other and to the neighborhoods/ Downtown by walkways, paths, and public access.
2. Identify opportunities for increased **economic development**, including commercial marine activities, throughout the Harbor/Waterfront Area to support a mix of land uses and provide more ways for people to access and enjoy the waterfront.
3. Support Beverly's **commercial fishing fleet**.
4. Increase **public access** to the water, including support for and encouragement of recreational boating.
5. Develop a **distinct identity** for each of the three sub-areas of the HWA.
6. Promote the **maritime heritage** of the City, including cultural, historic, and natural resources.
7. Increase the **resiliency** of the Harbor/Waterfront Area given current and projected flooding and the projected impacts of sea level rise.

The Harbor/Waterfront Plan delineates future development areas along the Bass River waterfront, current and future open space, pedestrian linkages and waterfront access, proposed parking areas, infrastructure improvements, and interpretive potential. Goat Hill and the Fish Flake Local Historic District are located within the Waterfront Area and would benefit from its redevelopment but would not themselves be further developed.

2019-2020 CABOT STREET IMPROVEMENTS

In the spring of 2019, work began on streetscape improvements along Cabot Street from Winter to Abbott Streets implementing design constructions documents. The project included complete reconstruction of the roadway, widening of sidewalks, and improvements consistent with the Beverly Bicycle Plan.

The streetscape project also includes an increase in the number of trees planted, sidewalk bump outs, and new ornamental street lighting, which will provide a more pedestrian friendly environment. The streetscape project will help invigorate Downtown Beverly with economic opportunities from within as well as attract those interested in a destination to live, work, dine, and shop. It will have a positive impact on adjacent historic buildings first by reinforcing their character through the quality of its design and second by making the streetscape more appealing for pedestrians.

2020 COMPREHENSIVE MASTER PLAN

The Comprehensive Master Plan for Beverly was being updated as work on the Historic Preservation Plan was beginning. The current Master Plan replaces the plan developed in 2002. Recommendations for the Comprehensive Plan were reviewed publicly in December 2019. The plan outlines the City's development priorities and provides an opportunity for close coordination and support by the Preservation Plan. The role of historic preservation in implementation of the Comprehensive Plan recommendations will be highlighted.

The Comprehensive Plan is divided into seven topics:

1. Land Use and Built Form;
2. Economic Development;
3. Housing;
4. Mobility;
5. Natural Resources, Open Space & Recreation;
6. Cultural and Historic Resources, and
7. Facilities and Services.

Key strategies and recommendations related to historic preservation are outlined below.

Land Use and Built Form

Goal A: Encourage Sustainable Transit-Oriented Development – *Leverage City policy to reduce the climate impact of new development and concentrate new growth in targeted areas with access to transit, infrastructure, and amenities.*

The Comprehensive Plan proposes new multi-family and mixed use development in transit oriented locations along the **Bass River** and in the vicinity of the **North Beverly** commuter rail station. The Bass River development builds upon the conceptual design recommendations outlined in the Harbor/Waterfront Master Plan.

The development proposals in the vicinity of North Beverly station call for relaxing zoning requirements and construction of a denser street network. **Historic preservation implications** of the proposal should be examined.

Goal C: Strategic Infill Development – *Guide new growth to be compatible with existing neighborhoods and historic areas.*

The plan proposes creating **Neighborhood Commercial Districts** oriented to the streets with modified zoning requirements. The districts would encourage mixed use residential and commercial uses. Their potential relationships to and ability to help **strengthen historic neighborhoods** should be explored. **Context sensitive design** solutions should be sought.

Recommendations for **Downtown Beverly** include

- Replacing control of abutting residential districts with a uniform set of dimensional requirements,
- Remove the Tall Buildings Overlay District,
- More transparent and predictable regulations that produce an urban character consistent with historic fabric along Cabot and Rantoul streets,
- Reforming design review and permitting processes,
- Prioritizing historic preservation and contextual design for new development, and
- Producing projects of a higher quality of design.

Goal D: Conservation and Preservation – *Facilitate productive reuse of historic properties and limit new development in low-density areas and greenfield sites.*

With respect to historic areas and resources, the Comprehensive Plan proposes:

- Adopt zoning to allow **conversion of large estates** and buildings (referred to as Cultural Heritage Properties) to

other uses and discourage their demolition.

- Update **design guidelines for Downtown to encourage reuse** of historic buildings.
- Encourage **preservation and reuse** of historic buildings, and/or development that complements historic urban form.

Goal E: Transparency and Predictability – *Align land use regulations with community vision in order to facilitate more predictable and desirable outcomes.*

The Comprehensive Plan proposes updating zoning in targeted growth areas to reduce the reliance on special permits and variances and updating **Design Review Board** composition requirements and guidelines in:

- Reviewing the **role and composition** of the Design Review Board, and
- Establishing **new design guidelines** for various zoning and historic districts to provide more appropriate design requirements, stricter standards, and greater clarity on what is permitted in respective zones and neighborhoods.

These recommendations specifically relate to historic commercial areas.

Housing

Goal A: Housing Supply – *Increase the amount and diversity of housing options for individuals and families at different life stages, household compositions, physical needs, and socioeconomic levels to align with projected need.*

The Comprehensive Plan builds upon recommendations in the 2019 Housing Strategies for Beverly. It advocates for:

- Evaluating the option for **Smart Growth Overlay Districts** under Chapter 40R within a half-mile radius of all train stations;
- Reiterates proposals for denser multifamily and mixed-use development in the **Bass River** and **North Beverly station** areas,
- Enabling the development of a **wider range of housing types**, including two- and three-family dwellings, bungalow/cottage housing, townhomes, and community housing throughout the City, and
- Allowing the **conversion of large estates and Cultural Heritage Properties to multi-family** while requiring that conversions maintain historic or cultural character of the buildings.

Recommendation could impact existing historic neighborhoods. Recommendations related to livable and sustainable communities, market affordability, and housing stability promote home ownership and attraction of different types of residential markets.

Goal E: Form and Design *Encourage housing and new development that positively contributes to the built form of Beverly's diverse neighborhoods.*

The Comprehensive Plan respects the varied character of different neighborhoods and villages within the City, most of which are historic. The plan proposes:

- Create **design guidelines for small infill projects** that are compatible with existing built fabric but at **higher densities**,
- Create **new dimensional standards for Neighborhood Commercial zoning districts** that enable small mixed-use buildings that are consistent with the built form of **historic "main street" districts** like Beverly Farms:
  - Retail ground floor with walk-up residential units above
  - Zero front setback (buildings come up to the

sidewalk) and reduced side setbacks
    - Reduced parking, required to be located in the rear,
- **Strengthen historic preservation strategies** and encourage adaptive reuse and
- In **larger redevelopment sites**, adjust dimensional requirements to produce pedestrian-oriented environments, rather than auto-oriented, suburban environments (Bass River and North Beverly station).

Economic Development

Goal A: Expanded Tax Base – *Expand and diversify the tax base to increase revenue for municipal services including public safety, public education, community services, and infrastructure upgrades.*

Recommendations for expanding the City's tax base reiterate the development of the **Bass River** and **North Beverly station** areas. It also recommends leveraging the Opportunity Zone Program in lower Downtown to market redevelopment sites and attract new investment.

Goals B, C, and D related to retaining and attracting jobs, industry diversification, and small business support:

All in part emphasize the strengthening of Beverly's Downtown **arts and entertainment district**. Recommendations include programs to bolster arts related tourism, supporting artists, and development of Downtown hotels.

Goal E: Sustainability and Identity – *Promote environmental sustainability and enhance the distinct character of each of Beverly's existing commercial clusters in order to ensure businesses and districts will thrive in the long-term.*

Comprehensive Plan recommendations note:

- In the **Cabot Street** commercial district, **strengthen historic preservation and adaptive reuse**, and enhance the visibility of the Arts District through public art and public realm improvements,
- Enhance public access to the **Water Street waterfront** area while simultaneously preserving the existing marine commercial use, and
- Pursue opportunities to create a **distinct identity for Rantoul Street** separate from Cabot Street. Higher-density housing and four breweries in the Rantoul/Park corridor may foster a more youthful vibe than Cabot Street.

Open Space and the Environment

Goal A: Expansion, Maintenance, and Accessibility – *Preserve, enhance, and better connect Beverly's existing open space network for all citizens regardless of age or ability.*

Implementation of the **2016 Open Space Plan** is recommended, creating an Emerald Necklace open space network throughout the community. Development of the City-wide **trail network** is highlighted along with requiring new development projects to include investments in public open space.

Goal B: Natural Resources and Development Balance – *Balance development needs with preservation of natural resources, focusing redevelopment in key areas that have already been developed in order to protect the natural environment.*

The Comprehensive Plan supports concentrating new growth in areas where it takes the form of **redevelopment and infill**, rather than new development of greenfield areas. Recommendations of the 2016 Open Space Plan are highlighted in protecting open space in collaboration with non-profit partners. Focus should be on **at-risk** properties.

Revisions of the **Open Space Residential Design** ordinance is recommended limiting the impact of new development in unprotected open space areas. Increasing **lot size** is recommended for zoning districts in priority conservation areas.

Goal C: Outreach and Education – *Increase awareness and stewardship of conservation land, open space, and recreational assets so that all members of the community can benefit from Beverly's robust natural systems.*

Implementation of the recently established **wayfinding** program is supported with addition of measure to increase the visibility of open space resources. Support for Beverly public recreation programs is provided.

Goal D: Climate Change Preparedness – *Enhance Beverly's resilience to the impacts of a changing climate and protect the lives and livelihoods of the community from its impacts.*

Measures to increase green infrastructure are encouraged, including the planting of street trees, which could enhance historic neighborhoods. Recommendations of the 2017 Coastal Resiliency Plan are supported.

Goal E: Waterfront Access – *Embrace Beverly's coastal heritage by increasing public access to the waterfront and water-based activities.*

The Comprehensive Plan supports implementation recommendations in the 2019 Harbor/Waterfront Master Plan and proposes creating a Beverly Waterfront Trail.

Cultural and Historic Resources

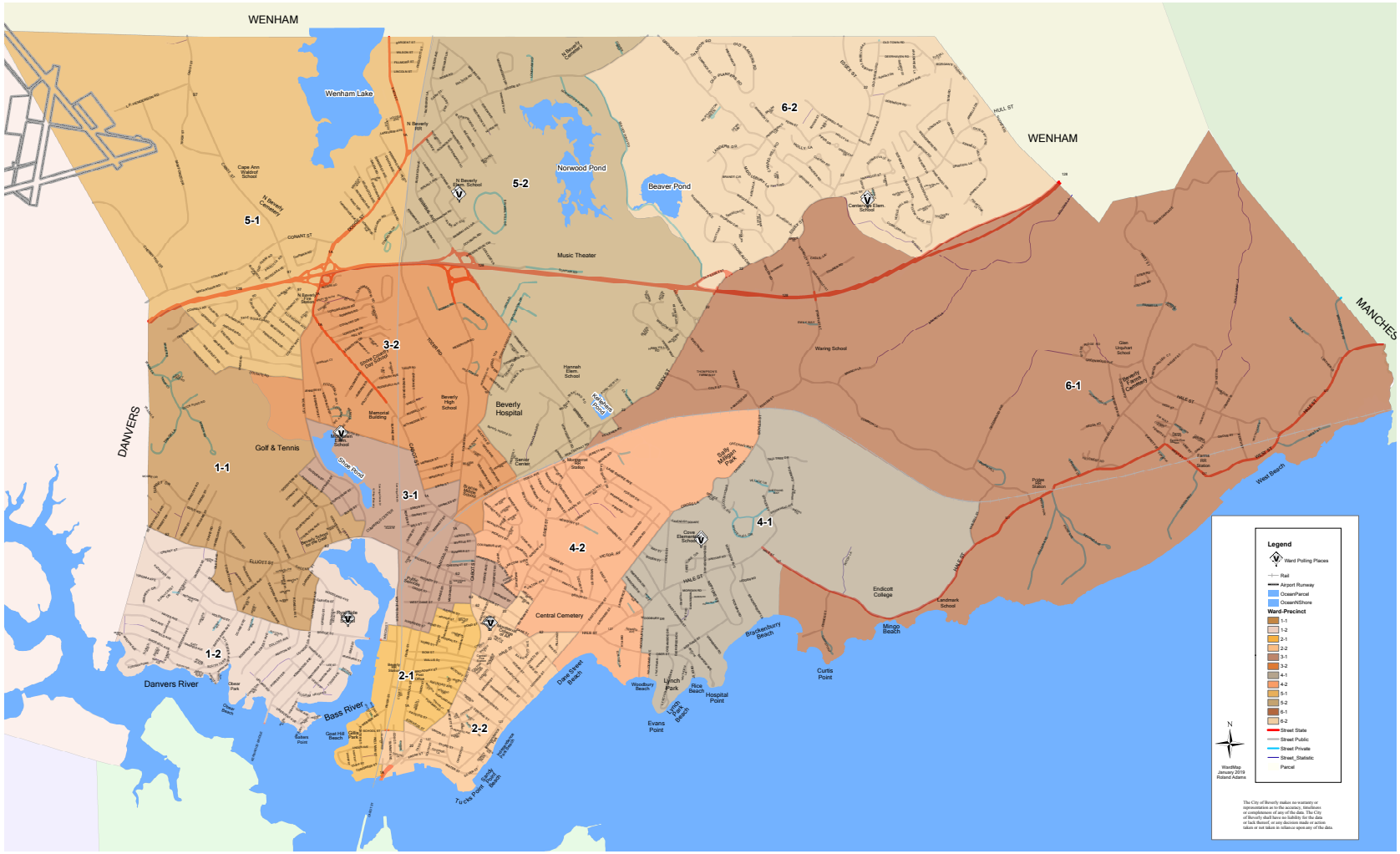
Goals A, B, C, and F related to the Cultural and Historic Resources section emphasize arts and culture by increasing programming and events, encouraging public participation, highlighting cultural history, and incorporating public art in locations throughout the community.

Proposals include an **interpretive program** with exhibits and online media. The emphasis on art and culture supports recognition of community character and historic preservation.

Goal D: Historic Preservation – *Preserve our cultural and historic places and landscapes, including municipally-owned historic assets, balancing preservation with complementary new development.*

Many of the recommendations in this section of the reiterate topics and recommendations from the Land Use section:

- Complete a comprehensive **Historic Preservation Plan** to identify specific preservation strategies the City can implement to preserve its historic resources,
- Prioritize historic properties **at risk** of being lost,
- Acquire or place **historic preservation restrictions** on high-priority properties,
- Update zoning and design guidelines for **Downtown Beverly** to encourage adaptive re-use of historic buildings and new development that complements the historic urban form,
- Update zoning for **Neighborhood Commercial districts** to discourage auto-oriented building form and site design, and ensure that infill development is consistent with the historic urban form,
- Consider creating **local historic districts** in neighborhoods with strong historic character that are at risk of experiencing redevelopment that negatively impacts that historic character,
- Complete and approve the **Cultural Heritage Properties Ordinance** to facilitate the protection and appropriate redevelopment of large historic buildings and estates, and
- Encourage and facilitate greater use of **historic tax credits** for the rehabilitation and restoration of historic buildings.



Ward Precinct Map of Beverly

ANNOTATED LIST OF PRESERVATION PARTNERS AND STAKEHOLDERS

The following list of potential Preservation Partners and Stakeholders was prepared to identify organizations with interests in historic preservation and historic resources in Beverly. The list was also used to guide outreach during preparation of the Historic Preservation Plan for Beverly. Through outreach and discussion, the planning team sought to coordinate with entities that have interest in Beverly's historic properties and identify mutually supportive roles that the entities might play in the Preservation Plan's development and implementation.

This list of Preservation Partners and Stakeholders has been divided into various groupings, ranging from state and regional partners; to City governmental departments, boards, and commissions; to other types of local entities. Information describing partners and stakeholders has been drawn from their websites, reports, and other publicly available sources.

STATEWIDE PARTNERS

Massachusetts Historical Commission (MHC)

The MHC is the designated State Historic Preservation Office in Massachusetts, a governmental entity responsible for managing the Commonwealth's historic preservation program in partnership with the National Park Service at the federal level. The Historic Preservation Plan for Beverly is funded in part through a grant from MHC and is being prepared in partnership with MHC staff. See the Introduction to Historic Preservation Planning earlier in this chapter for additional information on MHC organization, responsibilities, and programs.

Preservation Massachusetts

Preservation Massachusetts is a statewide non-profit historic preservation organization dedicated to preserving the Commonwealth's historic and cultural heritage. Preservation Massachusetts is an advocacy and education organization working with individuals, organizations, and businesses to revitalize their communities, historic buildings, and landscapes through historic preservation. Among its initiatives most important to communities is its Circuit Rider program through which Preservation Massachusetts provides technical assistance to municipalities.

Community Preservation Coalition

The Community Preservation Coalition is an alliance of open space, affordable housing, and historic preservation organizations working with municipalities to help them understand, adopt, and implement the Massachusetts Community Preservation Act. The Coalition was formed in the 1990s with the goal of achieving passage of the Community Preservation Act. With leadership and help from a diverse Steering Committee, the Coalition works to preserve Massachusetts communities' unique character by advocating for and supporting the Community Preservation Act, advancing smart growth and sustainable development for

communities across the Commonwealth. The Coalition is a statewide reference to local communities for guidelines and use of the Community Preservation Act.

Massachusetts Cultural Council

The Massachusetts Cultural Council is a state agency promoting excellence, inclusion, education, and diversity in the arts, humanities, and sciences fostering a rich cultural life for Massachusetts residents and contributing to the vitality of communities and economy. The Cultural Council receives an annual appropriation from the state legislature and funds from the National Endowment for the Arts, and others. In turn, the Massachusetts Cultural Council makes thousands of grants directly to non-profit cultural organizations, schools, communities, and individual artists.

Beverly participates in the Massachusetts Cultural Council's *Local Cultural Council Program* through which the City receives an annual grant, which it in turn distributes to local organizations through the City's Cultural Council, discussed further below under Boards, Commissions, and Committees.

The Massachusetts Cultural Council's *Cultural District Program* is particularly relevant to many heritage tourism communities. Beverly established a Beverly Arts District in 2015 in accordance with the program.

REGIONAL PARTNERS

Metropolitan Area Planning Council

The Metropolitan Area Planning Council (MAPC) is the regional planning agency serving the people who live and work in the 101 cities and towns of Metropolitan Boston. Established in 1963, MAPC is a public agency created under Massachusetts General Law Chapter 40B Section 24. MAPC is governed by representatives from each city and town in its region, as well as gubernatorial appointees and designees of major public agencies.

Each municipality within the greater Boston region belongs to one of eight MAPC sub-regions, each led by a MAPC staff member. Each sub-region includes municipal officials and regional and community stakeholders, who work together to develop an annual work plan and priorities.

Beverly is located within the **North Shore Task Force** (NSTF), a group of 16 communities north of Boston working collaboratively on regional issues. The goal of NSTF is to cooperate with and assist each member municipality in coordinating its planning and economic development so as to obtain maximum benefits for the North Shore district.

Member communities focus on a broad range of issues that affect the North Shore, including sustainable development, equitable housing, clean energy, climate change, and transportation. NSTF is guided by the principles found in the MetroFuture Plan, MAPC's regional development blueprint for the Boston Metropolitan area. Beverly coordinates with the MAPC and the NSTF in its community planning and growth management strategies and has received planning support from them over the years.

Essex National Heritage Area

The Essex National Heritage Area was designated by Congress as a National Heritage Area in 1996 and is a regional driver in heritage programming and promotion. Essex National Heritage Area encompasses 34 towns and cities along the coast and inland in a 500 square mile area north of Boston, including Beverly. The Heritage Area coordinates a wide range of partners in interpretation, education, conservation, and preservation with the goal of enhancing regional quality of life and supporting the regional economy through heritage tourism and other initiatives. The Essex Coastal Scenic Byway, which passes through Beverly, is a primary initiative of the Heritage Area.

The Essex National Heritage Area is managed by the **Essex National Heritage Commission (Essex Heritage)**, a non-profit organization based in Salem that takes a community-driven approach to heritage conservation and economic development. Working through public-private partnerships, Essex Heritage uses the region's heritage resources to engage diverse audiences and advance recognition of the value of the historic, cultural, and natural resources in the Heritage Area.

The ***Essex Coastal Scenic Byway*** is a 90-mile roadway linking 14 coastal communities and featuring historic communities, historic sites, landscapes, scenic views, and recreational opportunities. The Byway is a primary means of conducting visitors through the Heritage Area and promoting local sites and resources. Near Beverly, the Byway follows Route 1A across the Salem bridge, into Downtown, and east along historic Hale Street and the coastline toward Gloucester and Cape Ann. Beverly hosts a Byway visitor orientation kiosk in the heart of Downtown adjacent to City Hall.

Essex National Heritage Area manages a range of important programs to engage and support local partners, including:

- ***Partnership Grants*** to assist partners to educate the public, enhance facilities and protect endangered places while stimulating community investment through matching grants;
- ***Visitor Center Grants*** to provide funding to the 13 welcome centers around Essex County, allowing them to be open and accessible to the 2.7 million annual visitors to this region; and
- A ***Park for Every Classroom*** program to support K-12 educators in creating place-based service-learning projects with their students by working with local partners and utilizing their communities' natural, cultural, and historic resources.

As a National Heritage Area and part of the National Perk Service system, Essex National Heritage Area has exposure to audiences on a nationwide basis. The Heritage Area is a key regional partner for Beverly in supporting interpretation and presentation of the City's heritage and in promoting the City as a destination. Beverly is among the communities featured on the Essex National Heritage Area website.

The Trustees of Reservations

The Trustees of Reservations is a renowned regional non-profit organization preserving properties of exceptional scenic, historic, and ecological value in Massachusetts for public use and enjoyment. The Trustees care for more than 100 historic, scenic, and natural properties – nearly 25,000 acres – across the state. The Trustees are responsible for the stewardship of two significant historic properties in Beverly, Long Hill and Moraine Farm.

Long Hill is an estate and former family retreat that has been known for its gardens for almost a century. The 114-acre property was purchased in 1916 by *Atlantic Monthly* editor and publisher Ellery Sedgwick and his wife, Mabel, for its views of the rural North Shore. The couple constructed a Federal-style residence on

the property and set about designing gardens and landscape amenities that are renowned a century later.

Moraine Farm is a 275-acre property designed by Frederick Law Olmsted in 1880 for owner John C. Philips. The Trustees manage 37 acres of the original farm and work in partnership with other non-profit organizations on the larger property in its stewardship and use. These include the Waldorf School at Moraine Farm, Appleton Farms CSA, and Project Adventure. Essex County Greenbelt holds the property's conservation restriction, and the Friends of the Olmsted Landscape helps maintain the Olmsted landscape. The property is not currently open to the public.

Essex County Greenbelt

Essex County Greenbelt is Essex County's non-profit land trust, working with landowners and the 34 cities and towns of Essex County to conserve open space, farmland, wildlife habitat and scenic landscapes. Since its founding in 1961, Greenbelt has helped landowners, farmers, municipalities, and organizations protect over 17,500 acres of land.

Greenbelt owns and manages over 6,000 acres of conserved landscapes across Essex County, which are free and open to the public. Additionally, the land trust holds over 240 conservation restrictions, permanently protecting an additional 6,700 acres, owned by private individuals, municipalities, or organizations.

Within Beverly, Greenbelt manages the 126-acre Beverly Commons Conservation Area conserved between 1979 and 2011. Located along Greenwood Avenue near Route 128's Exit 17, Beverly Commons is a mosaic of protected land that includes an extensive trail network under a serene forest canopy. In colonial times the Commons was part of a major thoroughfare connecting Salem and Gloucester. During the witchcraft hysteria of 1692, a portion of the area became known as "Witches' Woods" after a number of families took refuge there.

Beverly Commons is a popular location for year-round recreation and interpretation of Beverly's geology and natural history. Trails and open dirt roads crossing hills and forest make the Commons a recreational destination for mountain biking, running, and snowshoeing. Impressive rock outcroppings and glacial boulders dominate much of the landscape.

CITY OF BEVERLY – DEPARTMENTS

Municipal policy is implemented and managed by an array of City departments under the direction of the Mayor. Eight City departments or offices are directly involved in municipal policy on historic preservation issues.

Department of Planning and Development

The Department of Planning and Development is responsible for coordinating the planning and development-related activities of the City, including land use and master planning, economic development, open space conservation, and historic preservation.

Economic and Business Development

Economic and Business Development provides support services to businesses within Beverly and facilitates the attraction of new businesses to the City. Historic character and quality of life are important promotional points in attracting new businesses. The Beverly Arts District and the historic Cabot Street commercial corridor are an economic focus for the City.

Grants Office

The Director of Grants is responsible for providing assistance to all City departments for research, application, administration, and management of grants from governmental and other sources. Federal and state grants have been instrumental in providing financial support for historic preservation initiatives such as historic resource surveys, National Register nominations, and bricks and mortar rehabilitation projects.

Parks and Recreation Department (Beverly Recreation)

Beverly Recreation is a City department serving under the City's Parks and Recreation Commission and provides active and passive recreational programming through the use of the City's 37 parks, beaches, and natural areas. Many of the City's parks are historically significant landscapes and feature historic resources.

Municipal Inspections Department

The Municipal Inspections Department is responsible for enforcing the State Building Code; State Plumbing, Mechanical, and Electrical Codes; and the Beverly Zoning Ordinance. Their work involves plan review; permit issuance; and inspection of all building, electrical, plumbing, gas, and mechanical construction in the City. Additionally, the department enforces code compliance with respect to property maintenance, which can often involve the treatment of historic buildings.

Department of Public Services

The Department of Public Services is responsible for a wide range of City activities related to the planning, development, and maintenance of the City's public physical infrastructure. The department is comprised of 10 divisions, including Building and Highway Maintenance, Cemetery Department, Engineering Department, Parks and Forestry, and others. Most importantly with respect to historic preservation, Public Services is responsible for the maintenance of the City's historic buildings, parks, and cemeteries.

Engineering Department

The Engineering Department is a division of the Public Services Department responsible for planning the construction of water, sewer, street, and drainage projects in Beverly. The Engineering Department manages the City's GIS system, allowing users to access GIS information from its MapGeo website.

Cemetery Department

The Cemetery Department is part of the Engineering Department and manages the three active City-owned cemeteries, which are significant historic landscape resources. Maintenance of the cemeteries is undertaken by separate maintenance personnel within the Public Services Department.

Veterans' Services

Veterans Services works on issues related to veterans in Beverly, assisting veterans with relationships with the federal Veterans Administration. With respect to historic preservation, Veterans' Services include care and maintenance of veterans' memorials as well as headstones of veterans in Beverly publically owned cemeteries.

Beverly Public Library / Board of Library Trustees

Beverly Public Library is located at 32 Essex Street just west of and facing the City's Commons. The Library building was constructed in 1913 by renowned New York architect Cass Gilbert. A historic branch library is located in Beverly Farms Village. The Library is governed by a nine-member Board of Trustees.

The Beverly Public Library loans over 350,000 items annually to almost 27,000 regular borrowers. The Main Library collection consists of over 125,000 books and the Beverly Farms branch of 22,000 books. In addition, the Library loans magazines, large print books, audiobooks, DVDs, eBooks, and admission passes to selected local museums. The library has a large collection of historic documents and information and is leading efforts to preserve public archives within the City.

The Library provides reference materials from electronic databases, an online shared catalog containing over 1,000,000 titles, an online periodical index, and full text services of 1,500 magazine titles. The Library hosts an art gallery, lectures, concerts, story hours, book discussion groups, and exhibits.

CITY OF BEVERLY – BOARDS, COMMISSIONS AND COMMITTEES

Beverly employs a number of boards, commissions, and committees to oversee and manage aspects of the City's interests. Several of the boards are required or inferred by the City Charter. Several others are required by City participation in state-sponsored programs. The individuals serving on these entities are volunteers selected for their interests and expertise, appointed by the Mayor, and approved by City Council. Entities managing aspects of municipal policy with potential impacts on historic resources include the following.

Planning Board

The Planning Board is responsible for overseeing implementation of the City's zoning, subdivision, and land development ordinances. Many proposed projects involve historic resources and neighborhoods. The Planning Board reviews and approves zoning and land development applications and recommends amendments to zoning and land development ordinances and regulations. The Planning Board is instrumental in implementing the City's growth management policies.

Zoning Board of Appeals

The Zoning Board of Appeals is a quasi-judicial body appointed by the Mayor and City Council to review applications for relief from aspects of the City's zoning ordinance. Most applications are in the form of special permits and variances related to proposed land development projects. Applications may relate to or have an impact upon historic resources or neighborhoods.

Historic District Commission (HDC)

The HDC was established in accordance with Massachusetts' Historic District Act with responsibility for administering Beverly's Historic Buildings and Districts Ordinance, enacted in 1971, and Demolition of Historic Buildings Ordinance, enacted in 1991. The HDC undertakes design review with respect to the Fish Flake Hill Historic District, issuing Certificate of Appropriateness for projects proposing changes to exterior architectural features within the district. The HDC also serves as Beverly's Historical Commission. The role of the HDC is discussed further in the preservation planning, ordinance, and other sections of this Preservation Plan.

Community Preservation Commission (CPC)

The CPC administers the City's participation in the Community Preservation Act, a state program providing matching funds to municipalities for local projects in four categories — Historic Preservation, Community Housing, Open Space, and Recreation. The CPC reviews applications from qualified applicants and recommends projects for approval for funding by City Council. Beverly's Community Preservation Act program is discussed further in the *Historic of Historic Preservation Planning in Beverly* section of this chapter.

Design Review Board

The Design Review Board reviews the design of projects in commercial and industrial zoning districts going through site plan review before the Planning Board. Downtown projects are reviewed in relation to the City's Downtown Design Guidelines and frequently impact historic properties and districts. The Board's recommendations are advisory and are often incorporated into the Planning Board's approvals for a project. The Design Review Board also reviews applications for sign permits throughout the City.

Parks and Recreation Commission

The Parks and Recreation Commission oversees management of the City's parks and related programs, working closely with Beverly Recreation, the Parks and Recreation Department. Many of the City's parks are historically significant landscapes and feature historic resources.

Open Space and Recreation Committee

Beverly's Open Space and Recreation Committee works to acquire and preserve land and ecosystems within the City. Open space lands include preserved natural areas, parks, playgrounds and fields, gardens, water resources, wetlands and beaches. The Committee assists in the creation of trails for passive recreation, community gardens, playing fields, beaches, and playgrounds. Public education is an important part of the Committee's mission and involves providing informational signage at open space properties, outdoor educational activities, and land use and protection workshops.

Cultural Council

Beverly's Cultural Council administers the City's participation in the Local Cultural Council Program of the Massachusetts Cultural Council. Annual funding to the City from the Massachusetts Cultural Council may be used to support grassroots cultural community-based projects in the arts, sciences, and humanities.

Beverly Affordable Housing Trust

Established in 2017, the Beverly Affordable Housing Trust is a mechanism through which the City can provide funding to support the creation and preservation of affordable housing for low-to-moderate-income households. The Trust is funded through contributions from developers through the City's Inclusionary Zoning Ordinance, Community Preservation Act funding, and other sources. Projects may involve the rehabilitation of historic housing and design of new housing in historic neighborhoods. The Trust is guided by actions outlined in Beverly's 2017 Community Housing Plan. Trustees include the City's Mayor, Planning Director, Treasurer, and Clerk.

PARTNERING ORGANIZATIONS AND NON-PROFITS

A variety of organizations collaborate with the City in programs and initiatives relating to historic resources, historic landscapes, and community character.

Historic Beverly

Historic Beverly is the City's historical society and the steward of three exceptionally significant historic sites and attractions. In addition to undertaking research and curating its historical archives, Historic Beverly presents a range of public programs to engage residents and visitors. Historic Beverly three historic properties are the principal attractions for heritage tourism in the City and include:

John Cabot House – The Beverly Historical Society was founded in 1891 by a group of local residents with interest in the City's history. The Society purchased the 1781 John Cabot House on Cabot Street as its headquarters in 1892. Today, the Cabot House serves as a regional visitor center and presents exhibits and space for public programming.

John Balch House – In 1932, the Historical Society acquired the 17th century Balch House from a group of Balch family members and preservationists. John Balch was one of the first settlers of Beverly. The historic Balch House is located on Cabot Street north of Downtown and is open to the public on a seasonal basis. The house is a significant artifact of early European colonization, and the Balch descendants remain important contributors to the Society. The property is open to the public from June through August and is available for offseason tours upon request.

Hale Farm – In 1937, the historic Hale Farm on Hale Street near Beverly Commons was acquired from Hale descendants. The farm features a 1694 residence built for John Hale, Beverly's first minister, and is associated with the 17th century witchcraft

hysteria with which Reverend Hale was deeply involved. Hale Farm illustrates the evolution of Beverly through its long association with a single prominent family. The property is open to the public from June through August and is available for offseason tours upon request.

In 2017, the organization became known as Historic Beverly. In addition to its three historic properties, Historic Beverly focuses on the preservation of documents and objects related to Beverly history. The organization actively collects about 1,000 new items yearly, mostly through donation. It provides research services to scholars, teachers, students, and the general public on the City's history.

Historic Beverly's public programming includes school programs, lectures, walking tours of Beverly's historic neighborhoods, field trips, and a series of special events.

Beverly Main Streets

Beverly Main Streets is the City's Main Street program focusing primarily on the City's two main downtown thoroughfares, Cabot Street and Rantoul Street. As centers of community economic and social life and places where residents and visitors gather, Beverly's downtown business corridors provide opportunity for public engagement and storytelling to increase awareness of the City's history and historic character.

Beverly Main Streets was founded in 2002 by a group of downtown business and property owners to support locally owned small businesses and enhance the small-town character that Downtown Beverly enjoys. The organization adopted the National Main Street model for revitalizing and strengthening Beverly's Downtown commercial center by leveraging it's distinctive cultural, educational, and historic assets. The Main Street model includes emphasis on the rehabilitation and adaptive reuse of historic buildings, facades, and streetscapes.

In 2010, Beverly Main Streets spearheaded preparation of a strategic plan, *Downtown 2020*. Having completed many of its recommendations, the plan is currently being updated as *Downtown 2030*.

Central to the revitalization program is the establishment and implementation of the **Beverly Arts District**, which was initiated in 2015 in accordance with guidelines provided through the Massachusetts Cultural Council's statewide Cultural Districts Program. The Beverly Arts District focuses on the distinctive visual character of Downtown Beverly through creative place-making, highlighting public art, historic character, and cultural programming.

The Arts District brings together local businesses, artists, educators, and performances to establish Downtown as a distinctive destination for residents and visitors. **Montserrat College of Art**, which is located Downtown within the district, is a principal driver and resource for the initiative, and its students, who live and work in Downtown, are a source of vitality and excitement. Private sector culture venues such as **The Cabot**, a historic 1920s theater, the 1912 **Larcom Theater**, and **9 Wallis** provide lively places for music, performance, and film.

Downtown Beverly's historic buildings are integral to its character and to its appeal to visitors and residents. Downtown provides an appropriate place for storytelling and interpretation of Beverly's history through exhibits and public art using authentic places to tell the stories of the City's people and historical development. Storytelling in Downtown Beverly will help increase public awareness of Beverly's history and historic resources while providing a significant enhancement that enlivens the public realm.

Greater Beverly Chamber of Commerce

The Greater Beverly Chamber of Commerce serves the communities of Beverly, Danvers, Hamilton, and Wenham, providing business leadership, support, and services that promote economic growth. The Chamber has been active for over 90 years. The Chamber is a proactive voice for the business community and a forum for identifying and addressing key issues, opportunities, and conditions affecting business. The organization provides information, resources, and networking opportunities for business development throughout the region.

The Chamber also serves as the regional destination marketing organization, promoting visitation through the *North of Boston Convention and Visitor Bureau* website, information, and promotion. This promotion is important to potential heritage tourism and interpretive initiatives in Beverly.

Montserrat College of Art

Montserrat College of Art was founded in the 1960s to provide professional education in the visual arts, focusing on the needs and interests of individual students. Monserrat became an accredited college level institution in the 1980s and moved to Downtown Beverly in 1990. Today the College serves over 370 students and is a significant presence in Downtown Beverly, occupying several important historic buildings both for academic programming and as student residences. The College is a major participant in the Beverly Arts District.

Endicott College

Endicott College was founded in 1939 as an independent woman's college and graduated its first class of 20 students in 1941. In 1988, Endicott became a four-year college. Its first coeducational class entered in the fall of 1994, and its first graduate programs were introduced in 1996. Today, more than 2,850 traditional undergraduate students pursue degrees on the Beverly campus, and 2,300 students enroll in doctoral, graduate, and accelerated undergraduate programs.

Endicott College was established in 1939 on a handsome estate with a Victorian mansion that accommodated both classrooms and living quarters. Today, the campus has grown to 235 acres with 56 buildings that include academic centers, residence halls, athletic facilities, an arts center, and state-of-the-art technology. Endicott continues to be a beautiful and supportive academic environment.

Endicott College is a significant institutional presence in Beverly and contributes to the community's quality of life. As in any "college town," students and visiting parents contribute significantly to the vitality of the historic Cabot Street corridor. Endicott's faculty are important contributors to the character of the community and live in residential areas throughout the City.

Harborlight Community Partners

Harborlight Community Partners (HCP) is a Beverly-based non-profit, Massachusetts-certified Community Development Corporation that develops, manages, and advocates for quality, service-enriched housing that is affordable and inclusive. Founded in the 1960s by the First Baptist Church in Beverly, HCP's projects include construction of new housing in historic neighborhoods as well as development projects in the surrounding suburbs. HCP is currently undertaking rehabilitation and adaptive reuse of the historic Briscoe School (original Beverly High School) in Downtown.

NEIGHBORHOOD CIVIC ASSOCIATIONS

Several neighborhood civic associations and other groups are active in Beverly representing local communities and historic neighborhoods.

Ward 2 Civic Association

The Ward 2 Civic Association (W2CA) represents Ward 2 in Downtown Beverly and is comprised of residents and businesses by participating in local issues and initiatives. W2CA supports projects believed by the majority of the members to be in the best interest of Ward 2.

The W2CA is a highly engaged civic association that has spearheaded several community improvement and historic preservation-related projects, including the restoration of the historic GAR Hall and the restoration of the historic steps at Gillis Park.

Ryal Side Civic Association

Ryal Side Civic Association is a non-profit community based organization working to improve the lives of the citizens of Ryal Side in Beverly since 1934. They organize community events for families, children, and adults, and work with the Ryal Side community to advocate for issues important to the neighborhood. Their success depends entirely on the involvement of the citizens of Ryal Side.

Beverly Cove Improvement Association

The Beverly Cove Improvement Association (BICA) is a neighborhood, non-profit civic association founded in 1921. BICA's purpose is to serve as a vehicle through which Beverly Cove residents may work together in creating a safe, pleasant, and civic-minded neighborhood. BICA draws upon the interests and talents of the membership to foster community spirit, solve problems, and improve the quality of life in Beverly Cove. All committee and board members are volunteers, proud to serve and call the Cove home.

The BCIA owns and maintains the Cove Community Center. The hall and grounds are the location of most BCIA events, and are also available for rental.

Beverly Farms Improvement Society

The Beverly Farms Improvement Society (BFIS) is a non-profit organization incorporated about 60 years ago by local residents whose aim was to improve the Beverly Farms and Prides Crossing communities by enhancing and preserving their natural beauties. Today, BFIS continues its original mission and has expanded its scope. BFIS has made substantial infrastructure improvements through many beautification initiatives throughout the community, including a recent initiative, funded through the CPA, to restore the historic fence at the Beverly Farms Cemetery.

BFIS receives donations and grants that are used for beatification, maintenance, and infrastructure improvements in Beverly Farms and Prides Crossing neighborhoods. BFIS has also created an endowment to support similar projects for future generations for all to enjoy.

Farms-Prides Community Association

The Farms-Prides Community Association (FPCA) owns the property located at 14 Oak Street in Beverly Farms, known as the **Hastings House**, which is used for many local community and family activities. The Mission of the FPCA is to enhance the quality of life for community members of all ages. Through the Hastings House, the FPCA provides a safe, inclusive, sustainable venue for cultural, educational, recreational, and celebratory activities.



CHAPTER III – INVESTIGATION & ANALYSIS

Beverly's strong economy and positive growth have been key factors in the City's solid position today. Through several decades of planning and public policy initiatives, Beverly has come to recognize the importance of community character in the City's quality of life. The significant roles that historic resources and historic character play in the community character and quality of life valued by residents have been increasingly evident. The City is poised to take additional positive steps to solidify and further develop its historic preservation program.

Chapter III summarizes the background related to historic preservation in the inventory and recognition of historic resources, public awareness and engagement, municipal ordinances and regulations, and municipal policy and management. This chapter outlines existing conditions with respect to historic preservation in Beverly and provides the basis for the strategies and recommendations presented in Chapter IV of the Historic Preservation Plan.

AN OVERVIEW OF HISTORIC PRESERVATION ISSUES AND CHALLENGES IN BEVERLY

The following is an overview of existing conditions that impact the approach and recommendations for historic preservation in Beverly to address resulting issues and challenges. These conditions, issues, and challenges have been identified through background research, field work, and conversations with stakeholders. Points outlined are drawn from sections of Chapters II and III of the Historic Preservation Plan reviewing and analyzing existing conditions related to the City's historic resources, growth and growth management, and public perception and support for preservation initiatives.

Most of the points outlined below are discussed in more detail in the sections they are drawn from as well as in the presentation of context related to the strategies and recommendations in Chapter IV, *Recommendations*.

This overview is presented in an outline format and is divided into three parts, **Historic Resources** – outlining the types, condition, and issues related the City's historic resources; **Growth and Development** – summarizing the larger physical context that is impacting historic resources; and **Historic Preservation Policy** – reviewing how historic preservation fits within the City's planning and policy framework.

HISTORIC RESOURCES

- Beverly is **rich in various types of historic buildings/resources** from all periods of the City's almost 400-year old history. *Issue: Need to recognize and plan for the full range of historic resources in Beverly.*
- Resources are closely associated with the economic and landscape conditions of their times and **portray the histories of their times** through their types, styles, and settings. *Issue: Need to recognize and plan for varying building and landscape conditions, some of which have changed dramatically.*

Early Historic Resources

- Most of Beverly's remaining early historic buildings were constructed in association with the City's early **agricultural and maritime** histories. Most early buildings are located along early **historic road corridors**, which are still important roads today. *Issue: Because of the decline of these industries, many buildings have changed use and been subject to alteration or loss.*
- A considerable number of early resources were constructed in the City's early **agricultural area** stretching from the Bass River through North Beverly. Because of its accessibility, this area has been the focus of a considerable amount of later development through multiple historic periods. *Issue: These early resources have been under development pressure over many decades and many have been lost or significantly altered.*
- Though early 17th and 18th century resources have been overwhelmed by intensive development in the 19th and 20th centuries, a number of **early resources survive** and were the focus of the City's initial historic preservation efforts in the 1960s and 1970s. *Issue: These resources continue to require recognition and special treatment.*

- In general, early resources (mostly historic residences) are widely recognized and are **valued and well treated** by their owners. *Issue: Public recognition should be promoted and appropriate treatment should be highlighted.*
- However, while several key **early buildings** have been preserved, others **are vulnerable to future development**. Their locations along the City's early road corridors have made them subject to surrounding commercial and residential development over many decades. Adequate historic preservation and growth management protections are not in place, and these resources remain vulnerable. *Issue: Need for specific preservation measures to protect early historic buildings from ongoing development pressure.*

Downtown Beverly

- Downtown Beverly is **comprised** of historic river and bay waterfront areas, two commercial corridors, and surrounding residential neighborhoods – all of historical significance. *Issue: Need to understand the structural relationships of historic areas.*
- The City's **maritime and agricultural histories** were of early economic importance but their impact waned in the early and mid-19th century as other industries grew and became more dominant. Road layouts and corridors and a limited number of building resources remain. *Issue: Many early resources have changed use and lost their context. Some resources have been lost.*
- Beverly's historic **civic and commercial center** has been and remains the upper Cabot Street area in Downtown. Resources from multiple periods remain and are recognized. Resources have been treated in a diverse manner. Most retain historic features, but many have seen improvements, some appropriate and some inappropriate. *Issue: Need for ongoing support and incentive for appropriate treatment within Beverly's commercial center.*
- The **railroad** had a significant impact on industrial and residential development and growth in the late 19th and early 20th centuries. Industries grew along the rail corridor with neighborhoods of worker housing adjacent. Housing for managers and others of affluence developed in several locations, especially east of Cabot Street. *Issue: Need to recognize the significance of Beverly's industrial history and related residential areas that remain today.*
- The **United Shoe Machinery Corporation** complex was the City's primary economic driver through the early and mid 20th century. Now adaptively reused, the complex remains a key economic driver today. *Issue: Recognition of the large area of Beverly influenced by USMC.*
- Primarily as a result of its industrial development, Downtown Beverly is comprised of **complex urban historic neighborhoods** with historic buildings from different periods and of different types. Many were the homes of workers from the waterfront (early 19th century) and industrial (late 19th / early and mid 20th century) periods. *Issue: Recognition of the diversity and complexity of Beverly's downtown residential neighborhoods.*
- Some historic buildings within the older Downtown neighborhoods tend to be small and are packed closely together, typical of their time period throughout New England. Their type and level of construction quality present challenges in not being conducive to weathering well over the decades – they are in need of care. Much of the construction was relatively inexpensive **worker housing** and has presented maintenance challenges. Nonetheless, these neighborhoods are distinctive and of historical significance. Because of their size and construction, they are vulnerable to inappropriate

use and treatment. *Issue: Recognition of the particular issues related to the types of buildings in the Downtown residential neighborhoods.*

- Most of Beverly's urban residential neighborhoods have strong associations with **local parks** within their areas. *Issue: Recognition of the importance of local parks to the identity of historic residential neighborhoods and the opportunity to strengthen those relationships.*
- Downtown neighborhoods were considered **unsafe and undesirable** in the mid and late 20th century. However, perceptions have changed due to the City's recent growth. *Issue: Recognition of recent changes in perception that are driving potentially positive change.*
- Many buildings in older Downtown neighborhoods have been **converted to apartments** and have not been particularly well maintained by landlords. *Issue: Need for stronger measures encouraging appropriate maintenance of rental properties.*
- The number of conversions to rental units has **negatively impacted home ownership in Downtown** neighborhoods. *Issue: Need for proactive measures to support and encourage home ownership in Downtown neighborhoods.*
- Many buildings in older Downtown neighborhoods have had **inappropriate exterior treatments** – vinyl siding with loss of features and detailing. *Issue: Inappropriate treatment is a central issue in residential neighborhoods.*
- Beverly's Downtown commercial center along upper Cabot Street retains **integrity primarily** due to the area's late 19th and early 20th century commercial development. *Issue: Recognition that 19th and 20th century commercial development is central to the character of the commercial core.*
- Beverly's Downtown commercial center has never been a regional shopping center. Its role as a **local center** serving surrounding neighborhoods has helped stem its decline and preserve historic buildings. *Issue: Retaining and enhancing its role as a local service center is a key factor in the continued economic viability of the Downtown commercial core.*
- The Cabot Street commercial core has experienced **revitalization** through decades of private and public sector initiatives that have begun to bear fruit but remain in need of resources and attention. Revitalization strategies and programs are well defined and include recognition of historic character. *Issue: Continued support for revitalization strategies is needed.*
- The Cabot Street core has had **several inappropriate buildings** constructed in key locations in the mid and late 20th century. Additional inappropriate construction would diminish the district's character. *Issue: Need to assure that future changes and new construction relate to the character of the Downtown core.*
- While retaining integrity at present, the Cabot Street core **remains vulnerable** to the potential demolition of contributing historic buildings to larger new development. *Issue: Need for measures that may prohibit undesirable demolition of historic buildings.*
- Beverly's Downtown commercial corridors have many **gaps and missing teeth**, especially away from the Cabot Street commercial center, where appropriately located and designed buildings are needed to retain a pedestrian-oriented character. *Issue: Need for measures to encourage context sensitive design on open or otherwise developable lots.*
- The Rantoul Street corridor has been more industrial in nature and has retained less integrity than Cabot Street. It has been the focus of recent **redevelopment** that has, overall, helped revitalize the Downtown area. *Issue: Management of appropriate new development supporting revitalization.*

- Design quality has been an important factor in Rantoul Street's redevelopment and has improved over time. *Issue: Need for measures that continue to encourage and improve high quality design.*
- Redevelopment has led to the **adaptive reuse** of several significant historic buildings, but it has also led to the **loss** of less economically viable historic buildings. *Issue: Need to protect remaining historic buildings vulnerable to proposed development.*
- **Public attention** to development proposals in the vicinity of Beverly Depot have impacted design and helped focus public attention on historic preservation. *Issue: Need for continued public attention (beyond when significant projects are being proposed) to continue to drive historic preservation efforts.*

Beverly's Inner Suburbs

- Beverly's inner suburbs developed largely due to the **railroad or to trollies.** Some neighborhoods were planned developments that where constructed all at one time. Others were laid out but filled in over time with home construction. In these neighborhoods, while there is a consistent street layout, homes range in period and design from the early to late 20th century. *Issue: Need to recognize the varied nature of historic neighborhoods, especially those with residences from many different historic periods.*
- The inner suburbs for the most part are neighborhoods of single family residences of **appealing character**. They are of relatively affluent, owned and not rented, and are stable. *Issue: Recognition of the positive, stable conditions in many historic neighborhoods.*
- In many of Beverly's historic neighborhoods, historic residences tend to be in good condition, are **well maintained**, and are not under threat. However, the desire for additions and changes to historic residences over time presents threats to their character, especially in Ryal Side and Beverly Cove. *Issue: Identification of potential threats to residences in historic neighborhoods.*
- Neighborhoods tend to have **strong identity** that is appreciated by residents. Some have active **neighborhood associations** that strengthen community cohesion and address neighborhood issues. *Issue: Recognition of the importance of active neighborhood associations in historic neighborhoods.*
- Most neighborhoods are associated strongly with particular **parks, schools,** churches, and other public/semi-public resources in their areas. *Issue: Identification of character defining resources in neighborhood planning.*
- Beverly's inner suburbs are **not fully inventoried** as historic areas. *Issue: Need for historic resource inventories of historic neighborhoods.*
- Pressure from new **infill development** occurs where neighborhoods are not fully built out, where open lots are present, and where large lots may be subdivided. This is particularly true along the coastline, where land values are high. This pressure will continue. There are no current protections for the historic buildings in these neighborhoods in City zoning and subdivision ordinances. *Issue: Recognition of continued, ongoing development pressure in historic neighborhoods.*
- There is development pressure to tear down smaller homes that may contribute to the character of the neighborhoods and max out lots with large homes. *Issue: Recognition that teardowns will be an important threat to some historic neighborhoods possibly requiring protective measures.*
- Residents **appreciate the history** of their neighborhoods and may have interest in interpretive media that reinforces

neighborhood identity. *Issue: Opportunity to encourage appropriate treatment by reinforcing neighborhood identity.*

Beverly's Outer Suburbs

- Beverly's outer suburbs include **historic resources** from the 18th, 19th, and early 20th centuries associated with the City's early **agricultural development**. Most of these resources are located along historic road corridors and some are associated with small, historic 19th century villages. *Issue: Recognition of the nature of historic buildings in the outer suburbs and their relationships to the surrounding landscape.*
- Beverly's agricultural economy waned over the late 19th and early 20th centuries. A few **large estates** remained, and areas began to develop as remote **early suburban areas**, some of which are of historical significance. *Issue: Changes to Beverly's outer suburban landscapes resulted in a range of different resource types that should be acknowledged.*
- The construction of **Route 128** in the 1930s, 40s, and 50s dramatically altered Beverly's northern corridor. Existing rural communities were split, buildings were demolished, and access was provided for new suburban development. *Issue: Route 128 created disruption and increased development requiring specific preservation responses.*
- Beverly developed with **suburban residential development** throughout the late 20th century, continuing into the present. Though largely built out, additional development continues on available lands. *Issue: Suburban development pressure will continue.*
- Development pressure along Beverly's **historic road corridors** has been intense, especially within the vicinity of interchanges. Historic buildings have been lost or compromised. Those that remain are under **continued threat**. *Issue: Resources along historic road corridors continue to be threatened and require a targeted response.*
- In the eastern, Beverly Farms portion of the City, early development was limited due to the **granite geology** except along historic road corridors. *Issue: The Beverly Farms landscape has a distinct character and resource types that requires a specific approach.*
- The construction of **summer residences** along the coastline, made accessible from Boston by the railroad, began in the mid 19th century and evolved into ever more elaborate estates in the early 20th century. *Issue: Summer residences are a distinct resource type within the area that require a specific approach.*
- Affluent and intensely private, estate residences where constructed **inland** through the area as well as on the coastline despite—and even featuring—the rough granite topography. *Issue: The preservation and treatment of estate residences is an inland issue as well.*
- This area **remains largely affluent**, stable, and continues to exemplify its distinctive legacy today.
- Beverly Farm Village developed as a **residential enclave for workers** employed at the estates and as a service center. Though it has added buildings over time, it has retained its village scale and character. *Issue: Beverly Farms Village has a distinct story and character requiring protective measures.*
- **Larger estate residences** were no longer viable as single family residences following the Great Depression. Some were adapted to institutional use. Others were demolished for new development. Those that remain are vulnerable to loss. Outbuildings on historic estate properties have been particularly vulnerable and should be preserved and incorporated into redevelopment projects. *Issue: Large estates present preservation challenges due to their size and include mansions, outbuildings, and landscapes.*

- Development pressure is present throughout the outer suburbs and especially in Beverly Farms and Pride's Crossing as **infill development** is introduced in ever smaller and more environmentally marginal areas. *Issue: Development pressure in the form of infill development will be an ongoing challenge.*
- Larger properties are subject to aggressive acquisition and **subdivision by developers**. Historic buildings on those properties have minimal protection in City subdivision processes and are subject to demolition threat. *Issue: Subdivision and land development processes need to address historic preservation challenges.*
- **Beverly Farms Village** is subject to pressure from infill development and has limited protections. Small allowable lot sizes permit intensive new development. Parking and the character of new buildings have been ongoing concerns. *Issue: Beverly Farms Village is vulnerable to continuing development pressure.*

GROWTH AND DEVELOPMENT

- Beverly's location within the Boston Metropolitan Area, its strong economy featuring a large number of high end businesses, and its quality of life have made it a desirable place to live. Beverly is experiencing continuing **increased growth and development pressure citywide.** *Issue: Development pressure will continue throughout the City.*
- Growth and development have reinforced the importance of historic resources while also presenting threats. Beverly's **economic stability has been a positive influence** in the treatment of historic resources in recent years. *Issue: Beverly's ongoing economic stability presents an opportunity to encourage and expect appropriate treatment of historic resources.*
- As has been mentioned above, **suburban and infill development** pressure continues throughout Beverly's outer suburbs and can be a threat to historic properties. *Issue: Development pressure will continue throughout the outer suburbs.*
- Downtown and in the inner suburbs, development pressure may result in new construction that is **inappropriate** to existing neighborhood character. *Issue: Context sensitive design is an issue where new construction may occur in historic areas.*
- Commuter rail access to center city Boston and other regional employment centers has spurred new residential redevelopment in the vicinity of **Beverly Depot and the Rantoul Street corridor**. *Issue: Residential redevelopment introduces contemporary structures into historic contexts in a way that can cause desirable or undesirable change.*
- Adjacent urban Downtown neighborhoods that were once considered undesirable, rough, and unsafe are now experiencing positive change and could be subject to **redevelopment pressure** impacting historic buildings and neighborhoods. *Issue: Older historic neighborhoods Downtown are experiencing change and could be threatened.*
- Most historic Downtown neighborhoods are filled with historic buildings, have **not been inventoried,** and **are not protected** from inappropriate change. *Issue: Historic Downtown working class neighborhoods have not received the attention of protections needed for their protection.*
- **Small lot sizes** in Downtown neighborhoods, however, have made it difficult to assemble large lots suitable for new development, helping to prevent demolition and protecting existing historic neighborhood character. *Issue: The difficulty of redevelopment in Downtown neighborhoods is a measure of protection.*

- As mentioned above, Beverly's **historic road corridors** have been under suburban development pressure for decades and continue to be under pressure today. The City's zoning and subdivision ordinances do not provide protections from negative impacts on historic resources along these road corridors. *Issue: Special protections are needed for historic resources along historic road corridors subject to development pressure.*
- Because of the desirability of living in Beverly, developers regularly watch for land coming on the market that provide **opportunities for new development** citywide. *Issue: Developers are sophisticated and are seeking development opportunities throughout the City.*
- Developers are **trained to Demolition Delay**—projects where historic resources are present are planned to begin a year out to avoid Demolition Delay restrictions. *Issue: Demolition delay is an important tool but is insufficient in and of itself to provide needed protections.*

HISTORIC PRESERVATION POLICY

- Threats to Beverly's historic resources were first publicly realized during the 1960s and led to the initiation of the City's **first historic preservation measures** in terms of inventory, recognition (National Register), and protection (planning and the City's first local historic district). *Issue: Historic preservation requires vigilance over a long period of time.*
- Preservation measures **continued to develop into the 1970s and 1980s.** The City's 1987 Historic Preservation Plan and 1993 citywide inventory were foundational documents that remain relevant today. A Demolition Delay Ordinance was adopted in 1991. *Issue: Preservation techniques are cumulative and must become more sophisticated over time.*
- The Beverly **Historic Districts Commission** has continued to work professionally since its establishment in 1971, overseeing the Fish Flake Hill Local Historic District and serving as the City's historical commission. *Issue: The Historic Districts Commission must continue to be at the center of preservation initiatives and must continue to be strong and effective.*
- Since the early 1990s, new historic preservation tools have **not been actively introduced or adopted** within the City (new local historic districts, National Register districts, preservation ordinances or regulations, etc.). *Issue: Historic preservation activities must be consistently developed and applied.*
- **Historic resource inventories** that have been undertaken have been important and have extended citywide. More recent inventory work has been targeted, filling in perceived gaps. *Issue: Historic resource inventories are an essential information and planning tool.*
- Inventory work has **not been aligned** with the City's planning objectives and challenges. It has been somewhat piecemeal and has not encompassed entire neighborhoods or potential districts. *Issue: Inventories must be aligned with planning and development needs.*
- Nonetheless, a wide range of **other types of community planning initiatives** have been undertaken, especially since 2002, that have increasingly recognized the importance of historic resources and historic character. *Issue: Beverly's planning initiatives have been increasingly supportive of historic preservation and provide an opportunity for strengthening preservation initiatives.*
- Beverly is **poised to bring its historic preservation program in line with other City planning programs**, supporting the City's vision for its future. *Issue: The Historic Preservation Plan must coordinate closely with ongoing planning programs.*

THE HISTORIC PROPERTIES INVENTORY – ANALYSIS OF EXISTING DOCUMENTATION AND NEEDS

The City of Beverly has undertaken an extensive inventory of historic resources over the past fifty years. The inventory work has been completed in four primary campaigns completed in the 1970s/80s, 1993, 2016, and 2019. Survey reports prepared for the 1993, 2016, and 2019 inventories summarize the objectives of each campaign and provide recommendations for future work. Overall, the inventory work has been of high quality and has addressed resource types and themes throughout the City both geographically and with respect to each period of the City's historical development.

At present, over 1,135 individual resources have been identified for Beverly in the Massachusetts Historical Commission's (MHC's) MACRIS database. These include resources associated with:

- 44 area forms (Form A) prepared for historic areas within the City;
- 397 individual building forms, (Form B);
- 43 structure, object, and landscape forms ((Forms C, F, and H); and
- 4 burial ground forms (Form E).

Below is summary of the inventory work undertaken during each of the four campaigns.

1970S/80S INVENTORIES

The inventory of historic resources in Beverly was begun in the late 1960s and conducted by volunteer local historians representing the Beverly Historic District Commission and Historic Beverly. Initial inventories focused on Beverly's oldest buildings – historic Colonial residences and taverns located along early road corridors. Approximately 25 historic Colonial buildings were inventoried in 1967-69.

Early inventory work was undertaken at a time when resources were recognized as under threat. A Waterfront District urban renewal proposal in 1963-1964 had proposed the demolition of some of the City's most significant historic buildings in the Fish Flake Hill neighborhood, which was considered blighted. The City initiated its first citywide comprehensive plan in 1970, which recommended that the Fish Flake Hill neighborhood be designated as a Local Historic District, which was implemented in 1972.

The recommendations for Fish Flake Hill apparently also resulted in the area along Front Street being nominated to the National Register of Historic Places in 1971. This nomination, prepared by Massachusetts Historical Commission (MHC) staff, added resources to the City's growing inventory. A review of inventory forms in the MHC's MACRIS database indicates that about 260 individual resources were inventoried in the 1967-77 period.

Inventory work by local historians continued through the 1970s and into the 1980s, concentrating on the City's most visible and significant historic resources. This work laid the basis for the comprehensive inventory we have today. However, compared to current professional standards, early inventory forms tended to be minimal in historical narrative, thin in architectural description, and lacking in photographs and sketch maps. Nonetheless, the

work the City's early volunteers undertook was important and should be greatly appreciated.

Nominations prepared for designation of the Beverly Center National Register Historic District in 1984 and expansion of the Fish Flake Hill National Register Historic District in 1986 significantly increased the number of resources inventoried by the late 1980s. These nominations, also prepared by MHC staff, were more detailed than earlier, individual resource inventories and approached the level of detail expected by the MHC.

Later survey reports have recommended that the City's early inventory forms be reviewed and updated. The 1993 inventory completed 20 updates of inventory forms for commercial buildings along Cabot and Rantoul Streets where facade work was anticipated. New photographs were taken for these inventories and updated architectural descriptions were prepared. Otherwise, the recommendation of updating early forms has not yet been implemented.

Despite early inventory work, Beverly's 1987 Historic Preservation Plan noted that the City lacked a comprehensive inventory of historic buildings and sites, which is essential as a basis for preservation activities and decisions relative to planning and growth. A primary issue was the concentration of inventory work within the historic Downtown area, with the exception of Colonial residences along early road corridors. The 1987 Preservation Plan recommended that inventory work be expanded both geographically and thematically.

Specific recommendations included addressing (a) the Hale Street corridor, (b) a citywide thematic survey of 2 ½ story gable-end-to-the-street rowhouse housing type characteristic of many neighborhood contexts, and (c) continuing the Thematic First Period Survey of first period houses dating to the 17th and 18th centuries. An inventory of First Period resources had been undertaken in eastern Massachusetts in the late 1980s, resulting in a 1990 thematic nomination to the National Register of Historic Places, including 7 Beverly sites that had not already been individually listed.

1993 INVENTORY

The *Beverly Historic Cultural Resources Survey, 1992-93* addressed the recommendation of the 1987 Historic Preservation Plan for a comprehensive citywide historic resource inventory. The inventory was of high quality and significantly expanded the range and number of resources surveyed, providing a solid basis for later survey work. The 1993 inventory was prepared by preservation consultant Margaret Hepler and included a thorough and thoughtful context discussion of Beverly's historical development.

During the 1993 inventory, 455 additional historic resources were inventoried at locations throughout the City. It included 97 buildings and 3 landscapes prepared on individual survey forms.

However, Ms. Hepler's inventory work emphasized the use of area forms in which resources were grouped geographically or thematically. 22 separate area and streetscape forms were prepared, which enabled an increased number of resources to be included as would otherwise have been possible under the contract. The area and streetscape forms documented 355 buildings and structures.

The 1993 survey extended Beverly's historic resource inventory broadly throughout the City. Locations included portions of the City of primary historical significance that had not been surveyed before. Areas addressed include:

- Ryal Side (Salters Point and Shingleville – 83 resources);
- North Beverly (61 resources);
- Centreville (16 resources);

- Beverly Farms (169 resources, including 51 estates);
- Beverly Cove (122 resources, including 22 estates);
- Montserrat (17 resources);
- Gloucester Crossing and Prospect Hill (18 resources);
- Central Business District (41 resources);
- Waterfront (12 resources).

Beverly's later preservation consultants recognized that the 1993 inventory greatly expanded the architectural/historical range and geographic diversity of the local inventory and that the survey forms prepared were consistently strong in all aspects. Although MHC survey standards have become even more exacting since 1993, the forms produced in the 1993 inventory are generally comprehensive, well written, and consistent with current standards.

The 1993 inventory concentrated on properties lying outside of the Waterfront and Central Business Districts that had been of previous primary concern. Recommendations for further study made in the 1993 survey report suggested that future surveys return to the Downtown area to include additional properties and to document more fully those already listed.

As mentioned above, updating of the 1970s forms in and around the City's Fish Flake Hill and Central Business District National Register Historic Districts was recommended. Many of those properties are highly visible and valuable parts of the Downtown landscape. It was recommended that existing early forms in the MACRIS system be updated and corrected and that missing forms be prepared.

The 1993 inventory recommended that the range of the Downtown surveys be expanded to include historically significant adjacent neighborhoods. The neighborhood between Cabot and Lothrop Streets, the neighborhood between Cabot and Rantoul Streets, and Quincy Park were noted as priorities for additional inventory work. Inventories were also recommended for the Gloucester Crossing/Prospect Hill and Charnock Street neighborhoods.

2016 INVENTORY

The *City of Beverly Historic Resource Survey Update* of 2015/16 continued the inventory of historic resources in Beverly, building on recommendations from the 1993 inventory. The 2016 inventory was undertaken by preservation consultants Wendy Frontiero and Pamela Hartford.

The 2016 inventory recorded approximately 160 historic resources focusing on municipal and institutional properties, historic landscapes, and under-represented or under-documented historic resource types. The documentation of historic landscapes was informed by preparation of the 2005 Heritage Landscapes Report for Beverly.

During the 2015/16 inventory, 37 new survey forms were prepared, including:

- 7 Form As for areas;
- 21 Form Bs for buildings;
- 4 Form Es for burial grounds; and
- 5 Form Hs for parks and landscapes.

The 2016 inventory addressed (a) high priority areas of the Cabot Street neighborhood adjacent to the Central Business District National Register Historic District, (b) the Great Estates in Beverly Farms, (c) under-represented residential buildings, (d) public parks and recreational facilities, (e) burial grounds, (f) municipal and hospital properties, and (e) ecclesiastical buildings.

Locations included the:

- Beckford Street Area (5 resources);
- Cabot Street Extension (48 resources);
- Charnock Street Area (9 resources);
- Gurney Estate (Greenwood Avenue);
- Hurd Stadium Area (8 resources);
- Linden/Porter Streets Area (4 resources);
- Lynch Park (14 resources);
- Public Works Department Complex (8 resources);
- Schlesinger/Pierce Estate (Paine Avenue); and
- Spauling Estate (Paine Avenue).

The 2016 survey report notes that their reconnaissance field work resulted in a long list of historic properties that merit further research and documentation. Specifically recommended for further study were:

- Montserrat and Prospect Hill residential neighborhoods;
- Residential neighborhood between Cabot and Lothrop Streets;
- Streetscapes of worker housing in Gloucester Crossing;
- The Commons Area (Witches Woods);
- Summer houses in Ryal Side;
- Beverly-Salem Waterworks;
- The Bridge Street and Livingston intersection in Ryal Side;
- Additional Great Estates in Beverly Farms; and
- Beverly's cemeteries.

2019 INVENTORY

The *Historic Resources Survey Update 2018-2019* was prepared by consultants Wendy Frontiero and Martha Lyon and continued the work completed and recommended by the 2016 inventory. As they began their work, they noted that over 1,100 resources had been documented in Beverly by the previous inventories as represented in the MACRIS database.

The 2019 inventory concentrated on residential properties, including the planned residential development of Prospect Hill and a number of residences related to Beverly's summer resort history. The work included preparation of seven survey forms:

- 3 Form As for areas (Prospect Hill, 110 Common Lane, and Burnside - 573/579 Hale Street);
- 2 Form Bs for individual buildings; and
- 2 Form Hs for landscape areas.

The work documented 57 separate properties or resources, including 28 properties in the area form for Prospect Hill, 14 individual resources in the area form for 110 Common Lane, and 11 individual resources in the area form for Burnside.

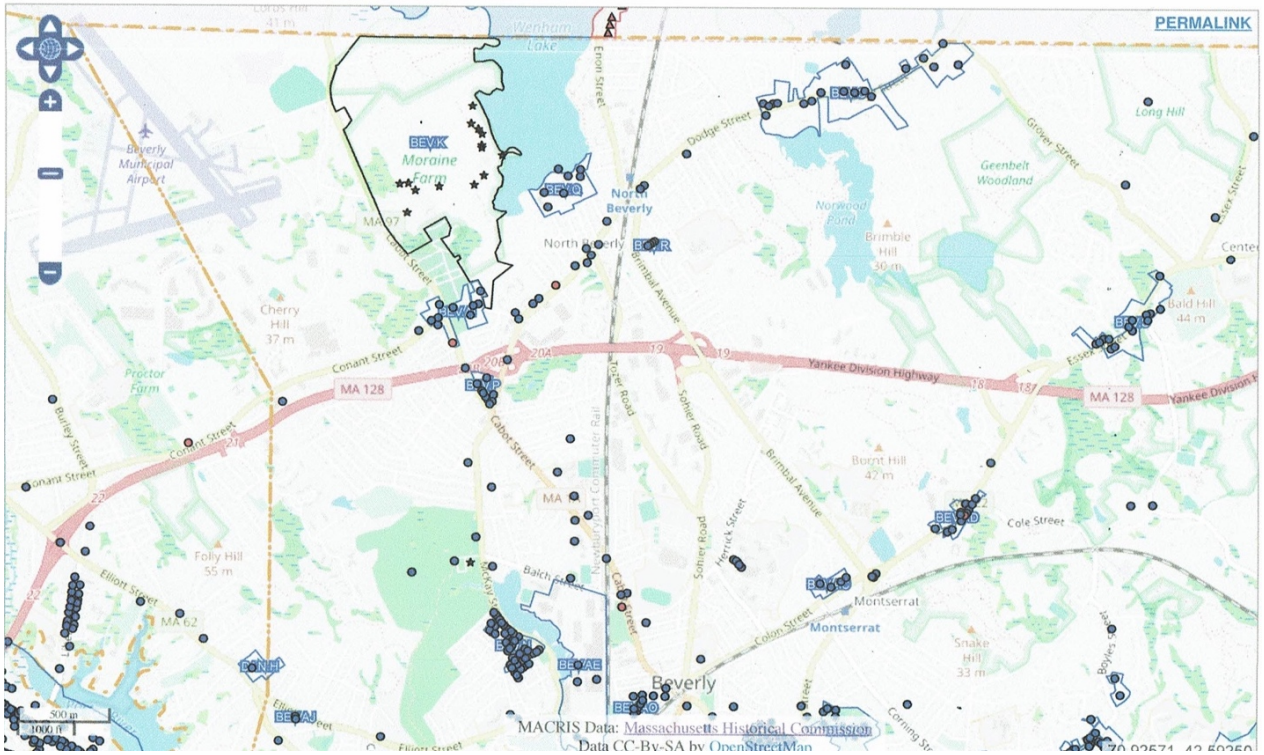
Recommendations for further study included those previously recommended in 1993 and 2016. A particular emphasis on additional documentation of the Great Estates in Beverly Farms was recommended.

CONCLUSION

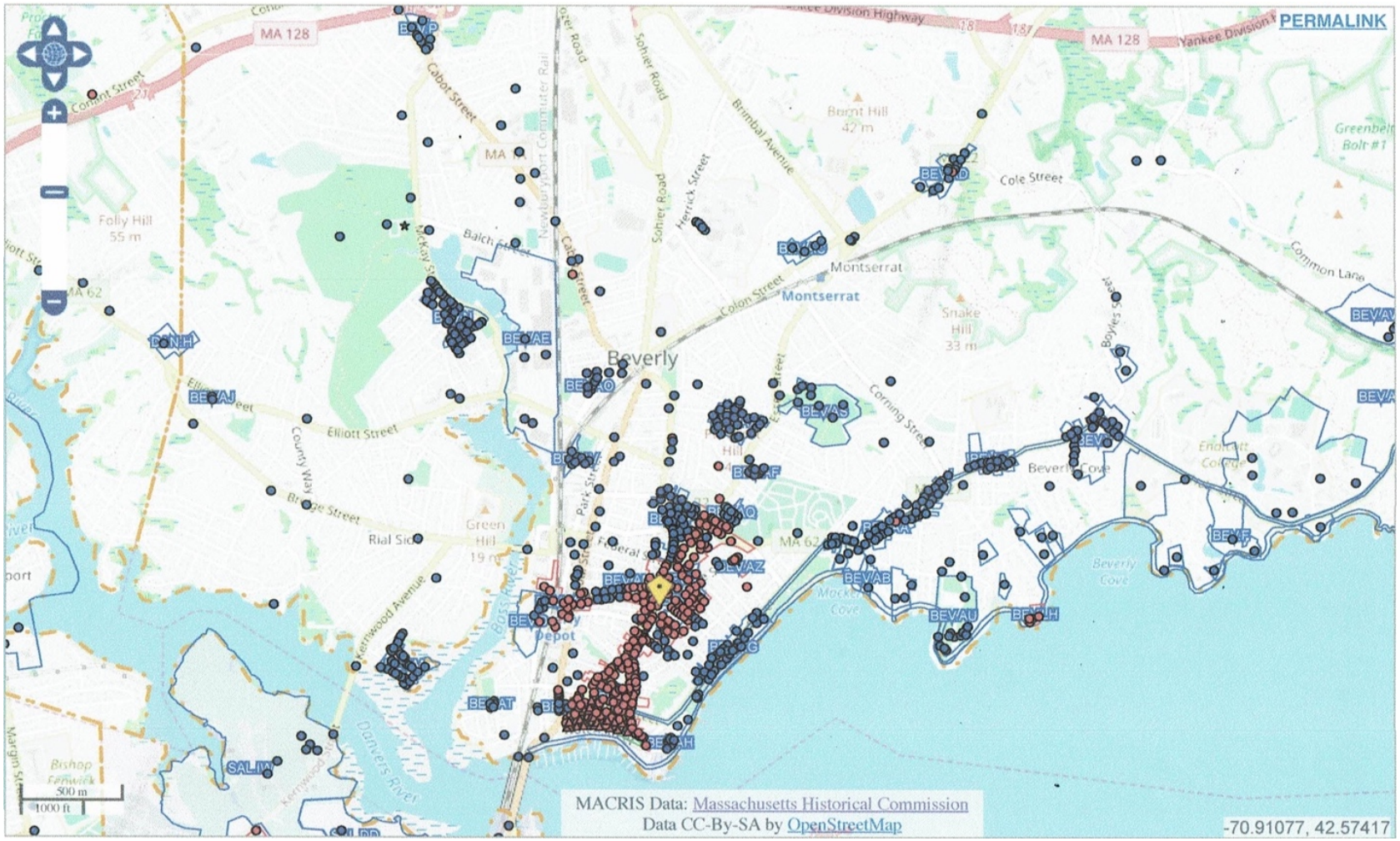
Over the past five decades, a significant number of historic resources have been documented in Beverly. Since 1993, this documentation has been of consistently high quality and has sought to address the City's most significant areas and resources and to fill in gaps where they have been identified. An impressive amount of work has been accomplished.

Because of Beverly's rich history, however, a significant number of historic resources remain to be documented. Outside of Beverly's core urban area, as yet undocumented resources should continue to be identified and addressed on an ongoing basis.

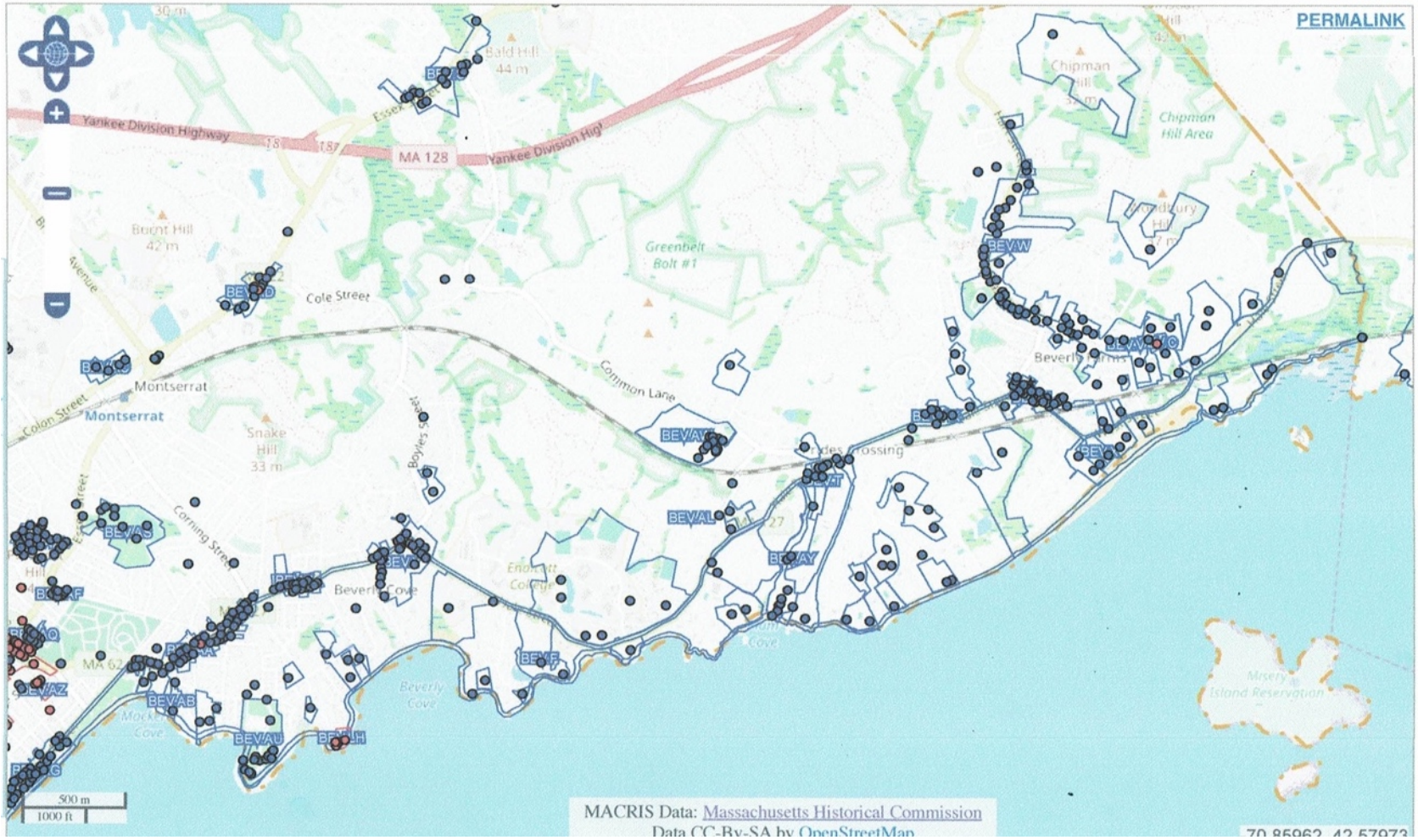
As noted in the 1993 survey report, however, priority for future inventories should be given to the comprehensive survey of historic neighborhoods in and around the City's urban core. These historic neighborhoods should be studied and documented as complete neighborhood areas and districts. Too many of the area forms prepared to date have been focused on small portions of larger neighborhoods. These observations and recommendations are discussed further in planning and preservation recommendations in Chapter IV of the Historic Preservation Plan.



Inventoried resources in the vicinity of North Beverly. Locations outlined in light blue represent surveyed areas on Forms A's. (MACRIS)



Inventoried resources in the vicinity of Downtown Beverly. Resource represented by red dots are on the National Register of Historic Places. Locations outlined in light blue represent surveyed areas on Form A's. (MACRIS)



Inventoried resources in the vicinity of Beverly Farms. Locations outlined in light blue represent surveyed areas on Form A's. (MACRIS)

THE NATIONAL REGISTER OF HISTORIC PLACES – ANALYSIS OF EXISTING LISTINGS AND ELIGIBILITY

The National Register of Historic Places is the nation's official list of historic resources that have been determined worthy of preservation. Administered by the National Park Service in partnership with State Historic Preservation Offices, resources may be significant at the local, state, or national level. A discussion of the National Register is included in Chapter II of this plan under the topic *Introduction to Historic Preservation Planning.*

Listing on the National Register is purely an honorary recognition. It recognizes the importance of a historic resource without placing any obligations or restrictions on the resource owner. Listing does not give the federal government any ownership rights or regulatory controls with respect to a property. Listing provides opportunities for grants and other incentives, especially for municipalities.

Properties that are nationally significant and possess exceptional value or quality in illustrating or interpreting the heritage of the nation may be designated as National Historic Landmarks by the Secretary of the Interior. National Historic Landmarks are the highest level of designation within the National Historic Preservation Program.

BEVERLY'S NATIONAL REGISTER LISTINGS

The City of Beverly has a limited number of listings on the National Register of Historic Places. Eighteen properties are listed individually, and three historic districts are listed representing 248 properties. Several of the individually listed properties are also within the historic districts. Beverly has one property that has been recognized as a National Historic Landmark, the Oliver Wendell Holmes House in Beverly Farms.

Given the over 1,135 individual historic resources that have been inventoried to date in Beverly and the number of historic urban and suburban neighborhoods that have not yet been inventoried, there is considerable potential for new nominations and listings in the National Register.

Review of Beverly's National Register listings demonstrates the importance of the Massachusetts Historical Commission's (MHC's) work in the research and recognition of historic buildings and districts in the 1970s and 1980s. Some of this work aligns with planning initiatives in Beverly and may have been undertaken at the request of the City and local advocates.

All but two of Beverly's National Register nominations were prepared between 1971 and 1990. The original nomination of the Fish Flake Hill Historic District, prepared by staff of the MHC, was completed in 1971 and included 22 properties on Front Street adjacent to the City's waterfront. The Fish Flake Hill nomination precedes and affirms the establishment of the Fish Flake Hill Local Historic District in 1972, which was a recommendation of the City's 1970 Comprehensive Plan.

Six individual properties were listed on the National Register between 1972 and 1979, almost all of which were also prepared by MHC staff. They included three early historic residences, the

Oliver Wendell Holmes house in Beverly Farms, and two significant downtown community buildings—the Odd Fellows Hall and Beverly Depot.

Four individual listings were prepared between 1982 and 1987, several of which were also prepared by MHC staff, including a statewide thematic listing of lighthouses. Beverly's two major National Register Historic Districts were listed in 1984 —Beverly Center Historic District—and in 1986—expansion of the Fish Flake Hill Historic District—and were prepared by MHC staff. Preparation of the Beverly Center Historic District was a recommendation of the City's 1979 Downtown Revitalization Plan.

In 1990, seven surviving 17th and 18th century buildings were added to the National Register as part of the MHC's statewide First Period inventory and thematic nomination.

The two listings that have been completed since 1990 include the Depot-Odell Park Historic District in 2013, which was listed to facilitate development using federal and state rehabilitation tax credits, and the Beverly Powder House in 2019, which is owned by the City.

ANALYSIS AND DISCUSSION

For community planning purposes, the listing of the Beverly Center Historic District and expanded Fish Flake Hill Historic District is significant. These two historic districts represent two of the City's most significant areas and include a complex mix of buildings and resources from multiple periods and representing multiple themes.

All but eight of the National Register listed historic properties in Beverly are located within the City's Downtown core. Those that are not located Downtown include five First Period residences, the Hospital Point Light Station, United Shoe Golf Course Clubhouse, and Oliver Wendell Holmes House in Beverly Farms.

Eleven of the individually listed properties are associated with Beverly's 17th, 18th, and very early 19th centuries periods of significance. Two properties are associated with the second half of the 19th century. Four properties are associated with the first half of the 20th century. The City's Center Business Historic District and Fish Flake Hill Historic District represent resources associated with periods of significance ranging from 1600 to 1949, a full range of the City's historical development.

The survey reports for the 1993, 2016, and 2019 historic resource inventories in Beverly recommend 32 individual properties as eligible for listing on the National Register located throughout the City. They include:

<u>1993 Survey Report Recommendations – North Beverly</u>

- Salem and Beverly Waterworks
- Samuel Lummus House, 658 Cabot Street
- 5 Conant Street
- Abner Coffin House, 29 Conant Street
- Benjamin Woodberry House, 47 Conant Street
- Dodge-Hitchcock House, 53 Conant Street
- Zachariah Batchelder House, 61 Conant Street
- 234 Dodge Street

<u>1993 Survey Report Recommendations – Beverly Farms</u>

- Ephraim Gurney House, 14 Greenwood Avenue
- General Charles Greeley Loring House, 431 Hale Street
- Frick Estate Grounds, 459 Hale Street
- William Haskell House, 680 Hale Street
- Robert Woodberry House, 824 Hale Street
- Miss Hannah Edwards Garden, 865 Hale Street
- Henry Adams House, 26 Juniper Street
- "Rockmarge" Bath House, 73 Paine Place
- Henry Lee House, 155 West Street

1993 Survey Report Recommendations – Beverly Cove

- Bryce J. Allan House, 286 Hale Street
- Franklin Dexter House, 345 Hale Street
- "Alhambra" 400 Hale Street
- William Amory Gardner House
- Martin Brimmer House

1993 Survey Report Recommendations – Montserrat/Downtown

- Amos Lefavour House and Shoe Shop, 272 Essex Street
- Robert Rantoul House, 42 Washington Street

2016 Survey Report Recommendations

- Beverly High School/Briscoe Middle School
- Beverly Farms Library
- Temple B'nai Abraham
- Crosby Block, 309-321 Rantoul Street
- Conant Street Burial Ground
- Dodge Burial Ground

2016 Survey Report Recommendations

- North Shore Indoor Tennis Club
- Guy Norman Garden

The three survey reports also recommended the following areas as National Register eligible:

- Salter's Point in Ryal Side
- Shingleville in Ryal Side
- Dodge's Row in North Beverly
- Salem and Beverly Waterworks in North Beverly
- Centerville Center
- Pride's Crossing
- Beverly Farms Village Center and related areas
- Prospect Hill Neighborhood
- Charnock Street Neighborhood
- Cabot Street Extension of the Center Business Historic District
- Lynch Park

CONCLUSION

In the 1970s, impetus for the listing of properties to the National Register came from local advocates with the City's Historical Commission and Historic Beverly concerned about City planning and the potential loss of historic buildings. At this time, historic preservation was in its infancy in Beverly, and the threat was serious. Strong leadership and support was provided by the Massachusetts Historical Commission. Most important were the listing of the City's earliest buildings and two major historic districts.

Perhaps due to the early achievements, there has been little impetus either publicly or privately in pursuing new nominations since 1990 despite progress in undertaking historic resource inventories and the recommendations of the 1993 Survey Report.

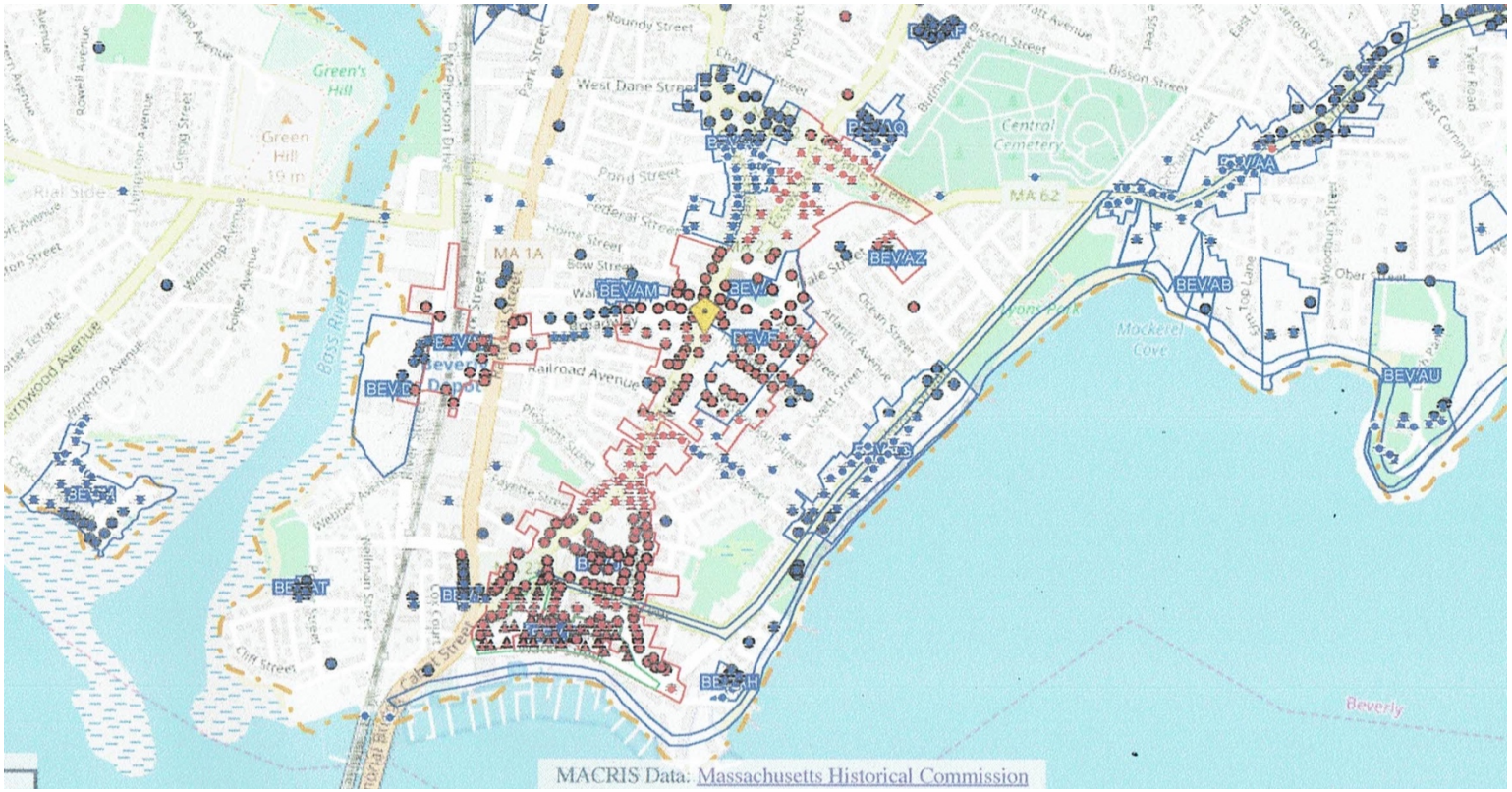
Today, additions of new individual listings should be reinitiated for key buildings and resources and pursued on a regular basis. Most important, however, is to align use of the National Register with Citywide planning objectives in support of broader neighborhood revitalization and enhancement objectives.

Listing on the National Register is an honor and raises public awareness of historic character and significance. It is a means of building community support for neighborhood revitalization, preservation, and the appropriate treatment of historic buildings. It is recommended, therefore, that priority be given to the nomination of complete neighborhoods as National Register Historic Districts beginning with those recommended above by the 1993, 2016, and 2019 survey reports. The listing of individual buildings is important where grant opportunities may be available, such as in bricks and mortar funding programs managed by the Massachusetts Historical Commission. Additional recommendations and prioritization is discussed in Chapter IV of this Historic Preservation Plan.

Properties Listed on the National Register of Historic Places in Beverly

Year Listed	Resource and Address	Period of Significance	NR Number	Survey Number
1971	Fish Flake Hill Historic District (22 Properties) North and South sides of Front St. from Cabot to Bartlett Streets	(1600-1924)	71000082	BEV.B
1972	Holmes, Oliver Wendell, House 868 Hale St. Also listed as a National Historic Landmark in 1972	(1900-1949)	72001301	BEV.216
1973	Balch, John, House 448 Cabot St.	(1600-1699)	73000275	BEV.185
1974	Hale, Reverend John, House 39 Hale St.	(1650-1749)	74000364	BEV.108
1975	Cabot, Capt. John, House 117 Cabot St.	(1750-1799)	75000246	BEV.101
1978	Odd Fellows' Hall 188-194 Cabot St.	(1850-1899)	78001408	BEV.103
1982	United Shoe Machinery Corporation Clubhouse 134 McKay Street	(1900-1924)	82000484	BEV.264
1984	Beverly Center Business District (109 properties) Roughly bounded by Chapman, Central, Brown, Dane, and Essex Streets	(1750-1949)	84002313	BEV.A
1986	US Post Office--Beverly Main 161 Rantoul St.	(1900-1949)	86001210	BEV.272
1986	Hose House No. 2 30 Rantoul St.	(1900-1924)	86001461	BEV.73
1986	Fish Flake Hill Historic District (Boundary Increase, 125 properties) Roughly bounded by Cabot, Bartlett, and Water Streets	(1750-1924)	86001375	BEV.J
1987	Hospital Point Light Station Bayview Ave.	(1850-1899)	87002031	BEV.LH
1990	Corning, Samuel, House 87 Hull St.	(1700-1749)	90000196	BEV.444
1990	Beverly Grammar School 50 Essex St.	(1700-1749)	90000198	BEV.445
1990	Smith, Hazadiah, House 337 Cabot St.	(1650-1699)	90000200	BEV.184
1990	Thorndike, Capt. John, House 184 Hale St.	(1700-1749)	90000195	BEV.202

Year Listed	Resource and Address	Period of Significance	NR Number	Survey Number
1990	Woodbury, Peter, House 82 Dodge St.	(1696-1749)	90000201	BEV.261
1990	Livermore, William, House 271 Essex St.	(1700-1749)	90000197	BEV.195
1990	Conant, Exercise, House 634 Cabot St.	(1650-1749)	90000199	BEV.446
2014	Beverly Depot--Odell Park Historic District (14 properties) Roughly bounded by River, Rantoul & Pleasant Streets, Broadway	(1852-1963)	13001056	BEV.AN
2019	Beverly Powder House Rear Madison Avenue	(1809-1969)	19004267	BEV.915



National Register listed properties in Downtown Beverly shown by red dots. Blue dots are surveyed properties. The Center Business Historic District is outlined in red at the top portion of the map and the Fish Flake Hill Historic District is outlined in red at the bottom. The Beverly Depot-Odell Park Historic District is outlined in red to the left near the river. (MACRIS)



Beverly Center Business District – National Register of Historic Places (City of Beverly)



Fish Flake Hill Historic District – National Register of Historic Places (City of Beverly)

LOCAL PUBLIC AWARENESS AND ENGAGEMENT ANALYSIS

In workshops and discussions during the preparation of this Historic Preservation Plan, stakeholders emphasized the need for increased public awareness and appreciation of Beverly's history and historic resources. Beverly has always had a strong group of local historians and enthusiasts who have researched and led the preservation of local historic resources. The residents of neighborhoods with strong historic character, such as Goat Hill, Ryal Side, Monserrat, Beverly Cove, and Beverly Farms, have long appreciated the histories of their homes and surrounding contexts.

However, a broader public awareness of historic resources and historic character is deemed to have been lacking within the City. In part, the lack of public awareness and appreciation of Beverly's history can be attributed to the industrial nature of the City's development, especially Downtown.

Beverly's growth dramatically increased during the industrial period of the late 19th and early 20th centuries, when the United Shoe Machinery Corporation and other industrial enterprises dominated the local economy. Many of the historic neighborhoods from this period of the City's expansive growth in the early 20th century housed workers associated with those local industries.

By the mid to late 20th Century, these industries were in decline and disappearing. The areas where they were located – along the railroad and Bass River as well as east along the historic waterfront – were in transition and housed unappealing industrial and commercial uses. Adjacent working class neighborhoods were struggling and were perceived as unsafe and in economic decline.

The City's struggling industrial character overtook appreciation of Beverly's earlier Colonial and early maritime history. As evidenced in public planning documents, by the 1960s Downtown Beverly was not perceived as a desirable place to visit or to live. Local historians were alarmed and initiated steps to identify and preserve early resources.

Things have changed. Since 2000, Downtown Beverly has resurged as a focus of community life. Downtown commercial areas are experiencing revitalization, Downtown neighborhoods are getting a fresh look, and the City's former industrial history is becoming a source of renewed interest and pride as well as an inspiration for new design.

Increased public awareness of Beverly's history is apparent in the level of engagement of local residents as volunteers on City boards, commissions, committees, and associated non-profit organizations. The focus of these entities on community character and quality of life is evidence of a change in perspective. This focus is expressed in the range of planning initiatives undertaken in Beverly over the past two decades, culminating in the vision presented in the City's current Comprehensive Plan, *PlanBeverly*.

Public engagement is also evident in the involvement of residents in local neighborhood associations, from Ryal Side and Ward 2 Downtown to North Beverly and Beverly Farms in the outer suburbs. General public interest in Beverly's historic character can be seen in the public's response to recent development proposals in the vicinity of Beverly Depot, along Cabot Street, and in Beverly Farms Village.

In meetings, workshops, and interviews undertaken during preparation of this Historic Preservation Plan, stakeholders expressed interest in a more robust program of outreach to residents through public history and interpretation. The response of participants in a survey conducted by the City as part of the

preservation planning process demonstrates a significant interest in historic preservation and neighborhood character.

Using public history and interpretation to raise public awareness, increase public engagement, and enhance community identity was discussed in meetings specifically with respect to the Cabot Street commercial corridor. However, the strategy is relevant as a means of increasing public awareness and appreciation of Beverly's historic identity citywide. A number of stakeholders have expressed interest in using this Historic Preservation Plan as a means to increase public engagement with the City's historic character and identity.

COMMUNITY HISTORIC PRESERVATION PLAN SURVEY

From late April through mid-June, the City's Planning Department conducted an online citywide survey with respect to the Historic Preservation Plan. In part, the online survey sought to engage residents in place of planned neighborhood community workshops that had to be canceled due to the Covid-19 pandemic that spread across the nation and closed communities, including Beverly, during the spring of 2020.

The online survey was made available through the City's website and was promoted to residents primarily through neighborhood organizations, replicating an engagement process that had recently been used with respect to the City's 2020 Comprehensive Plan. Over the two-month period, 584 responses were logged by the survey, an exceptional response rate.

Responses were received from residents spread broadly from across the City. Responding neighborhoods included Downtown (18%), Ryal Side (13%), Beverly Cove (12%), Montserrat (10%), North Beverly (9%), Centerville (7%) and Prides Crossing/Beverly Farms (7%), and Prospect Hill (7%). Fish Flake Hill and Goat Hill, both small in area, account for approximately 4% of the responses each.

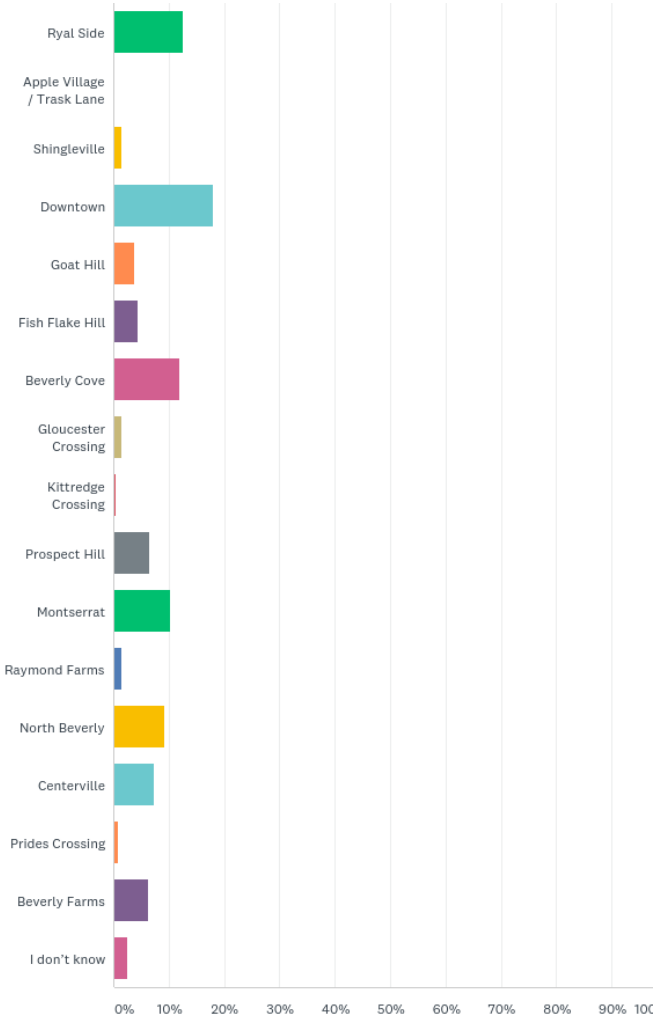


Table 1: Survey Question 3 – Which neighborhood do you live in?

Most respondents were homeowners within the City (88%) and have lived within the City more than 10 years (69%). Most respondents were above 35 years of age (88%), and 39% were between the ages of 35 and 54.

Three topics were of particular interest in the survey: First—What do residents consider historic? Second—Which resources are most at risk? Third—What tools are residents willing to support for the preservation and protection of historic resources?

With respect to the first question, 73% of respondents felt that their own neighborhoods were historic or to have a distinct character. **Neighborhoods** that were widely recognized to have a strong history or character fell into six groups:

- Downtown (79%);
- Goat Hill, Fish Flake Hill, Prides Crossing, and Beverly Farms (55 to 66%);
- Beverly Cove and Prospect Hill (48 and 42%);
- Ryal Side and Montserrat (29 and 28%);
- Shingleville and Gloucester Crossing (19 and 16%); and
- North Beverly and Raymond Farms (12 and 10%).

When asked what respondents **think of** when they hear about historic preservation in Beverly, the following answers were received:

- Non-profit owned historic buildings and museums (84%);
- Landscapes such as cemeteries and parks (76%);
- Stories about Beverly's history (68%);
- Municipal and civic buildings (68%);
- Historic commercial or industrial centers (65%);
- Privately owned historic homes (63%);
- Historic corridors (62%); and
- Neighborhoods (59%).

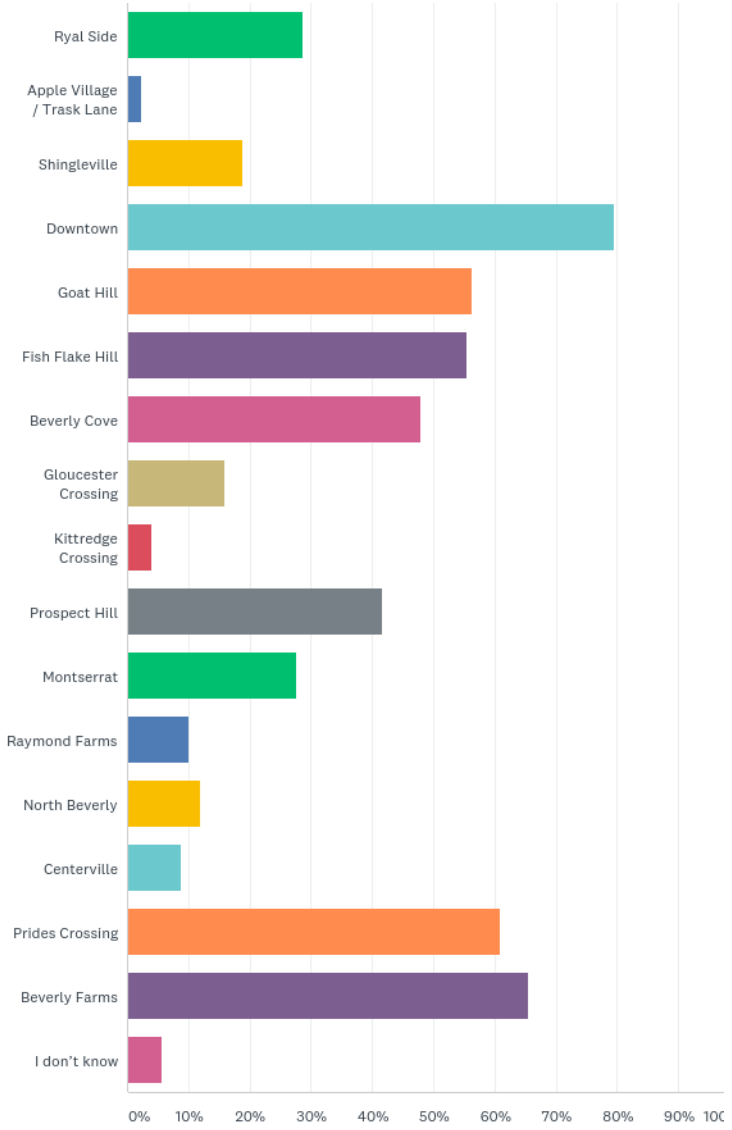


Table 2: Survey Question 3 – What neighborhoods do you think have a strong history or character?

With respect to the question of historic resources considered most **at risk**, respondents selected:

- Individual historic buildings and properties (63%);
- Landscapes, cemeteries, parks, and public spaces (63%);
- Downtown commercial districts (48%); and
- Older residential neighborhoods (48%).

When asked to rank the top three **causes** that historic resources are at risk, all of the possible causes listed in the survey were considered important. However, they were led by:

- Growth and development pressure;
- Neglect or abandonment of older buildings;
- Incompatible new construction;
- Lack of understanding or pride in local heritage;
- Inappropriate changes to older buildings; and
- Lack of prioritizing in local government.

With respect to the tools residents are willing to support for the preservation and protection of historic resources, **educational and commemorative tools** favored included:

- Online access to information on historic properties (63%);
- Neighborhood or community events (61%);
- Interpretive exhibits and public art (57%);
- Walking tours (53%);
- Surveys and histories shared with residents and visitors (51%);
- Information and workshops on the appropriate treatment of historic buildings (42%); and
- Nominations to the National Register (39%).

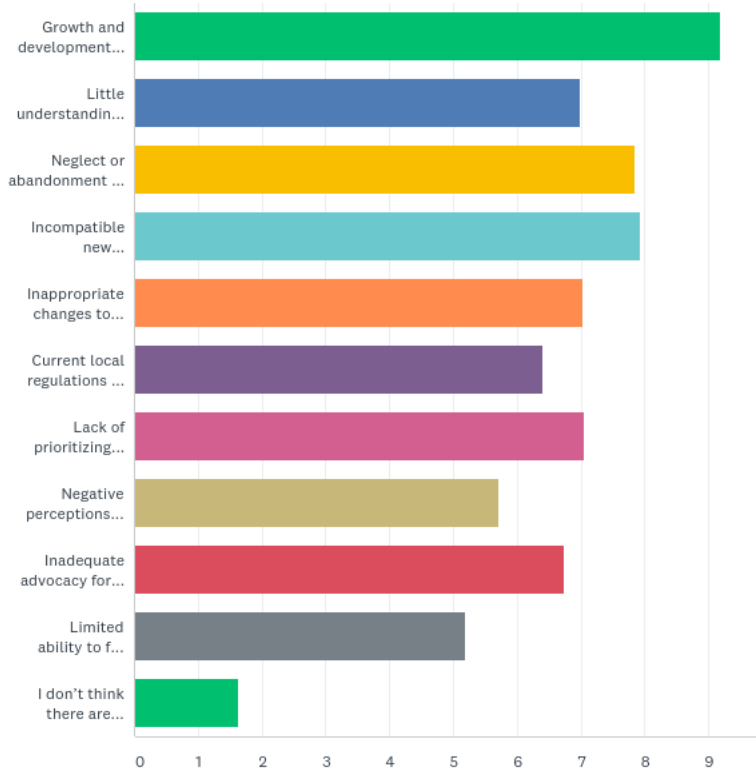


Table 3: Survey Question 7 – What do you think causes these historic resources to be at risk?

With respect to which **regulatory or financial tools** residents are willing to support, the following were favored:

- Zoning encouraging adaptive reuse (71%);
- Grants for planning and rehabilitation (69%);
- Local historic districts in commercial areas such as Downtown (64%);
- Low interest loans for rehabilitation (63%);
- Federal and state rehabilitation tax credits (62%);
- Local historic districts or conservation districts in historic residential neighborhoods (56%).

The community survey asked respondents to type in their favorite historic resources and individual resources they thought should be nominated to the National Register of Historic Places. A wide range of resources were cited.

Similarly, however, respondents were asked to type in the areas that they thought should be designated as local historic districts or conservation districts. About this, there was considerable agreement. By far, **Downtown Beverly** was thought the most important, with over 65 listings. **Beverly Farms, Prides Crossing, and Beverly Farms Village** were together second with over 30 listings. Other leading contenders included:

- Fish Flake Hill (over 22);
- Cabot to Lothrop Street neighborhood (over 15);
- Goat Hill (over 13);
- The Depot (over 13);
- The Waterfront (over 10);
- The Hale Street corridor (over 9);
- Prospect Hill (over 7); and
- Beverly Cove (over 6).

Beverly's community historic preservation survey affirms the presence of a constituency of residents recognizing and supporting historic neighborhoods and historic preservation in Beverly. Their responses to the survey suggest preference for specific educational, regulatory, and financial tools for emphasis in the Historic Preservation Plan.

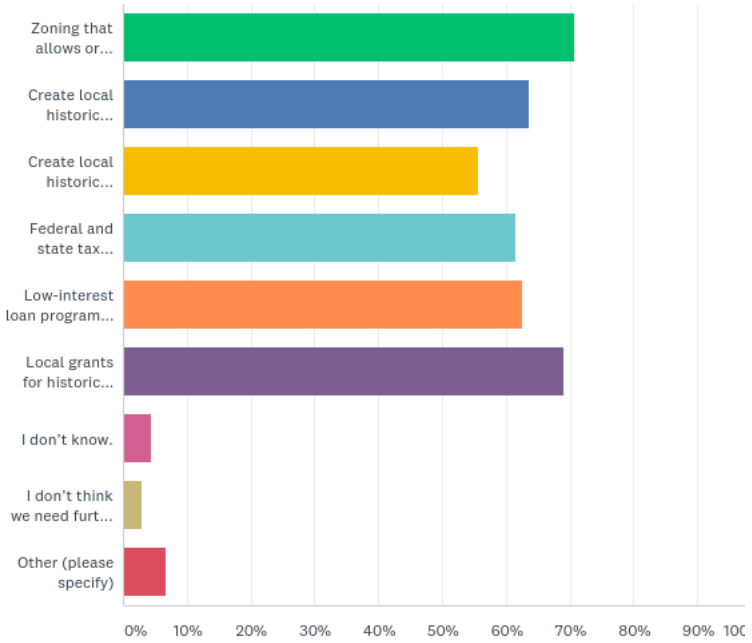


Table 4: Survey Question 9 – Which regulatory or financial tools would you like to see used more in Beverly?

OPPORTUNITIES FOR RAISING PUBLIC AWARENESS

Historic and cultural sites in Beverly provide interpretation and programming to residents and visitors that help raise public awareness of Beverly's history, identity, and historic sites. Several key regional entities play important roles as well. Below is a brief overview of these organizations. Additional information is provided in the the Preservation Partners and Stakeholders portion of Chapter II of this plan as well as in relevant portions of the Recommendations in Chapter IV.

Two regional partners have the primary role of heritage tourism promotion of Essex County historic sites to national and regional audiences, including those in Beverly. Two other regional partners own and manage historic sites within the City and can participate in and provide professional expertise to public history initiatives within Beverly.

Essex National Heritage Area – designated by Congress as a National Heritage Area in 1996 and a regional driver in heritage programming and promotion. Managed by Essex Heritage, a non-profit organization, the Essex National Heritage Area encompasses 34 towns and cities along the coast and inland in a 500 square mile area north of Boston, including Beverly. The Heritage Area coordinates a wide range of partners in interpretation, education, conservation, and preservation with the goal of enhancing regional quality of life and supporting the regional economy through heritage tourism and other initiatives. The **Essex Coastal Scenic Byway**, which passes through Beverly, is a primary initiative of the Heritage Area.

North of Boston Convention & Visitors Bureau – a state-recognized regional destination marketing organization (DMO) representing the 34 cites and towns of Essex County as a travel destination. It is affiliated with the the Greater Beverly Chamber of Commerce.

Trustees of Reservations – a renowned regional non-profit organization preserving properties of exceptional scenic, historic, and ecological value in Massachusetts for public use and enjoyment. The Trustees are responsible for the stewardship of two significant historic properties in Beverly, Long Hill and Moraine Farm. **Long Hill** is open to the public as an interpretive attraction and is a 114-acre estate and former family retreat that has been known for its gardens for almost a century.

Essex County Greenbelt – Essex County's non-profit land trust, working with landowners and the 34 cities and towns of Essex County to conserve open space, farmland, wildlife habitat, and scenic landscapes. Within Beverly, Greenbelt manages the 126-acre Beverly Commons Conservation Area conserved between 1979 and 2011. Located along Greenwood Avenue near Route 128's Exit 17, Beverly Commons is a mosaic of protected land that includes an extensive trail network under a serene forest canopy. It is a popular location for year-round recreation and interpretation of Beverly's geology and natural history.

Historic Districts Commission – as discussed in Chapter IV, Recommendations, the Historic Districts Commission has a role as a municipal historical commission in providing outreach to property owners and neighborhood associations about the appropriate treatment of historic buildings.

Historic Beverly – the City's historical society and the steward of three exceptionally significant historic sites and attractions – the 1781 John Cabot House, 17th century John Balch House, and 1694 Hale Farm. Historic Beverly presents a range of public programs to engage residents and visitors, including school programs, lectures, walking tours of Beverly's historic neighborhoods, field trips, and a series of special events. Historic Beverly properties are the principal attractions for heritage tourism in the City.

Beverly Main Streets – the City's Main Street program focusing primarily on the City's two main Downtown thoroughfares, Cabot

Street and Rantoul Street. Beverly Main Streets manages the **Beverly Arts District** focusing on the distinctive visual character of Downtown Beverly through creative place-making, highlighting public art, historic character, and cultural programming. As centers of community economic and social life and places where residents and visitors gather, Beverly's Downtown business corridors provide opportunity for public engagement and storytelling to increase awareness of the City's history and historic character.

Parks, Beaches, Open Space, and Trails – places where Beverly's residents can be engaged with storytelling that uses historic and natural resources to increase public awareness of Beverly's history and character. A number of Beverly's 37 parks and beaches are historic in and of themselves, with stories that illustrate key themes of the City's historical development. Many parks are also closely associated with surrounding historic neighborhoods and can be used to tell the stories of the neighborhood's development and people.

Neighborhood Associations – engage with Beverly's local residents within their neighborhoods and can promote public awareness of neighborhood character and local historic resources. Beverly's varied neighborhoods have distinct identities and developed during different historic periods in response to different historic trends. The layout, patterns, and buildings associated with each neighborhood convey the stories of the neighborhood's development and the lives of people who resided there. Neighborhood associations are venues for communicating with residents about historic preservation and the appropriate treatment of historic residences. Several of the City's more active neighborhood associations, such as the associations for Ward 2, Beverly Farms, and Ryal Side, conduct community events and undertake historic preservation projects. Additional information on active neighborhood associations is included in the Partner and Stakeholders portion of Chapter II.

MUNICIPAL ORDINANCES AND REGULATIONS ANALYSIS

Ordinances and related regulations in the City of Beverly are enumerated in the *City Code*, which is available for review online. The City Code is divided into four Divisions:

Division 1, Ordinances

Division 2, Planning Board Regulations

Division 3, Board of Health Regulations

Division 4, Miscellaneous Regulations

Divisions 1, 2, and 4 include provisions that are both directly and indirectly related to historic preservation in Beverly. The most important ordinance provisions that are directly related to historic preservation include:

- Establishment of the Fish Flake Hill Local Historic District;
- Enactment of a Demolition Delay Ordinance within the City;
- Creation of the Historic Districts Commission to oversee the Fish Flake Hill Historic District; and
- Designation of the Historic Districts Commission to undertake responsibilities of a City Historical Commission.

The complexity of the ordinance provisions related these topics within the City Code bears review and consideration. Provisions and regulations that are indirectly related to historic preservation include the creation and responsibilities of various City departments, boards, and commissions that might impact historic resources, as well as the designation of zoning districts that include historic resources and the use of land development regulations that might impact them.

The following discussion identifies and summarizes ordinance provisions and regulations that are directly related to historic preservation and also notes those that are more indirectly related for information purposes. Portions of the text are in bold to highlight relevant topics and points. This discussion provides background for recommendations included in Chapter IV of the Historic Preservation Plan.

Division 1, Ordinances of the City Code is divided into two parts: *Part I, Administrative Legislation* and *Part II, General Legislation*.

DIVISION 1, ORDINANCES — PART I, ADMINISTRATIVE LEGISLATION

Part I, Administrative Legislation, is comprised of eight chapters and outlines the City's organizational structure, including two chapters that are directly relevant to historic preservation, Chapters 7 and 15.

Chapter 7, Agencies

Chapter 7 outlines the organization of the City's administrative staff. It lists required offices and departments and describes the scope of activities for each. A number of these offices and departments are described in the analysis of Partners and Stakeholders prepared for the Historic Preservation Plan. Among others, they include:

- Community Services Department – including Parks and Recreation and the Cultural Council,
- Engineering Department,
- Municipal Inspections Department – including the Building Code Office, Zoning Enforcement Office, **Historic Districts Commission**, and Conservation Commission,
- Planning and Development Department – including the Planning Office, Zoning Appeals Office, Conservation

Office, **Historic Districts Office**, Office of Community Development, and **Design Review Board.**

Chapter 7 – Historic Districts Commission

The provision for the Historic Districts Commission under the Municipal Inspections Department in Chapter 7 simply states:

The Historic Districts Commission shall be responsible for the enforcement of the provisions of Chapter 168, Article I, Historic Districts, of the Code of the City of Beverly as provided in MGL c. 40, § 8D.

It includes no other provisions. The MGL reference to Massachusetts General Laws, Chapter 40, Section 8D appears to be **incorrect**. Chapter 40, Section 8D relates to the establishment of Historical Commissions, not Historic Districts Commissions, which is authorized by MGL Chapter 40C. If this section is intended to authorize the Historic Districts Commission's role as a Historical Commission (see the discussion of the Historic Districts Office below), then its reference to Chapter 168 is incorrect and should be deleted.

Chapter 7 – Historic Districts Office

The provisions for the Historic Districts Office under the Planning and Development Department give the Historic Districts Commission responsibilities that are similar to those generally attributed to a municipal historical commission as authorized by MGL Chapter 40, Section 8D, from which the ordinance language is obtained. In its entirety, Chapter 7 states:

*The Historic Districts Office shall consist of an **Historic Districts Commission** to consist of not less than five members nor more than seven members as provided for by ordinance.*

*(1) The Historic Districts Office **shall seek to preserve, protect, and develop the historical and archaeological assets of the City**. The Historic Districts Office may **conduct research** for places of historic and archaeological value, and shall cooperate with the State Archaeologist in conducting such research. The Historic Districts Office shall seek to **coordinate the activities** of unofficial bodies organized for similar purposes and may, subject to appropriation and approval by the Mayor, advertise, prepare, print and distribute **books, maps, charts, plans and pamphlets** which it deems necessary for its work.*

*(2) The Historic Districts Office, for the purpose of protecting and preserving such places, may make such **recommendations** as it deems necessary to the Mayor and City Council, and, subject to the approval of the City Council, to the Massachusetts Historical Commission, that any such place be **certified as an historical or archaeological landmark**.*

*(3) The Historic Districts Office may hold hearings, **may recommend** to the Mayor **execution of contracts** with individuals, organizations and institutions or services furthering the objectives of their program, may recommend to the Mayor execution of contracts with local or regional associations for **cooperative endeavors** furthering their program, and may, with the approval of the Mayor, **accept gifts, contributions and bequests of funds** from individuals, foundations and from federal, state or other governmental bodies for the purpose of furthering its programs. The Historic Districts Office may recommend to the Mayor the **acquisition of property** by gift, purchase, grant, bequest, devise, lease or otherwise of a fee or lesser interest in real or personal property of significant historical value.*

Chapter 7 – Design Review Board

The provisions for the Design Review Board under the Planning and Development Department simply states that *there shall be a Design Review Board as provided for by ordinance and refers to*

Ch. 15, § 15-27, Design Review Board and Ch. 300, Zoning, § 300-22. It includes no other information.

Chapter 15 – Boards, Commissions, Councils, Committees and Authorities

Chapter 15 describes the general operation of boards, commissions, councils, committees, and authorities within the City and lists the various entities, citing their roles and responsibilities. As with the City's offices and departments above, a number of these entities are discussed in the analysis of Partners and Stakeholders prepared for the Historic Preservation Plan. The entities listed in Chapter 15 include:

- Zoning Board of Appeals;
- Beverly Housing Authority;
- Cemetery Commission;
- **Community Preservation Committee;**
- Conservation Commission;
- Cultural Council;
- **Design Review Board;**
- **Historic Districts Commission;**
- Open Space and Recreation Committee;
- Parks and Recreation Commission; and
- Planning Board.

Chapter 15 – Historic Districts Commission

Beverly's Historic Districts Commission was originally established in 1971 under Chapter 30, Historic Districts Ordinance, of the City Code. Chapter 15 revised and replaced the portion of former Chapter 30 related to the Historic Districts Commission.

The establishment, organization, powers, duties, rules, and regulations of the Historic Districts Commission are enumerated in Chapter 15. The responsibilities of the Historic Districts Commission cited in Chapter 7 are distinct from and are not repeated in Chapter 15.

Rather, Chapter 15 addresses the Historic Districts Commission's authorities as a designated historic districts commission under the state **Historic Districts Act**, Massachusetts General Laws Chapter 40C. *Chapter 15 states that Beverly's Historic Districts Commission shall have all of the powers and duties enumerated under MGL Chapter 40C.* These powers and duties are not further elaborated upon within the ordinance. The chapter does not delineate review processes or procedures with respect to the City's local historic districts.

In addition to the membership and rules for the Historic Districts Commission, Chapter 15 lists categories of buildings and **features excluded from design review** for historic districts as authorized in MGL Chapter 40C. This list was also included in the original Chapter 30 from 1971 but was revised, most notably to exclude the regulation of building colors. Among the exclusions are terraces, walks, driveways, storm windows and doors, air conditioners, light fixtures, paint colors, small signs related to home occupation, and the reconstruction of building features damaged by fire, storms, or other disaster.

Chapter 15 – Community Preservation Committee

Chapter 15 was amended in June 2013 to establish a Community Preservation Committee in Beverly in in accordance with Chapter 267 of the Acts of 2000, the Massachusetts Community Preservation Act, MGL c. 44B. The membership, duties, and rules and regulations of the Commission are outlined.

The duties of the Community Preservation Committee include studying the needs, possibilities, and resources of the City regarding community preservation (including the consideration of regional projects for community preservation) and developing and publishing a community preservation plan that is updated periodically. The Committee makes recommendations for projects

to be funded using Community Preservation Act monies to City Council specifically for projects related to affordable housing, historic preservation, and open space and recreation.

Chapter 15 – Design Review Board

The composition, authorities, responsibilities, and procedures of the Design Review Board are enumerated in Chapter 15. It states that the Design Review Board shall review items for which building permits are sought and all proposals before the City Council, Board of Appeals, or Planning Board for **new construction and additions** within the following zoning districts:

- Central Business (CC);
- Neighborhood Commercial (CN);
- General Commercial (CG);
- Restricted Industrial (IR);
- General Industrial (IG); and
- Waterfront District (WD).

Additionally, the Design Review Board reviews all **applications for sign permits**, projects involving Industrial Development Finance Authority loans, projects involving special permits and zoning variances, and other instances where stipulated in the Zoning Ordinance.

Chapter 15 states that the recommendations of the Design Review Board relative to any project should be provided to the body of jurisdiction (Planning Board, Zoning Hearing Board, etc.) at least 14 days before a decision is to be made by that body. Chapter 15 states that Design Review Board decisions with respect to sign permits must be provided within 14 days of the filing of an application. Sign permits may not be issued without Design Review Board approval.

Chapter 15 explains that, as appropriate, recommendations of the Design Review Board are made to help guide physical changes, so that they implement design objectives of the Waterfront Revitalization Phase II Report, Harbor Management Authority, Downtown Revitalization Plan, and Sign Ordinance.

The work of the Design Review Board is important to historic preservation in Beverly because the new construction or additions it reviews may involve historic buildings either directly or indirectly. The Design Review Board's work within the Central Business District is of particular importance.

DIVISION 1, ORDINANCES — PART II, GENERAL LEGISLATION

Part II, General Legislation includes 28 chapters related to building, development, safety, infrastructure, and the environment within the City, including:

Chapter 130, Building Construction;

Chapter 159, Fire Prevention;

Chapter 168, Historic Buildings and Districts;

Chapter 210, Parks, Recreation and Public Property;

Chapter 261, Trees;

Chapter 282, Water;

Chapter 287, Wetlands Protections; and

Chapter 300, Zoning.

Chapter 130 – Building Construction

Chapter 130, Building Construction establishes that *the State Building Code and the applicable Code of Massachusetts Regulations govern the construction, alteration, repair, maintenance, removal, and demolition of buildings and structures in the City*. It includes no other provisions.

Chapter 168 – Historic Buildings and Districts

Chapter 168, Historic Buildings and Districts, is comprised of two parts, Article I, Historic Districts, and Article II, Demolition of Historic Buildings.

Article I, Historic Districts

Similar to the discussion of Chapter 15, Historic Districts Commission, above, historic districts were originally authorized in Beverly in 1971 under Chapter 30, Historic Districts Ordinance of the City Code. In 2003, Chapter 168 was adopted to revise and replace the portion of former Chapter 30 related to the establishment of Historic Districts.

Like former Chapter 30, Chapter 168 establishes the Fish Flake Local Historic District (officially the Fish Flake Hill I Historic District) in Beverly under the authority of the state **Historic Districts Act**, Massachusetts General Laws Chapter 40C. The chapter establishes and describes the boundaries of the district but includes no provisions relative to design review or other form of regulation within it. The language is the same as that included in former Chapter 30.

The Fish Flake Local Historic District is the only local historic district in Beverly.

Article II, Demolition of Historic Buildings

The 1987 Historic Preservation Plan for Beverly proposed adoption of a Demolition Delay Ordinance for the City. This recommendation was implemented in 1991. The original 1991 ordinance was later included as Article II of Chapter 168 apparently without change.

Article II gives the **Historic Districts Commission** the responsibility of reviewing applications for demolition permits for buildings that are 50 years or older and that are (a) listed or eligible for listing on the National Register of Historic Places, (b) importantly associated with the City's history, (c) historically or architecturally significant, or (d) located within 150 feet of a federal, state, or local historic district boundary.

Should the Historic Districts Commission determine that the building is **historically significant** and a **preferably preserved building** or structure, the Director of Municipal Inspections shall not issue a demolition permit for the structure for a period of 12 months, although the Historic Districts Commission may require a delay of a shorter period of time or remove the delay if it is determined appropriate. The purpose of the delay is to allow for alternatives to demolition of significant historic buildings to be explored, organized, and implemented. The process for submission, review, determination, and enforcement are outlined in the ordinance.

Beverly's demolition delay ordinance has limited use but has been successful when applied in association with public interest and action. However, developers are familiar with the potential for delay and take the 12-month delay period into account when planning their projects. The Chapter IV, *Recommendations*, for further discussion of Beverly's demolition delay ordinance.

Chapter 300 – Zoning

Chapter 300 is the Zoning Ordinance for the City of Beverly and is comprised of the following articles:

Article I – Title, Purpose and Interpretation

Article II – Definitions

Article III – Zoning Districts

Article IV – Zoning map

Article V – General Provisions

Article VI – Common Permitted Uses

Article VII – District Regulations

Article VIII – Overlay Districts

Article IX – Special Density and Dimensional Regulations

Article X – Parking and Loading Requirements

Article XI – Signs

Article XII – Nonconforming Situations

Article XIII – Board of Appeals

Article XIV – Administration and Enforcement

Article XV – Affordable Housing

Article XVI – Artist Live/Work Requirements

Article XVII – Sale and Distribution of Recreational Marijuana

Article XVIII – Solar Energy Systems

Article XIX – Smart growth or Transit Oriented Overlay Districts

Most significant are the provisions for zoning districts related to historic neighborhoods and corridors and specific provisions related to design review and Downtown commercial areas and local historic districts.

Article II, Definitions

Article II of the Zoning Ordinance includes **no references** to historic buildings, structures, or resources.

Zoning Districts and Map

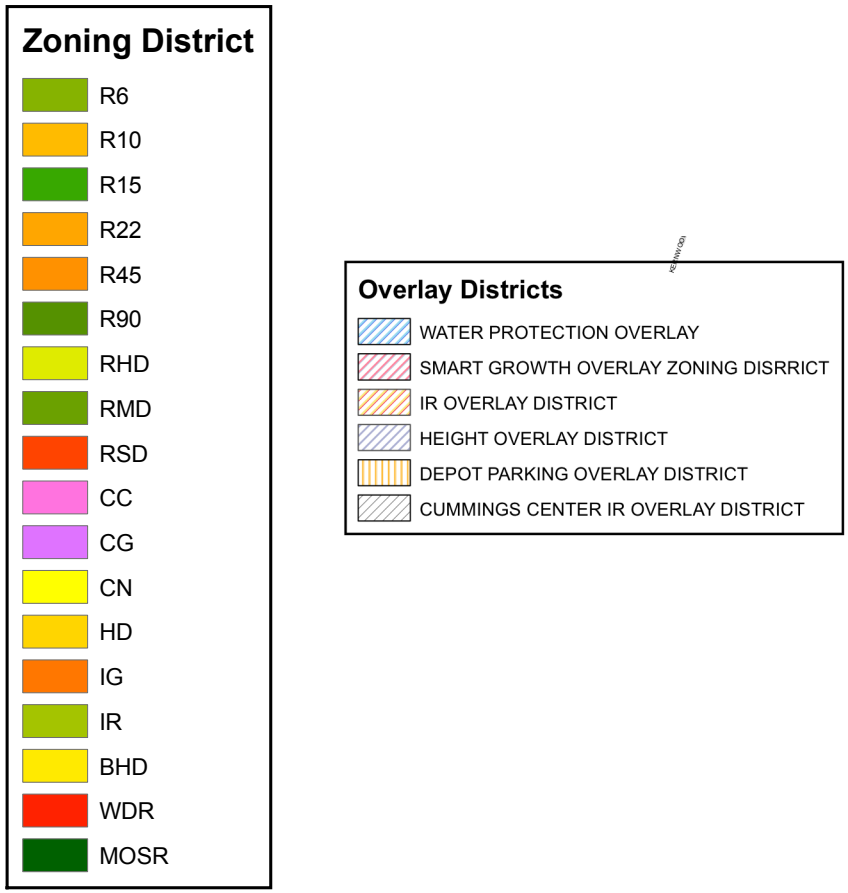
Article III of the Zoning Ordinance establishes 18 zoning districts within the City. Provisions for these districts are delineated in Article VII, District Regulations, including (a) uses by right, (b) uses by special exception, and (c) building and area requirements, and (d) other requirements specific to the district. Overlay Districts are described in Articles III and XIX.

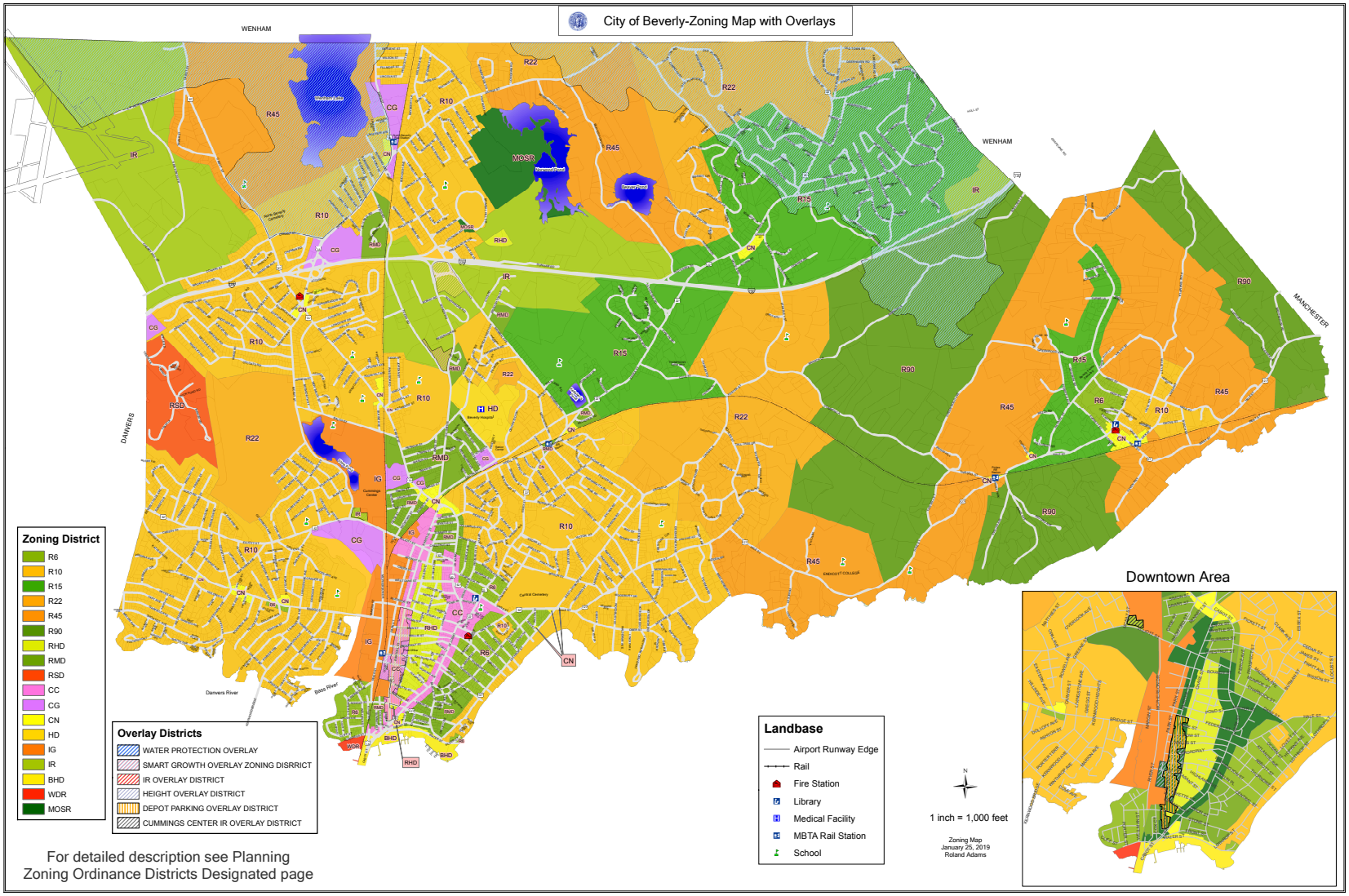
Zoning districts include:

R-6	One- and Two-family Residential
R-10	One-family Residential (urban density)
R-15	One-family Residential (urban density)
R-22	One-family Residential (suburban density)
R-45	One-family Residential (suburban density)
R-90	One-family Residential
RHD	Multifamily Residential (high-density)
RMD	Multifamily Residential
RSD	Special Residential Development (high-density)
CC	Central Business
CG	General Commercial (automobile-oriented)
CN	Neighborhood Commercial
HD	Hospital District
IG	General Industrial
IR	Restricted Industrial, Research and Office
BHD	Beverly Harbor District
WDR	Waterfront Development Residential
MOSR	Municipal Open Space and Recreation

The boundaries of City's zoning districts are shown on the official Zoning District Map referred to in Article IV and available online at:

http://www.beverlyma.gov/wp-content/uploads/2019/01/ZoningStreetJanuary-2019.pdf





City of Beverly Zoning Map with Overlays

Zoning and Historic Character

For purposes of the Historic Preservation Plan, Beverly's Zoning Districts may be divided into four general groupings specific to the historic character and resource types within different areas of the City, each of which is reviewed below.

Beverly's Urban Core

Beverly's historic urban core is the area between the Bass River and Beverly Harbor/Tuck Point/Mackerel Cove. It is defined primarily by the City's waterfront, two urban commercial streets—Cabot Street and Rantoul Street—and surrounding residential areas. It includes the following zoning districts:

BHD Beverly Harbor District

CC Central Business

RHD Multifamily Residential (high-density)

R-6 One- and Two-family Residential

RMD Multifamily Residential

IG General Industrial

WDR Waterfront Development Residential

CC Commercial Business District

The CC Commercial Business District borders most of Cabot and Rantoul Streets and is the City's central commercial business district. Permitted uses include retail, services, business and professional offices, restaurants, breweries, residential, historic buildings and museums, and others. Mixed-use buildings including both commercial and residential uses are permitted.

A **Core Pedestrian Area** is defined (in Article II, Definitions) along Cabot Street between Elliott and Highland Streets and along Rantoul Street between Bow and Edwards Streets. Within the Core Pedestrian Areas, activated ground floor uses are required meeting standards outlined in the ordinance as well as the City's **Downtown Design Guidelines** and **Design Guidelines for Tall Buildings**.

Commercial buildings within the CC districts have no minimum lot area, frontage, or setback requirements. Maximum height for buildings adjacent to RMD or R6 districts is 35 feet. Maximum height for buildings adjacent to RHD district or not adjacent to a residential district is 55 feet.

The Planning Board may authorize buildings to a maximum of 75 feet in height by special permit within the **Height Overlay District** delineated on the Official Zoning Map. The Height Overlay District is located along Rantoul Street from Cabot Street to Federal Street. Approval by the **Design Review Board** that the project is consistent with the requirements of the **Design Guidelines for Tall Buildings** is required.

No specific mention of historic buildings is made within the CC zoning provisions except as may be included within the City's Downtown Design Guidelines.

PlanBeverly, the City's 2020 Comprehensive Plan, recommends that the Height Overlay District and Design Guidelines for Tall Buildings be eliminated and that the Downtown Design Guidelines be revised to include new construction and better reflect the downtown character and needs. Further discussion of this topic is provided in Chapter IV, *Recommendations*.

RHD Multifamily Residential

The RHD Multifamily District is located between the Downtown commercial corridors along Cabot and Rantoul Streets and was established principally to provide for multifamily residences at high density.

This is an area of **primary historic interest** and is filled with a mixed combination of historic residential buildings from multiple historic periods ranging from worker housing associated with nearby historic industrial businesses to middle income and high style historic homes. The area is largely built-out. Many of the existing historic buildings have been **converted to multifamily**

apartment use. The area is not consistently well maintained, perhaps due to the high percentage of rental buildings, and should be considered **vulnerable** and in need of attention.

The RHD district allows primarily for detached single family dwellings, semi-detached and two-family dwellings, and multifamily dwellings and apartment buildings subject to special provisions. Additional uses are provided by special permit.

The RHD district has a minimum lot area of 6,000 sf plus an additional 3,000 sf for each additional dwelling unit over two. Additionally:

- Minimum lot frontage is 50 feet;
- Minimum lot width for semi-detached dwellings is 40 feet;
- Minimum setback is 15 feet;
- Side and rear yards are required; and
- Maximum building height is 55 feet.

The 1987 Historic Preservation Plan (p.36,71) recommended reducing the allowable **building height** from 55 feet to 35 feet to be more consistent with the heights of the existing historic buildings present. The 2002 Master Plan (p.25) and *PlanBeverly*, 2020 Master Plan, also recommend zoning ordinance changes more sympathetic with the existing historic context. The requirement for a 15-foot setback is inconsistent with buildings along many of the streets that have no setback. The ordinance makes no mention of the historic character of the district.

R-6 One and Two Family Residential

The R-6 residential district is located adjacent to Downtown on Goat Hill, the residential neighborhood east of Cabot Street and north of Central Street, and the neighborhood east of Cabot Street and north of Dane Street. The R6 district was established to provide for single-family and two-family residences at urban density on small-sized lots.

These neighborhoods are of particular **historical significance**. They include a variety of historic residential buildings from various periods. Goat Hill and the neighborhood north of Dane Street are primarily vernacular and include worker housing. The neighborhood east of Cabot Street is of particular quality and is well maintained. The neighborhoods are almost entirely built-out.

The R-6 district allows primarily for detached single family dwellings, semi-detached dwellings, and two-family dwellings. Minimum lot size is 6,000 sf plus 1,000 sf for one additional dwelling unit. Additionally:

- Minimum lot frontage is 65 feet;
- Minimum lot width for semi-detached dwellings is 40 feet;
- Minimum setback is 20 feet;
- Side and rear yards are required; and
- Maximum building height is 35 feet.

The ordinance makes no mention of the historic character of the district.

RMD Multifamily Residential

RMD districts are located Downtown near the waterfront to the west of Rantoul Street and east of Cabot Street (including the Fish Flake Hill Local Historic District) and north of Downtown in the vicinity of Gloucester Crossing. These are densely built **historic neighborhoods** that are largely built-out.

The RMD district was established to provide for multifamily residences at medium density. The neighborhoods include historic single family and duplex residences as well as traditional walk-up apartment buildings in some areas.

Similar to the RHD district, the RMD district allows primarily for detached single family dwellings, semi-detached and two-family dwellings, and multifamily dwellings and apartment buildings subject to special provisions. Additional uses are provided by

special permit.

The RMD district has a minimum lot area of 8,000 sf plus an additional 4,000 sf for each additional dwelling unit over two. Additionally:

- Minimum lot frontage is 65 feet;
- Minimum lot width for semi-detached dwellings is 40 feet;
- Minimum setback is 20 feet;
- Side and rear yards are required; and
- Maximum building height is 35 feet.

The ordinance makes no mention of the historic character of the district.

Beverly's Inner Suburbs

Beverly's inner suburbs include the historic neighborhoods surrounding the Downtown core on the east, west, and north and extending further north into North Beverly. It primarily features:

R-10 One-family residential (urban density)

R-10 One-family residential

R-10 districts are located to the northeast of the Downtown core from Beverly Cove to Montserrat, west of Downtown and the Bass River in Ryal Side, and north of Downtown along Cabot Street and Dodge Street in North Beverly. It includes **historic neighborhoods, historic road corridors**, and later mid-to-late 20th century suburban development.

The district includes the historic Beverly Cove neighborhood with its homes from a range of periods, the distinctive neighborhoods in the vicinity of Corning Street and Lake Shore Avenue, as well as Ryal Side. Neighborhoods are appealing, relatively affordable, and well maintained.

The R-10 district was established principally to provide for single-family detached residences at urban density on small-sized lots. Its primary use is detached single family dwellings. Other uses are allowable by special permit. Cluster development is permitted in accordance with the ordinance's Open Space Residential Design chapter.

The R-10 district has a minimum lot area of 10,000 sf. Additionally:

- Minimum lot frontage is 100 feet;
- Minimum setback is 20 feet;
- Side and rear yards are required; and
- Maximum building height is 35 feet.

The ordinance makes no mention of the district's historic neighborhoods.

Beverly's Outer Suburbs

Beverly's outer suburbs are located to the east and north perimeters of the City including Beverly Farms, the Common Lands area, the vicinity of north Essex Street, and the vicinities around Norwood and Beaver Ponds and Wenham Lake. It includes the following residential zoning districts:

R-15 One-family residential (urban density)

R-22 One-family residential (suburban density)

R-45 One-family residential (suburban density)

R-90 One-family residential

R-15 was established principally to provide for single-family detached residences at urban density on medium-sized lots. Minimum lot size is 15,000 sf (about 1/3 acre). The R-15 districts include the residential areas bordering north Essex Street and Hull Street. Essex Street is a **historic road corridor**. It also includes the vicinity of Haskell and Hart Streets west of Beverly Farms Village, both **historic corridors**.

R-22 was established principally to provide for single-family

detached residences at suburban density on medium-sized lots. Minimum lot size is 22,000 sf (about 1/2 acre). The R-22 district includes the residential neighborhoods in the vicinity of Cross, Boyles, and Foster Streets. Only a few historic resources have been surveyed in this area.

R-45 was established to provide for single-family detached residences at suburban density on moderately large lots. Minimum lot size is 45,000 sf (about 1 acre). The R-45 districts surround greater Beverly Farms Village and include portions of Hale and West Streets and numerous **historic residences**. It also includes areas in the vicinity of Norwood and Beaver Ponds and Wenham Lake.

R-90 was established to provide for single-family detached residences at suburban density on large lots. Minimum lot size is 90,000 sf (about 2 acres). The R-90 districts include the coastline south of Beverly Farms Village in the vicinity of Paine Avenue, the Common Lane area, and the largely undeveloped far eastern edge of the City. The Paine Avenue and Common Lane areas have **significant historic residences**, some of which are estates.

Beverly's Farms Village

Beverly Farms Village makes use of several standard City zoning districts. As noted above, the vicinities of Haskell and Hart Streets (southern and western portions of the Village) are zoned R-15. The core commercial streets of Vine and West Streets are zoned CN Neighborhood Commercial. Residential areas immediately west of the core village are zoned R-6, while the area immediately north Is zoned R-10. All of these areas are of **historical significance**.

The **CN Neighborhood Commercial District** is established principally to allow for limited commercial development adjacent to residential neighborhoods, intended to serve primarily those neighborhoods. It allows residential detached single family, semidetached, and two-family dwellings. It allows retail uses up to 5,000 sf as well as services, professional office, business, and other uses. Building and area dimensional requirements are the same as the least restrictive adjacent residential district. Similar NC districts are located in other portions of the City such as Gloucester Crossing and North Beverly.

Chapter 300-22, Design Review Board

Chapter 300-22, Design Review Board, is located within Article V of the Zoning Ordinance, General Provisions. The chapter **reiterates** information included in Chapter 15, Design Review Board, cited above, including appointments and terms of members and what is to be reviewed. The provisions have slight differences in wording, and no additional information is provided.

The Recommended Procedures portion of the two chapters differ, however. Chapter 300-22 states that the Design Review Board shall respond to a request for recommendations within 30 days of receipt of such request and that failure to forward its recommendation within 30 days will be deemed conclusion of its review. As noted above, Chapter 15 states that recommendations should be provided to the body of jurisdiction (Planning Board, Zoning Hearing Board, etc.) at least 14 days before a decision is to be made.

Chapter 300-49, Local Historic Districts

Chapter 300-49, Local Historic Districts, is located within Article VIII of the Zoning Ordinance, Overlay Districts. It simply states that:

No building in the Fish Flake Hill Local Historic District (Front Street) shall be altered or constructed until a certificate of appropriateness is received from the Beverly Historic Districts Commission.

The chapter includes no other provisions, information on process, or references. The Fish Flake Local Historic District is not noted or

shown in the City's Zoning Map.

Chapter 300-54, Open Space Residential Design Site Plans
Chapter 300-54, Open Space Residential Design Site Plans, is located within Article IX of the Zoning Ordinance, Special Density and Dimensional Regulations. It allows for open space design options within larger residential zoning districts in which dwelling units may be clustered in accordance with design guidelines and processes and a minimum of 50% of the buildable land within the subdivision is preserved as open space. This provision can allow for the **preservation of historic landscapes**.

DIVISION 2 AND DIVISION 4 OF THE CITY CODE

Division 2 of the City Code relates to Planning Board Regulations and is comprised of three chapters:

Chapter 315 – Inclusionary Housing Regulations

Chapter 350 – Open Space Residential Design Guidelines

Chapter 375 – Subdivision of Land

Division 4 of the City Code is titled Miscellaneous Regulations and has only one chapter:

Chapter 565 – Wetlands Protection Regulations.

Chapter 315 – Inclusionary Housing Regulations

Chapter 315 is related to new residential subdivisions and requires that any residential development of six or more lots or dwelling units include 12% of its units as affordable housing. The alternatives of providing off-site affordable housing, fee in lieu of housing, and the donation of land are allowed.

Chapter 350 – Open Space Residential Design Guidelines

Chapter 350 is related to new residential subdivisions within larger residential zoning districts and outlines the submission and review requirements for the Open Space Design option allowed in Chapter 300-54 of the Zoning Ordinance and in the Subdivision of Land Ordinance. No other provisions are included in this chapter.

Chapter 375 – Subdivision of Land

Chapter 375 enumerates the processes and requirements for subdivision and land development projects in Beverly and is comprised of five articles:

Article I – Purpose and Authority

Article II – General Provisions

Article III – Procedures for Subdivision and Approval of Plans

Article IV – Design Standards

Article V – Required Standards for Approved Subdivisions

Under the preparation of Preliminary and Definitive Plans in Article III, no mention of the identification or preservation of historic building or landscape resources is made. For existing conditions, plans are required to show:

Major features of the land, such as existing waterways, swamps, and water bodies, natural drainage courses, walls, fences, buildings, trees six inches in caliper measured four feet above the ground, wooded areas, outcroppings and ditches which exist on or near the site at the time of the survey.

However, under Article IV, Design Standards, Chapter 375-19, Protection of Natural and Historic Features states:

***Due regard** shall be shown for all **natural and historic features**, such as trees, wooded areas, watercourses**, scenic points, historic spots, historic buildings, and similar community assets,** which, if preserved, will add attractiveness and value to the subdivision.*

No other preservation provisions are required.

CONCLUSION

Beverly's ordinances and regulations serve tolerably well despite some contradictions and descriptions of offices and processes that are different from those currently in use. These issues can be corrected when the zoning ordinance is updated, and the ordinance language can be strengthened.

In addition to possible new recommendations for local historic districts, conservation districts, context sensitive design, scenic roads and landscapes, and other specific historic preservation measures, portions of the zoning, subdivision, and other ordinances can be strengthened in the recognition and protection of historic resources and neighborhood character. Such recommendations are outlined in Chapter IV of the Historic Preservation Plan.

MUNICIPAL POLICY, MANAGEMENT AND CAPITAL IMPROVEMENTS ANALYSIS

Beginning in the 1960s and increasingly over subsequent decades, historic preservation issues have become an integral part of community planning and public policy in Beverly. Today, many in the community recognize the central role that historic character and historic resources play in community well being and quality of life. Beverly is poised to take meaningful steps in further incorporating historic preservation principles into municipal policy and processes.

This section of the Historic Preservation Plan provides an overview of municipal policy and the organizational elements of the City's management structure through which historic preservation issues are recognized and addressed. Some subjects outlined below, such as inventories and ordinances, are discussed in more detail in other sections of this plan. They are noted here as well because they are important aspects of municipal policy and management.

MUNICIPAL ORGANIZATION AND MANAGEMENT

The Beverly Home Rule Charter was adopted in 1995 and outlines the governmental structure of the City consisting of a Mayor exercising executive powers and a City Council exercising legislative powers. All elected officials are elected for two-year terms at each Biennial Municipal Election.

The Mayor is the Chief Executive Officer of the City. The Mayor and his/her staff are responsible for day-to-day management of City services, departments, and staff.

Beverly City Council is the City's legislative body, developing and adopting ordinances and regulations, and overseeing activities of the City. City Council has nine members, three of whom are elected at-large and six of whom represent one of the City's six wards.

The Mayor and City Council are essential in providing leadership to City departments, staff, boards, and commissions in municipal policy, management, allocation of resources, and the implementation of City programs. The incorporation of historic preservation values, principles, and processes into municipal policy and planning is central to strategies outlined in *PlanBeverly*, the City's 2020 Comprehensive Plan. It is also central to implementation of this Historic Preservation Plan.

City Departments

Municipal policy is implemented and managed by an array of City departments under the direction of the Mayor. Eight City departments or offices are directly involved in municipal policy on historic preservation issues. These departments are noted in more depth in the Preservation Partners and Stakeholders section of Chapter II and Recommendations sections of Chapter IV of this Preservation Plan.

Department of Planning and Development – responsible for current planning and development review, long-range planning, resource management, and community and economic development activities.

Economic and Business Development – providing support services to businesses within Beverly and facilitates the attraction of new businesses to the City.

Grants Office – providing assistance to all City departments for research, application, administration, and management of grants from governmental and other sources.

Parks and Recreation Department (Beverly Recreation) – providing active and passive recreational programming in the City's 37 parks, beaches, and natural areas.

Municipal Inspections Department – enforcing the State Building Code; State Plumbing, Mechanical, and Electrical Codes; and the Beverly Zoning Ordinance, including code compliance.

Department of Public Services – encompassing a wide range of City activities related to the planning, development, and maintenance of the City's public physical infrastructure, including the maintenance of parks, cemeteries, and public buildings.

Engineering Department – a division of the Public Services Department responsible for planning the construction of water, sewer, street, and drainage projects in Beverly.

Cemetery Department – part of the Engineering Department in managing the three active City-owned cemeteries.

Veterans' Services – Veterans Services works on issues related to veterans in Beverly, and undertakes care and maintenance of veterans' memorials as well as headstones of veterans in Beverly publically owned cemeteries.

Beverly Public Library / Board of Library Trustees –
Beverly Public Library is located at 32 Essex Street just west of and facing the City's Commons. The Library building was constructed in 1913 by renowned New York architect Cass Gilbert. A historic branch library is located in Beverly Farms Village. The Library is governed by a nine-member Board of Trustees.

Boards, Commissions, and Committees

Beverly employs a number of boards, commissions, and committees to oversee and manage aspects of the City's interests. These entities are noted in more depth in the Preservation Partners and Stakeholders section of Chapter II and Recommendations sections of Chapter IV of this Preservation Plan.

Planning Board – responsible for overseeing implementation of the City's zoning, subdivision, and land development ordinances.

Zoning Board of Appeals – a quasi-judicial body appointed by the Mayor and City Council to review applications for relief from aspects of the City's zoning ordinance.

Historic Districts Commission (HDC) – established in accordance with Massachusetts' Historic District Act with responsibility for administering Beverly's Historic Buildings and Districts Ordinance, originally enacted in 1971, and Demolition of Historic Buildings Ordinance, enacted in 1991. The HDC also serves as Beverly's Historical Commission.

Community Preservation Committee (CPC) – administering the City's participation in the Community Preservation Act, reviewing applications from qualified applicants and recommending projects for approval for funding by City Council.

Design Review Board – reviewing the design of projects in commercial and industrial zoning districts going through site plan review before the Planning Board as well as applications for sign permits throughout the City.

Parks and Recreation Commission – overseeing management of the City's parks and related programs, working closely with Beverly Recreation, the Parks and Recreation Department.

Open Space and Recreation Committee – working to acquire and preserve land and ecosystems within the City.

Cultural Council – administering the City's participation in the Local Cultural Council program of the Massachusetts Cultural Council.

Beverly Affordable Housing Trust – providing funding to support the creation and preservation of affordable housing for low- to moderate-income households.

Parking and Traffic Commission – studies and makes recommendations to the Mayor, City Council, and municipal boards and commissions on the development of new parking areas and traffic patterns.

BEVERLY'S PLANNING AND GROWTH MANAGEMENT POLICY

Growth management as municipal policy in Beverly began with the adoption of the City's first zoning ordinance in the late 1930s. The zoning ordinance has been updated a number times beginning in 1965 in concert with emerging needs and new planning perspectives. Beverly's first comprehensive plan was prepared in 1970 and was subsequently updated in 1986, 2002, and 2020.

In the last decades of the 20th century, Beverly's growth management was focused on the rapidly expanding outer suburbs and was juxtaposed to the declining Downtown core. The 1970 Comprehensive plan describes blight in Gloucester Crossing, along Rantoul Street, between Rantoul and River Streets, and along the waterfront. Proposed urban renewal projects at Gloucester Crossing and along the waterfront were never implemented, which has saved many historically significant buildings in two historically significant neighborhoods.

The closing of the United Shoe Machinery Corporation (USMC) complex Downtown impacted the City's economy, especially surrounding working class neighborhoods. Efforts at Downtown revitalization along Cabot Street as early as 1980 were reportedly not particularly fruitful.

Redevelopment of the United Shoe complex as the Cummings Center beginning in 1996/97, spurred in part by City financial incentives, marked a refocus on Downtown that was delineated in the City's 2002 Comprehensive Plan. A series of subsequent planning efforts expanding upon concepts outlined in the 2002 Comprehensive Plan including the:

- 2002 Beverly Main Streets initiative;
- 2003 Downtown Design Guidelines;
- 2005 Heritage Landscapes Plan;
- 2010 Strategic Plan for Downtown;
- 2012 Community Preservation Act;
- 2016 Open Space Plan;
- 2017 Community Housing Plan;
- 2017 Coastal Resiliency Plan;
- 2018 Community Preservation Plan;
- 2018 Beverly Arts District;
- 2018 Downtown Hotel Feasibility Study;
- 2019 Harbor/Waterfront Master Plan; and
- 2019/20 Cabot Street Improvements.

Positive community trends over the past two decades have had a strong impact on municipal planning policy and have helped drive the broad range of community planning initiatives listed above. Perhaps most significantly, Beverly has become a center of the North Shore Life Science Cluster, with significant employment growth in the health care and social assistance sector. Many of the over 60 life sciences companies currently located in Beverly are in the Cummings Center – the former USMC complex – as well as in new industrial parks in North Beverly. Of the 21,000 workers

employed in Beverly, only 3,300 are residents; the rest commute into the City.

Beverly's population has grown consistently with those of other suburbs within the Boston metropolitan area. The City's middle-age population (45-64) has substantially increased, while the young adult population (25-34) has declined. Property values have steadily increased as well – single family house prices rose by 27% between 2015 and 2019. Beverly has become a desirable and increasingly expensive place to live.

Commuter train service through Beverly Depot – 1,382 inbound and outbound boardings a day – provides residents with access to employment centers within the inner metropolitan area. Commuter access has driven the development of new luxury apartment buildings along Rantoul Street over the past decade, which in turn has helped fuel the revitalization of the Downtown Cabot Street commercial corridor and adjacent residential neighborhoods.

These trends have driven the key themes outlined in *PlanBeverly*, the City's 2020 Comprehensive Plan. They include:

- The concentration of **new growth in areas with existing infrastructure**, amenities, and access to transit – essentially the City's urban core as opposed to the outer suburbs;
- Concentration on **continued revitalization of the Downtown** commercial corridors;
- Promotion of **new mixed-use development** including neighborhood commercial centers and mixes of housing types;
- Guiding new growth to be compatible with the **character of existing neighborhoods and historic areas**;
- **Limiting new growth in low density areas** and potential conservation landscapes; and
- Emphasis on **high quality design** and implementation.

PlanBeverly places a strong emphasis upon community identity and the existing historic character of the Downtown core. The two primary areas of focus for new mixed-use urban redevelopment are the Bass River waterfront paralleling the rail corridor and Rantoul Street, and the vicinity of the North Beverly train station.

Both existing trends and the proposed new development are having an impact on adjacent historic neighborhoods. Portions of Downtown considered rough and blighted several decades ago are now experiencing demographic changes and increased property values and investment. Downtown Beverly is changing.

These trends in turn are driving changes in municipal policy and public investment. For example, Beverly's Complete Streets Policy, adopted in 2015, and related planning have helped secure state funding for the redesign and reconstruction of the streetscape in the vicinity of Beverly Depot as well as the commercial corridor along Cabot Street, which is currently being completed. Housing, Coastal Resiliency, Open Space, Arts District, and other planning initiatives address core municipal strategies while also qualifying the City for state and federal funding for implementation projects. Planning projects identify prospective changes to ordinances and other regulations for policy implementation.

BEVERLY'S HISTORIC PRESERVATION PROGRAM

Historic preservation in Beverly dates at least to the founding of the Beverly Historical Society, now Historic Beverly, in 1891 and their preservation of the 1781 John Cabot House on Cabot Street in 1892 as their headquarters. A concerted municipal historic preservation program was initiated in Beverly in 1971 with the designation of the Fish Flake Hill Historic District and establishment of the Historic Districts Commission.

Following an initial surge in historic preservation activities in 1967 through 1993, Beverly has since seen only modest further development of its municipal historic preservation program. No additional local historic districts have been designated since 1971, and new National Register of Historic Places designations have been limited since 1990.

However, growth trends and planning initiatives over the past two decades culminating in *PlanBeverly*, the 2020 Comprehensive Plan, have laid the groundwork for possible enhancement of Beverly's historic preservation program as a means of achieving the Comprehensive Plan's goals.

The Comprehensive Plan's community development strategies emphasize growth in already developed historic areas, highlighting context sensitive design. Downtown revitalization and neighborhood character are emphasized with a focus on Beverly's historic identity. Traditional historic preservation tools can be instrumental in the implementation of municipal policy strategies.

Key elements of Beverly's existing historic preservation program are outlined below. Additional discussion, analysis, and recommendations for each element are presented in Chapter IV, *Recommendations*, of this Historic Preservation Plan.

Historic Districts Commission

Beverly's 1970 Comprehensive Plan recommended the establishment of a local historic district in the Fish Flake Hill neighborhood to be administered by a Historic Districts Commission.

This recommendation was implemented in 1971 with the adoption of Chapter 30, *Historic Districts* of the City Code in accordance with the state *Historic Districts Act, Massachusetts General Laws Chapter 40C*. The ordinance also created the Historic Districts Commission (HDC) and outlined its roles and responsibilities in managing the local historic district. The HDC has also been given the responsibilities of a municipal historical commission. The HDC's Rules of Procedure for conducting its public business were updated in 2018.

Since its establishment, the HDC has been the lead City entity in promoting historic preservation principles and processes within the City. The HDC has led the City's inventory of historic resources; advised municipal officials, boards, and commissions on historic preservation issues; and reviewed design changes for historic buildings within the Fish Flake Hill Local Historic District.

HDC members also participate on the City's Community Preservation Committee and Design Review Board providing historic preservation expertise and representing historic preservation interests.

In its enabling ordinance, the HDC is authorized to have five to seven members as well as three alternates. Where possible, members should include one or two representatives of Historic Beverly, one or two architects, a landscape architect, a realtor, and residents of local historic districts administered by the HDC. A majority of the members constitutes a quorum.

The HDC meets on a monthly basis with staff support from the Department of Planning and Development. Because of the small

size of the City's only local historic district, project reviews for Certificates of Appropriateness are limited in number. However, the HDC conducts additional regular business advising other boards and commissions on historic preservation issues in its role as Beverly's historical commission. The HDC has been an effective representative for historic preservation in municipal policy.

Local Historic Districts

As mentioned above, the Fish Flake Hill Local Historic District was established in 1971 upon the recommendation of the 1970 Comprehensive Plan. This followed the designation of Fish Flake Hill as a National Register Historic District in 1970, although the boundaries of the National Register district and local historic district did not match.

The 1970 Comprehensive Plan described the waterfront and Fish Flake Hill as a blighted area and "a dramatic example of insensitivity to the environment and a laissez-faire attitude towards good planning." Several Fish Flake Hill buildings were reported to have been demolished or lost by fire and many were in a state of disrepair.

Since designation, the Fish Flake Hill Local Historic District has gradually been rehabilitated through the investment of private homeowners in the district's distinctive historic buildings. A recommendation of the 1987 Historic Preservation Plan to enlarge the district to encompass the full area of the 1986 Fish Flake Hill National Register Historic District has never been implemented. No additional local historic districts have been designated either, though other portions of Downtown Beverly would clearly benefit from such designation. Recommendations for new and expanded local historic districts are included in Chapter IV.

Historic Resource Inventory

A substantial number of historic resources have been inventoried in Beverly over the past fifty years. The inventory work has been completed in four primary campaigns completed in the 1970s/80s, 1993, 2016, and 2019. They include resources inventoried in association with the City's two National Register historic districts, inventories of other historic areas, and inventories of individual resources. Beverly's historic resource inventories are discussed in additional detail in a separate section of this chapter of the Preservation Plan.

Survey reports prepared for the 1993, 2016, and 2019 inventories summarize the objectives of each campaign and provide recommendations for future work. Overall, the inventory work has been of high quality and has addressed resource types and themes throughout the City both geographically and with respect to each period of the City's historical development.

Over the past five decades, a significant number of historic resources have been documented in Beverly. Since 1993, this documentation has been of consistently high quality and has sought to address the City's most significant areas and resources and to fill in gaps where they have been identified. An impressive amount of work has been accomplished.

Because of Beverly's rich history, however, a significant number of historic resources remain to be documented. Outside of Beverly's core urban area, as yet undocumented resources should continue to be identified and addressed on an ongoing basis.

As noted in the 1993 survey report, however, priority for future inventories should be given to the comprehensive survey of historic neighborhoods in and around the City's urban core. These historic neighborhoods should be studied and documented as complete neighborhood areas and districts. Too many of the area forms prepared to date have been focused on small portions of

larger neighborhoods. These observations and recommendations are further discussed in planning and preservation recommendations in Chapter IV of this Historic Preservation Plan.

National Register of Historic Places

The City of Beverly has a limited number of listings on the National Register of Historic Places, the nation's official honorary role of historically significant properties. Eighteen properties are listed individually, and three historic districts are listed representing over 234 properties. Beverly has one property designated as a National Historic Landmark, the nation's highest honor in historic preservation, the Oliver Wendell Holmes House in Beverly Farms, which was designated in 1972.

Given the over 1,135 individual historic resources that have been identified to date on MACRIS and the number of historic urban and suburban neighborhoods that have not yet been inventoried, there is considerable potential for new National Register nominations and listings. National Register listings in Beverly are discussed in more detail in a separate section of this chapter of the Historic Preservation Plan.

For community planning and public policy purposes, the listing of the Beverly Center Historic District and expanded Fish Flake Hill Historic District is significant. These two historic districts represent two of the City's most significant areas and buildings with a complex mix of resources from multiple periods and representing multiple themes.

There is considerable potential for new National Register nominations both within the City's historic core and citywide. The designation of National Register historic districts should be used as an inventory and planning tool and should be prioritized in the future work to be undertaken.

National Register designation of historic neighborhoods in Beverly will enhance community identity and support neighborhood planning associated with implementation of *PlanBeverly*, the City's 2020 Comprehensive Plan. Designation of Beverly Farms Village should be undertaken for the same purposes. The designation of individual properties should be undertaken on a case-by-case basis.

Community Preservation Act

Massachusetts' Community Preservation Act is discussed in Chapter II of this Historic Preservation plan under review of the City's 2018 Community Preservation Plan. The CPA program enables Beverly to use state and local funding to:

- Acquire, create, and preserve **open space**;
- Acquire, rehabilitate, and preserve **historic resources**;
- Acquire, create, preserve, and support **community housing**; and
- Acquire, create, rehabilitate, and preserve land for **recreational use**.

The Community Preservation Act was adopted by Beverly voters in November 2012. Implementation of the CPA is undertaken by the Beverly Community Preservation Committee (CPC).

The CPA represents a significant policy commitment by the City in historic preservation initiatives. Since its enactment, the CPA program in Beverly has provided significant historic preservation funding for (1) the preservation and rehabilitation of historic buildings owned by non-profit organizations and the City, (2) the inventory of historic resources throughout the City, and (3) the preservation of archival documents.

Funded projects have included the rehabilitation of historic buildings, such as the City-owned GAR Hall and Beverly Powder House, as well as historic resource inventory and planning work, such as this Historic Preservation Plan.

Application for CPA funding for historic projects requires that

projects receive a Determination of Historic Significance from the Historic Districts Commission. The rehabilitation of historic properties must be carried out in accordance with *The Secretary of the Interior's Standards for the Treatment of Historic Properties*.

PRIVATE PROPERTY MAINTENANCE

Beverly has limited neighborhood areas of poor maintenance or neglect due to current economic, demographic, and housing trends. Neglected properties tend to be in historically marginal neighborhoods in the Downtown core and may be related primarily to rental properties. Gloucester Crossing is within a designated Environmental Justice area. Beverly has no landlord registration or inspection ordinances.

MUNICIPAL PROPERTIES – MAINTENANCE AND CAPITAL IMPROVEMENTS

The City of Beverly owns and maintains a considerable number of historic buildings and landscapes including several of the City's most historically significant properties. Overall responsibility for the management and maintenance of City property is under the authority of the Mayor and is conducted by the Public Services Department.

Public Services' Parks and Forestry Division maintains City parks and the grounds around City buildings. They also manage new construction projects in parks and have responsibility for tree maintenance on City property and within the right of ways of public streets.

Public Services' Building and Highway Maintenance Division is responsible for maintenance and repairs for the City's roughly 50 public buildings. They also have responsibility for the maintenance and repair of playground equipment, street signs and traffic markings, street guardrails, and paving projects. The Division identifies capital needs related to all City facilities and manages a variety of maintenance and construction projects, some of which are contracted to firms in the private sector.

Prominent among City-owned historic buildings are:

- **City Hall** – 1785 historic residence expanded and converted into City Hall in 1874
- **GAR Hall** – preservation plan completed in 2017 and exterior rehabilitation completed in 2020, both using CPA funding
- **Beverly Golf and Tennis Club** – former clubhouse and golf course of the United Shoe Corporation; ongoing rehabilitation of the clubhouse to be completed in the fall of 2020
- **Beverly Powder House** – recently rehabilitated through a Massachusetts Historical Commission grant and Community Preservation Act funding.
- **Carriage House at Lynch Park** – available as a public event space; treatment plan completed in 2018 with phased rehabilitation ongoing using CPA funding
- **Beverly Public Library** – constructed in 1913 and designed by renowned architect Cass Gilbert; located west of and facing Beverly Commons; a historic branch library is located in Beverly Farms Village

Prominent among City-owned historic properties are:

- **Beverly Commons** – historic commons established in 1705 and a focus of the City's early Colonial history
- **Monument Square** – laid out in 1868 and Beverly's Civil War monument installed in 1882
- **David S. Lynch Memorial Park** – former Evans Estate along the shoreline in Beverly Cove, purchased by the City in 1943

- **Earle T. Wardell Park** – traffic square in Montserrat with a 1918 monument

The City owns and maintains seven historic cemeteries, three of which remain active, including:

- **Central Cemetery** – located in the heart of the City just north of Beverly Commons, the City's largest and most active cemetery
- **North Beverly Cemetery** – associated with the historic Second Parish Church at the intersection of Cabot and Conant Streets
- **Beverly Farms Cemetery** – on the west side of the historic village

Historic cemeteries that are no longer active include:

- **Ancient Cemetery** – located in the heart of the City immediately east of the Baptist Church and adjacent to Monument Square
- **Conant Street Burial Ground** – associated with the Second Parish Church and located east of the church and North Beverly Cemetery
- **Dodge's Row Burial Ground** – former family cemetery located north of Dodge Street near the City's northern boundary
- **Green Family Burial Ground** – small former family cemetery located in Herlihy Park in Ryal Side

Maintenance of City-owned Properties

Beverly should be a model in the stewardship of its historic buildings and landscapes and an example of what is expected of the private and non-profit sectors. Beverly's historic character is central to its identity and quality of life, and the historic resources in the City's care are of particular significance.

In general, the historical significance and character of City-owned historic properties is well appreciated, and the properties are well maintained. The City's building maintenance staff is familiar with techniques and processes required for the maintenance and treatment of historic buildings. In undertaking maintenance and repair projects, they contract with firms experienced in work with historic buildings and follow the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.

The City has had issues with deferred maintenance at historic buildings, landscapes, and cemeteries due in part to available funding. MHC grants and CPA funding have helped address this problem. The City's work at City Hall is an example of a high quality maintenance and rehabilitation project.

Information and resources on the appropriate treatment of historic buildings and landscapes have been developed by preservation professionals and organizations over decades with application in many historic preservation projects. Most important are the preservation principles outlined in the Secretary of the Interior's Standards and their related guidelines.

Additionally, literature on conservation practices for various types of materials, features, and conditions has been assembled and made available online. The most common source of information on conservation treatments are the *Preservation Briefs* and *Preservation Tech Notes* prepared by the National Park Service's Technical Preservation Services and available online at https://www.nps.gov/tps/about.htm.

Preservation Briefs and Preservation Tech Notes are available on over fifty different subjects ranging from general topics such as cultural landscapes, new building additions, and accessibility to specific information on materials and features such as windows, siding, and roofs. This information is useful in the treatment of historic buildings owned by the City as well as private sector owners.

Cemeteries

The Cemetery Department, a single staff member within the Engineering Department of Public Services, manages the sale of plots within the three active cemeteries. Burial activities within the cemeteries are contracted to a private firm. The routine maintenance of all cemeteries, primarily grass mowing and tree maintenance, is performed by the Parks and Forestry Division.

Additional cemetery maintenance is needed for cemetery stones, fencing, and other landscape features, however adequate funding is not available. The Beverly Farms Improvement Society has undertaken a multi-phased project to rehabilitate historic 1899 fencing around the Beverly Farms Cemetery using local donations and CPA funding.

The City has taken a position that cemetery stones are not publicly owned and should not be publicly maintained. However, the City has recently submitted a grant to the Massachusetts Historical Commission for replacement stones for the graves of veterans.

The Massachusetts Department of Conservation and Recreation (DCR) has prepared guidance for the management of historic cemeteries. The 2009 publication *Preservation Guidelines for Municipally Owned Historic Burial Grounds and Cemeteries* provides information on the historical background, preservation planning, recommendations for management, and case studies for cemeteries (DCR 2009). The 2011 publication *Terra Firma, Putting Historic Landscape Preservation on Solid Ground, A Guide to Identification and Protection* commemorated the tenth year of DCA's Massachusetts Historic Cemetery Preservation Initiative and reviews issues and best practices as they have evolved. In addition, the National Park Service has a Preservation Brief on the preservation and treatment of historic grave markers.

Streetscapes and Public Improvements

Beverly is currently completing streetscape improvements along upper Cabot Street within the historic commercial core of Downtown. Undertaken with state funding following adoption of Beverly's Complete Streets Program, the improvements dramatically improve the pedestrian experience along the corridor and have a high level of design quality. The work demonstrates the City's capability and commitment to high quality public improvements. Streetscape improvements have also been undertaken along Rantoul Street and in the vicinity of Beverly Depot.

Among the historic resources within the public right of ways in Beverly are street plaques known as Veterans' Squares that have been placed in a variety of locations since World War I commemorating the City's veterans. The City's Public Services Department has been maintaining the Veterans' Squares, which provide opportunities for recognition and interpretation.

Beverly has an active street tree program managed through its Parks and Forestry Division. The importance of street trees in establishing appealing neighborhood character should not be underestimated. Street trees provide scale to buildings along the street, soften hard edges, provide shade, and introduce life to the streetscape. Even struggling historic neighborhoods can be marketed to new homeowners if the character of their streetscapes is appealing, and street trees are important character defining features. The care of existing street trees throughout Beverly should be prioritized, and new street trees should be introduced to neighborhoods where they are not already present.

City Archives and Historic Documents

The Beverly Public Library is governed by the Board of Library Trustees and managed by professional staff. The Library includes not only the main building adjacent to Beverly Commons in the

heart of Downtown but also the 1916 Beverly Farms Branch. Beverly Public Library has led a recent project to properly curate, preserve, and digitize the City's archival documents. CPA funding has been allocated to the project, which is currently undergoing best practices study.

Beverly's Historic Schools

Over the years, Beverly has sold all of its pre-1930s historic school buildings to private entities or demolished them for the construction of new public school complexes. In recent years, the City has strongly prioritized the preservation of these buildings and their historic features. Beverly continues to operate a number of Mid-Century Modern schools from the 1950s and 1960s that could be of historical interest.

The historic schools that have been sold have been adapted to senior living facilities, private apartments or condominiums, and other uses. They include the McKay School associated with the United Shoe Corporation, the old Briscoe School in the heart of Downtown, and Edwards School at the south end of Rantoul Street.

The Hardie School adjacent to Beverly Commons was sold to the Monserrat School of Art in 1999. Most recently, the City sold the Briscoe Middle School (formerly the Beverly High School) in Gloucester Crossing for adaptive reuse as affordable housing.



CHAPTER IV – RECOMMENDATIONS

Beverly has undertaken a significant amount of planning work since the preparation of the City's first Comprehensive Plan in 1970. This work has routinely included recognition of the the City's historic character. Over the past two decades, planning has been increasingly detailed and effective, aided by a strong economy and culminating in the preparation of the 2020 Comprehensive Plan, *PlanBeverly*. Work on *PlanBeverly* has engaged residents and laid the groundwork for this Historic Preservation Plan. Recent public responses to proposed development projects has also raised public interest and awareness in the City's historic resources and their preservation.

Chapter IV outlines preservation strategies and provides recommendations for actions to be implemented by the City and its partners and stakeholders. It builds on the background information provided in Chapters II and III and addresses the City's historic preservation program, the need for increased public awareness, municipal ordinances and regulations, and municipal policies and programs. The chapter's final section outlines mechanisms that can be used to protect investments made to support the preservation of private historic properties.

VISION, GOALS AND GUIDING PRINCIPLES

The Historic Preservation Plan for Beverly is written in support of *PlanBeverly*, the City's 2020 Comprehensive Plan, and as a companion piece to inform its implementation. The vision, strategies, and priorities of *PlanBeverly* are fully recognized here, and recommendations complementing their implementation are presented in this chapter.

The strategies and recommendations outlined in Beverly's Historic Preservation Plan are informed and guided by the principles of historic preservation that have been developed and honed by practitioners in the field over the years. Preservation is a practical discipline that can accommodate growth and change while continuing to preserve the characteristics that make a place special. The principles that have been developed in the field of historic preservation, in general, recognize the importance of preserving authentic historic fabric to the maximum extent possible.

Building and landscape uses come and go, but once lost, original historic fabric can never be recovered. The maintenance and preservation of original historic fabric, features, materials, and design elements, therefore, is central to a sound preservation approach. A key objective of the Historic Preservation Plan is to encourage and promote the preservation and maintenance of historic building and landscape fabric through many different types of endeavors and in as many ways as possible.

The principles of historic preservation are embodied in the topic of *Preservation Treatments* and in *The Secretary of the Interior's Standards for the Treatment of Historic Properties*, both of which are discussed in Appendix A of the Historic Preservation Plan.

VISION AND GOALS

The following vision statement has been developed for Beverly's Historic Preservation Plan in coordination with *PlanBeverly*.

> *The City of Beverly is an attractive, inviting, and sustainable community that celebrates and preserves its unique heritage and natural environment.*
>
> *The City's strong sense of community will continue to be protected and enhanced through a comprehensive approach to growth management and change that incorporates historic preservation principles and considerations into City planning, programs, and processes.*
>
> *The City and its residents, businesses, organizations, and community leaders recognize the central role that heritage and related historic and cultural assets play in Beverly's identity and quality of life. They acknowledge and value the cultures and stories of all peoples associated with the City's history.*

The Historic Preservation Plan has identified five specific goals that together express how community character and related historic and cultural assets are interconnected. These goals are embodied in the strategies and recommendations presented in subsequent sections of Chapter IV.

Goal 1 – Quality of Place
Historic buildings and neighborhoods are recognized as central to Beverly's quality of life and quality of place.

This concept and goal is central to the Historic Preservation Plan. Beverly has developed and evolved over four centuries of growth and change that have been influenced by local, regional, and national forces. The distinct physical character of individual neighborhoods, streetscapes, and areas of the City is enhanced by the building and landscape features that are present due to these influences. The concept of *Quality of Place* recognizes the

contribution of historic assets of all kinds and from all periods to the richness of neighborhoods and quality of life in Beverly.

Goal 2 – Appropriate Treatment
This recognition is fulfilled through the appropriate treatment of historic and cultural assets.

Recognition of the central role that historic and cultural assets play in City neighborhoods leads to their appropriate treatment and care through regular maintenance and through respectful management when change is necessary. Decades of professional practice and experience have led to the development of principles and practices that can guide respectful change, preserving resources and their essential character. Such principles and practices should be incorporated into decision making at every level when change is happening.

Goal 3 – Historic Preservation Program
Beverly's Historic Preservation Program aspires to be a model of best practices, making active use of available preservation tools.

Beverly's Historic Preservation Program is well developed and benefits from the involvement of qualified volunteers. Beverly should be a model of historic preservation activity – engaged and steady, taking advantage of available tools and utilizing available funding and grant programs. The Historic Preservation Program has both ongoing and long-term components. Preservation can be a strong contributor to the City's growth and development. Making the Historic Preservation Program work and work well will be a strength and a testament to its value.

Goal 4 – City Programs and Processes
Beverly incorporates historic preservation values and perspectives into all City programs and processes making the enhancement of community character a core activity.

The Vision for the Historic Preservation Plan includes a statement tying the incorporation of historic preservation principles and considerations in City initiatives to the City's strong sense of community. Goal 4 establishes that historic preservation values and considerations should be a part of decision making for every municipal initiative and activity, even when the final outcome is contrary to preservation interests. Examples of important City activities that can impact historic resources are provided later in this chapter under Municipal Policy, Management, and Capital Improvements. Historic preservation principles are often easy to apply and result in better long-term outcomes. This goal is supported by many aspects of *PlanBeverly*, the City's 2020 Comprehensive Plan.

Goal 5 – Outreach and Engagement
The City and its partners engage residents by conveying the value and significance of heritage resources to our lives today and by providing leadership and support in their appropriate treatment.

Residents can be engaged in many ways that relate directly to their own neighborhoods, properties, and self interest as well as to the interests of the community as a whole. Through engagement, residents come to view the historic character defining features of the community as critical assets, the cultivation and enhancement of which enriches their lives. Outreach and engagement can be achieved through the support and enhancement of existing programs led by the City's non-profit partners as well as through direct City initiatives.

GUIDING PRINCIPLES

In addition to the Vision and Goals outlined above, the following Guiding Principles shape implementation of the strategies and recommendations outlined in the Historic Preservation Plan.

Authenticity: We recognize and value authentic historic places and the complexities that derive from the layers of change that have occurred over time.

Shared Stewardship: We collaborate in the care and appropriate treatment of our natural, historic, and cultural assets, respecting individual resources as well as the contexts in which they are found.

Quality: We promote and expect quality in all things. Work undertaken now should make a lasting contribution to the community and be worthy of the respect of future generations.

Best Practices: We foster a continuing process of upgrading to best practices in planning and stewardship.

Preservation Values: We seek to infuse historic preservation values and considerations into all public and private activities.

Accommodating Change: We recognize that change is often necessary, but can be accommodated in ways that incorporate preservation principles and can be leveraged to enhance historic assets and their contexts.

Community Respect: We respect the varied experiences and perspectives of individuals and organizations throughout the community. We support equity and social justice in opportunities for economic security, education, housing, and other areas of community concern.

Economic Stimulation: We seek ways through which historic and cultural assets can support the City's economic prosperity.

Hospitality: We make our neighbors and visitors feel warmly welcomed within our community as a matter of principle as well as to the benefit of our economy. We engage with and support communities of varied backgrounds.

Environment and Sustainability: We promote ecological and economic sustainability in our planning and our actions as the foundation of a successful community, including the preservation and rehabilitation of historic and cultural assets.

Long-Term Interests: We work in the best long-term interest of Beverly, its people, neighborhoods, natural and historic assets, and environment.



Historic neighborhoods and buildings are central to Beverly's identity.

PRESERVATION APPROACH TO BEVERLY'S VARIOUS HISTORIC LANDSCAPE AREAS

The City of Beverly can be organized into a set of separate historic urban and suburban landscape areas, each of which has its own developmental background, resource types, and approach to historic preservation.

Below are brief discussions of each of the overall urban and suburban landscape areas within the City and the recommendations included in this Historic Preservation Plan supporting preservation and enhancement of their historic physical character and resources. Recommendations for historic preservation in these different areas are included throughout this chapter and are summarized here by landscape area.

Beverly's Historic Corridors

Beverly's early historic road corridors developed in the 17th and 18th centuries in relation to the City's early agricultural history. Many of the City's earliest historic properties are located along these corridors. Throughout the 20th and 21st centuries, these road corridors have remained in heavy use as regional transportation connectors. The historic resources along them are vulnerable to continuing changes due to commercial and residential development pressure. Historic preservation measures include:

- **Inventory** and documentation of resources,
- Continued use of the City's Historic Building Demolition Ordinance (**demolition delay**),
- Designation of historic road corridors as a local **Conservation District** to allow for the preservation and appropriate treatment of historic buildings,
- Adoption of a **Scenic Road Ordinance** in accordance with Massachusetts' Scenic Roads Act,
- Incorporation of **historic preservation policy language and requirements** into zoning, subdivision, and land development ordinances.



Beverly's historic road corridors have some of the City's earliest historic homes, and many have developed into regional commercial corridors.

Downtown Commercial Corridors

Beverly's urban core initially developed in the 17th and 18th centuries as the City's waterfront and civic core. It filled out and expanded in the 19th and early 20th centuries with manufacturing uses and related housing.

The City's Downtown commercial corridors along Cabot and Rantoul Streets have been the focus of revitalization efforts since 1979's Downtown Revitalization Plan. Since completion of the 2002 Comprehensive Plan and the establishment of Beverly Main Streets and Beverly Arts District, the Cabot Street commercial corridor has seen a resurgence, including the recent completion of significant streetscape improvements.

Over the past decade, new housing projects along Rantoul Street have drawn new residents to Downtown in large part due to the convenient access to train service. These new residents have helped breath life into the Downtown commercial corridors. Historic preservation measures include:

- 1984 designation of the the Beverly Center Business **National Register** Historic District,
- Proposed designation of a **Beverly Center Business Local Historic District** to match the boundaries of the National Register District providing enhanced design review and control of demolition threats,
- Interpretation of Beverly's Downtown commercial corridors as part of a Citywide **interpretive presentation**, strengthening identity and communicating significance to residents.



Downtown commercial corridors feature many early 20th century commercial buildings and are recognized as the City's center.

Downtown Neighborhoods

Downtown Beverly includes a rich mix of historic resource types and distinct historic neighborhoods. Once dismissed as undesirable and unsafe, many of these historic neighborhoods are now seeing a resurgence of investment and revitalization and are vulnerable to inappropriate treatment. Historic preservation measures include:

- 1972 designation of the **Fish Flake Hill Local Historic District** and continuing design review,
- 1986 expansion of the **Fish Flake Hill National Register Historic District**,
- **Proposed expansion** of the Fish Flake Hill Local Historic District to match the boundaries of the National Register Historic District,
- Prioritization of of the **inventory** of the **historic residential neighborhood between Cabot and Rantoul Streets** from the waterfront north to Elliott Street, which is undergoing redevelopment pressure,
- Establishment of the **historic neighborhood between Cabot and Rantoul Street** as a local **Conservation District**,
- Prioritization of the **inventory** of complete Downtown **historic neighborhoods** in the City's historic resource inventory,
- Engagement with Downtown **neighborhood associations** in planning and providing historic resource treatment information to property owners,
- Preparation of **design guidelines** for the Fish Flake Hill Historic District that will also assist and inform property owners Citywide making changes to their historic homes,
- Establishment of a **Neighborhood Historic Program** researching and communicating the history or individual neighborhoods to residents,
- **Interpretation** of historic neighborhoods as part of Beverly's Citywide interpretive presentation,
- Designation of individual Downtown historic neighborhoods as local **Conservation Districts** upon demonstration of support from neighborhood associations and local residents.





Downtown urban neighborhoods date to a range of periods and include workers' housing related to adjacent industrial facilities.

Inner Suburban Neighborhoods

Beverly's inner suburban neighborhoods were established primarily in the early 20th century and have continued to fill out through the late 20th century with a mixture of residential types. For the most part, they are stable and well maintained, without serious preservation threats.

These neighborhoods will continue to experience development pressure, with new housing on smaller lots, subdivision of larger lots, and new development on more environmentally constrained properties. The potential for teardowns exists – the demolition of historic residences to allow for more intense and large new development. Historic preservation measures include:

- Encouragement of **National Register nominations** for historic neighborhoods to raise public awareness,
- Engagement with **neighborhood associations** in planning and providing historic resource treatment information to property owners,
- Use of the proposed Fish Flake Hill Historic District **design guidelines** to assist and inform property owners Citywide in making changes to their historic homes,
- Establishment of a **Neighborhood Historic Program** researching and communicating the history or individual neighborhoods to residents,
- **Interpretation** of historic neighborhoods as part of Beverly's Citywide interpretive presentation to raise public awareness,
- Incorporation of **historic preservation policy language and requirements** into zoning, subdivision, and land development ordinances.





Inner suburban neighborhoods date primarily to the late 19th and early 20th centuries and have mix of residential periods and building types.

Outer Suburban Neighborhoods and Open Space

The City's outer suburban neighborhoods, including North Beverly, Centerville, Beverly Farms, Prides Crossing, and Beverly Farms Village, developed throughout the 19th and early 20th centuries with a variety of different primarily residential and related uses. Beverly Farms is particularly notable for its Great Estates summer residences and supporting growth in Beverly Farms Village.

In the late 20th century, these areas experienced intense suburban development pressure and were largely built out. A number of Great Estate homes were lost to redevelopment.

Development pressure continues, with new housing on smaller lots, subdivision of larger lots, and new development on more environmentally constrained properties. Historic homes on developable lots are threatened with demolition and redevelopment. Historic preservation measures include:

- Continued **inventory** of individual and small groups of historic resources on an annual basis, with special attention to Great Estate properties,
- Designation of **Beverly Farms Village as a local historic district** to provide a mechanism for design review and the ability to deny demolition when appropriate,
- Potential listing of Beverly Farms Village and Pride's Crossing as **National Register** Historic Districts,
- Adoption of the the **Cultural Heritage Properties** ordinance to provide alternatives for the adaptive reuse of Great Estate properties short of demolition,
- **Interpretation** of areas as part of Beverly's Citywide interpretive presentation to raise public awareness, including trails and public open space,
- Incorporation of **historic preservation policy language and requirements** into zoning, subdivision, and land development ordinances – a primary means of incorporating preservation policy into new subdivision and land development proposals.





Outer suburban neighborhoods are primarily residential with a range of historic resources and significant open space.

BEVERLY'S HISTORIC PRESERVATION PROGRAM

Beverly's municipal Historic Preservation Program was introduced with the recommendations of the City's 1970 Comprehensive Plan and the related actions of local volunteers. Spurred by urban renewal threats to the City's historic waterfront area, local historians began inventorying the City's earliest and most significant historic buildings.

The 1970 Comprehensive Plan recommended designation of the City's Fish Flake Hill neighborhood as a local historic district, which included the establishment of a Historic Districts Commission. These actions were implemented in 1972. In an apparently related action, Fish Flake Hill was also designated as a National Register Historic District in 1971.

From these early beginnings, a series of initiatives have been undertaken in Beverly over the years in support of the recognition, documentation, and protection of historic resources. These initiatives are documented in Chapters II and III of this Historic Preservation Plan and are briefly summarized in discussions below as appropriate.

For the purposes of this plan, Beverly's Historic Preservation Program is considered in relation to the following existing and potential future elements:

- Certified Local Government,
- Historic Districts Commission,
- Historical Commission,
- Historic Property Inventory,
- National Register of Historic Places,
- Local Historic Districts,
- Single Property Historic Districts,
- Conservation Districts,
- Heritage Landscapes, and
- Public Outreach.

Specifics related to other City programs, entities, and activities, such as the Community Preservation Act and treatment of City-owned properties, are included later in this chapter. Public outreach as a broader initiative beyond the activities of the Historic Districts Commission is addressed later as well. Specific ordinance issues and recommendations related to historic preservation are also addressed in a separate section below.

CERTIFIED LOCAL GOVERNMENT

Municipalities with established historic preservation programs can be recognized through designation as a Certified Local Government (CLG) by the Massachusetts Historical Commission (MHC). The CLG program is a federal program managed by the MHC through which federal funding is allocated specifically to be used as grants to qualified CLGs. Each year, 10% of the federal funds provided to the MHC are required to be offered as grants to local municipalities that have qualified as Certified Local Governments (CLGs). As of 2020, 25 Massachusetts municipalities participate in the CLG program.

By becoming a CLG, Beverly would have a higher likelihood of receiving a yearly allocation of historic preservation grant funding for inventories and other key projects as outlined in this plan. The City would also be eligible to receive technical assistance from the MHC that is not available to non-CLG communities. In contrast, by not being a CLG, Beverly competes with about 300 other

municipalities across the Commonwealth for funding and technical assistance.

Becoming a CLG demonstrates a community's readiness to take on preservation projects and be successful when seeking other opportunities for community revitalization and development using local historic assets. Beverly already meets the most important requirement in becoming designated as a CLG by adopting a local historic district ordinance. Becoming a CLG is a priority action and a critical next step in support of the other recommendations in this Historic Preservation Plan.

RECOMMENDATION: Become designated as a **Certified Local Government** by the National Park Service and participate in the MHC's statewide Certified Local Government program.



Designation as a Certified Local Government will qualify Beverly for MHC grants to assist in inventory and planning for historic neighborhoods.

HISTORIC DISTRICTS COMMISSION

Beverly's Historic Districts Commission was established in 1972 in the ordinance designating the Fish Flake Hill neighborhood as a local historic district. Section 15-36 of the City Code identifies the powers and duties of the Historic Districts Commission as those of a historic district commission under the Massachusetts General Laws, specifically the *Historic District Act, MGL Chapter 40C*, the state enabling legislation for municipalities to establish local historic districts.

MGL Chapter 40C states that the role of a historic district commission is to review proposed construction and alterations that affect the exterior architectural features of buildings within designated local historic districts and the issuance of a certificate of appropriateness, certificate of non-applicability, or certificate of hardship with respect to such projects.

Chapter 15-36 of the City Code allows the Historic Districts Commission to adopt rules and regulations consistent with MGL Chapter 40C and to employ technical assistance and consultants.

In practice, the work of the Historic Districts Commission over the years has been of high quality and has positively impacted the City's Fish Flake Hill Historic District. The small size of the district, however, has resulted in a limited number of project reviews in any given year.

The Historic Districts Commission is currently comprised of members with interest in and experience with historic resources. They are supported by a staff member from the Department of Planning and Development. Meetings are well-organized and professionally conducted.

RECOMMENDATION: Continue **current procedures and review processes** for proposed construction and alterations within Beverly's local historic districts.

Chapter 15-36 of the City Code allows for "not less than five members nor more than seven members" plus up to three alternates. To provide clarity to the ordinance, enumerating a specific number of permanent members is recommended, either five or seven members.

RECOMMENDATION: Revise Chapter 15-36 of the City Code to stipulate that the Historic Districts Commission shall consist of **five or seven members** and up to three alternate members.

The City is not currently using the legally correct term for the commission. While a minor point, this should be corrected. In the City's ordinances, the plural *Historic Districts Commission* is used, however the singular *Historic District Commission* is currently in common use by the City. The legally correct plural term is used in this Historic Preservation Plan and should be used in City documents and communications.

RECOMMENDATION: Use the legally correct term ***Historic Districts Commission*** in City documents and communications.

Clarification of Procedures

In accordance with MGL Chapter 40C, Beverly has adopted a comprehensive set of Rules and Procedures for the Historic Districts Commission that includes the duties of members, procedures for meetings and consideration of applications, possible reconsideration or modifications of decisions, and process for appeal.

The City's Instructions and Application summarizes meeting procedures and provides additional information. One point is suggested with respect to the beginning of the review period for an application:

The procedures outlined in the Application state:

> *Please note that the application can be continued until the next meeting if the Commission deems necessary (i.e. for reasons of incomplete drawings, to perform a site visit, etc.). In any case, the Commission must make a determination within 60 days from the date the application is received.*

This statement appears to be incomplete and slightly incorrect and should be revised to read:

> *The time period for review begins with the submission of an application that is determined to be complete by the Department of Planning in accordance with the procedures and submission requirements outlined in this Application for Certificate.*
>
> *A determination on the application shall be made by the Historic Districts Commission within sixty days after the filing of a complete application or within such further time as may be allowed in writing by the applicant.*
>
> *Please note that consideration of the application may be continued to a subsequent meeting beyond the sixty-day review period upon written approval of the applicant should further time be deemed necessary for the exploration of alternatives, submission of additional information, or other reason.*

RECOMMENDATION: Modify the language in the application procedures to require the filing of a ***complete*** **application** as the beginning of the review period and to allow for **further time** for review beyond sixty days upon written approval of the applicant.

Use of Professional Consultants

Recommendations below suggest the expansion of Beverly's existing local historic district and establishment of new local historic districts. Should the work load of the Historic Districts Commission increase, it would be advisable for the commission to have access to support from a professional historic preservation consultant. The use of a professional consultant would help allay concerns should future members not be fully experienced in work with historic buildings. The assistance of a professional consultant

would be important in the Historic Districts Commission's role as a municipal historical commission (see below) in the review of complex projects.

In the short term, on-call assistance from a professional historic preservation consultant on a case by case, as needed basis is recommended.

> **RECOMMENDATION:** Obtain the assistance of a **professional historic preservation consultant on an on call, as needed basis** for design review within historic districts and for other City-wide preservation issues as appropriate.

Over the long term, should the Historic Districts Commission's case load expand, a professional consultant should be retained to manage the review process on an ongoing basis, relieving Department of Planning staff from the additional time needed and providing professional insights and recommendations. In this case, the consultant would review each application that is received, undertake a field inspection, provide a written overview for consideration by the commission, attend and facilitate public meetings, and provide reports and testimony to other City boards and commissions as necessary.

> **RECOMMENDATION:** Consider use of a **professional historic preservation consultant** to manage applications and provide recommendations on an **ongoing basis.**

Design Guidelines

The Beverly Downtown Design Guidelines were prepared in 2003 and provide information and guidance to commercial property owners considering changes to their historic facades. The 2003 guidelines have been used in the review of proposed changes along Cabot and Rantoul Streets by the City's Design Review Board.

These existing commercial designs guidelines have been adequate in addressing the appropriate treatment of existing historic fabric on Cabot Street's historic commercial facades. Advocates, however, have expressed concern that they do not fully address some issues related to downtown projects, such as additions and new construction.



Beverly's Downtown Design Guidelines focus on the appropriate treatment of historic commercial facades, such as more appropriately designed storefronts and sign panels for this significant building.

PlanBeverly proposes that the 2003 design guidelines be updated in coordination with the elimination of the Height Overlay zoning district and attached Design Guidelines for Tall Buildings.

This Historic Preservation Plan recommends that revision of the design guidelines for commercial facades be kept separate from the proposed new guidelines for tall buildings and the context sensitive design of new construction.

The design guidelines for commercial facades should be coordinated with the proposed designation of the Beverly Center Local Historic District, discussed later in this chapter. The

commercial design guidelines should concentrate on the preservation and appropriate treatment of historic building fabric and should also advise on possible new construction inserted within a historic commercial facade when applicable (such as when a non-historic storefront is to be replaced). Beverly's commercial design guidelines should be applicable to commercial buildings throughout the City.

The City's new guidelines for new buildings should be coordinated with changes in allowable building height being addressed in zoning revisions in the vicinity of historic neighborhoods as recommended by *PlanBeverly* and under consideration by the Planning Department.

RECOMMENDATION: Revise the 2003 **Beverly Downtown Design Guidelines** as recommended in *PlanBeverly*, focusing on the appropriate treatment of historic commercial facades including possible new construction. Use the design guidelines to inform changes to historic commercial buildings throughout the City.

Separately, the Historic Districts Commission is committed to the preparation of a set of design guidelines for the Fish Flake Hill Historic District as a priority. The Fish Flake Hill design guidelines will be used to inform property owners on appropriate treatments as well as the criteria and expectation for design review by the Historic Districts Commission. Preparation of the design guidelines should take into the account the proposed expansion of the Fish Flake Hill Historic District recommended in this preservation plan.

The Fish Flake Hill design guidelines should also be prepared such that they will provide useful information and guidance for the owners of historic properties throughout the City.

RECOMMENDATION: Prepare a set of **design guidelines** for the Fish Flake Hill Historic District that would also be useful to owners of historic residential properties throughout the City.



Design guidelines for the Fish Flake Hill Historic District will guide appropriate treatment of the district's historic buildings. They will also be useful for property owners of historic residences throughout Beverly.

Ongoing Training

To be effective, it is essential that the Historic Districts Commission maintain public confidence in its procedures and determinations as well as the confidence of applicants that procedures and determinations are predictable, professional, and fair. It is important that appointed members are qualified and experienced in historic preservation and public processes. Communication through public outreach, discussed further below, is key. Also important is that members commit to participation in training in historic preservation on an ongoing basis as provided by the MHC, Preservation Massachusetts, and other preservation organizations.

RECOMMENDATION: Participate in **periodic, ongoing training** in historic preservation to enhance the qualifications and experience of members of the Historic Districts Commission.

HISTORICAL COMMISSION

MGL Chapter 40C authorizes a city to give its historic district commission the powers and duties of a municipal historical commission as provided in MGL Chapter 40, Section 8D. The City of Beverly has taken advantage of this authorization through Chapter 7, Agencies, Section 7-34D of the City Code by giving the Historic Districts Commission such powers and duties.

The language of Chapter 7-34D is drawn directly from MGL Chapter 40, Section 8D, but the entirety of the language is not included nor is the reference cited.

> **RECOMMENDATION:** Revise Chapter 7-34D of the City Code by **citing MGL Chapter 40, Section 8D** and referencing applicability of its full text. Note that these powers and duties are given to the Historic Districts Commission as authorized by MGL Chapter 40C, Section 14.

Additional recommendations for changes to Chapter 7 of the City Code are provided below in the section on Municipal Ordinances.

Role as a Historical Commission

In its role as a municipal historical commission, the Historic Districts Commission serves as an advisory body, providing information and guidance on historic resources and issues related to those resources within the City. As a historical commission, the Historic Districts Commission serves as the designated voice for historic preservation within municipal government and is responsible for community-wide historic preservation planning. The historical commission role does not give the Historic Districts Commission regulatory powers, excepting administration of the City's demolition delay ordinance.

Historic Districts Commission should participate actively in City governance and be integral to municipal activities, policies, and programs. As an advisory body, the Historic Districts Commission should make sure that other City entities have the information and guidance they need to make informed decisions about actions that may have an impact upon historic buildings, structures, landscapes, and sites.

In accordance with MGL Chapter 40, Section 8D, the roles and responsibilities of the Historic Districts Commission should include:

- **Inventory and documentation** of historic resources within the City,
- Making recommendations for listings of buildings or other resources on the **National Register of Historic Places,**
- **Monitoring** of issues related to historic resources, especially threats such as demolition by neglect,
- Providing **information and guidance** to City agencies, boards commissions, and committees on issues impacting historic resources,
- Recommendations on the **design** of new development projects involving historic resources undergoing Planning Board review,
- Review and recommendations with respect to **impact studies** prepared in conjunction with zoning, subdivision, and land development applications,
- Administration of the City's Demolition Delay Ordinance and review and recommendations with respect to the proposed **demolition** of historic resources,
- **Public outreach** to residents within the City providing information and educational programming on the history, significance, and appropriate treatment of historic resources.

The Historic Districts Commission should work closely with the Mayor's Office and City Council as well as with the Planning Board, Zoning Board of Appeals, Community Preservation Commission, Design Review Board, and Parks and Recreation

Commission. It should also work with other boards, commissions, and staff that are likely to have an impact on the physical character of the community.

The Historic Districts Commission should make recommendations to these bodies on issues related to historic preservation and should advocate for the appropriate treatment of historic resources.

> **RECOMMENDATION:** Organize the Historic Districts Commission to take on the **roles and responsibilities of a municipal historical commission** and the leadership and coordination of Beverly's **Historic Preservation Program** as outlined in this plan.

Prepare an annual work plan to (1) maintain ongoing relationships and monitoring of City affairs and (2) undertake special designated projects such as inventories and public outreach workshops as possible.

Organize assignments for members and alternates for the ongoing work. Assign specific members or alternates to be liaisons to other City boards, commissions, and committees. Assign members or alternates to follow developments related to particular projects of interest or concern.

With the assistance of Department of Planning and Development staff, the Historic Districts Commission should maintain a spreadsheet with a running list of projects and issues under consideration by City boards, commissions, and committees affecting historic resources. Of particular importance are construction, land development, and subdivision projects under review by the Planning Board and Zoning Board of Appeals. Note the status of each project, dates by which action of the board is required, and dates by which information and support from the Historic Districts Commission is needed.

RECOMMENDATION: Organize Historic Districts Commission members and alternates to **engage and maintain relationships** with City boards, commissions, and committees and their activities.

RECOMMENDATION: Prepare a **work plan for the year** crafted within the capabilities of the appointed membership of the Historic Districts Commission. Include elements related to key topics outlined in this chapter. Assess the progress in execution of the work plan at monthly meetings and make adjustments as necessary.

RECOMMENDATION: Prepare an **annual report** to the Mayor, City Council, and Planning Board, reviewing the condition of historic resources in Beverly.



As a municipal historical commission, the HDC provides information and recommendations to City boards, commissions, and committees on issues affecting historic resources, such as for development proposals before the Planning or Zoning Boards.

HISTORIC PROPERTIES INVENTORY

A detailed review of the background of historic resource inventories in Beverly is included in Chapter III of this Historic Preservation Plan. To summarize, historic resource inventories in Beverly were initiated in the late 1960s and early 1970s and continued into the 1980s through the work of local volunteers due in part to threats emanating from proposed urban renewal projects. These initial volunteer inventories concentrated on Beverly's earliest and most significant resources.

Inventories were supported in no small measure by the staff of the Massachusetts Historical Commission, who prepared National Register nominations for the Fish Flake Hill National Register Historic District (1971 and 1986) and Beverly Center National Register Historic District (1984). These National Register nominations included property by property inventories of substantial portions of Downtown Beverly.

The City's 1987 Historic Preservation Plan recommended undertaking a comprehensive citywide professional inventory of historic resources and recommended that inventory work be expanded both geographically and thematically.

This recommendation was implemented in 1993 with the hiring of a professional consultant and the conducting of a comprehensive citywide inventory. The 1993 inventory is the foundation of the City's inventory today and included portions of the City of primary historical significance outside of the Downtown area that had not been inventoried before.

Additional inventory work was undertaken by professional consultants in 2016 and 2019. These inventories were well prepared and built on the 1993 inventory, documenting resources throughout the City.

Recommendations for further study made in the 1993 survey report suggested that future surveys return to the Downtown area to include additional properties and to document more fully those already listed. Specifically, the neighborhood between Cabot and Lothrop Streets, the neighborhood between Cabot and Rantoul Streets, and Quincy Park were noted as priorities for additional inventory work. Inventories were also recommended for the Gloucester Crossing and Prospect Hill neighborhoods.

Priorities for Future Inventories

Priorities for future inventory work should continue to build on the 1993, 2016, and 2019 inventories and concentrate on two areas of initiative. Future inventory work should be conducted on an **organized ongoing basis**, rather than a periodic basis as has been the practice.

First, the inventory of individual resources and small groups of resources should be continued on an ongoing basis continuing the good work of the 2016 and 2019 inventories. It is recommended the Historic Districts Commission prepare an inventory plan on yearly or bi-yearly basis for individual or small group resources for submission to the Community Preservation Commission for funding. Amounts of approximately $5,000 fund this ongoing work. The work should be conducted by a professional consultant and organized and overseen by the Historic Districts Commission. This ongoing work should address the inventory recommendations of the 2016 and 2019 survey as well as the identification and inventory of additional resources as they arise.

> **RECOMMENDATION:** Implement an **ongoing yearly program** of inventory work identifying and inventorying individual and small groups of historic resources, continuing the work of the 2016 and 2019 surveys.

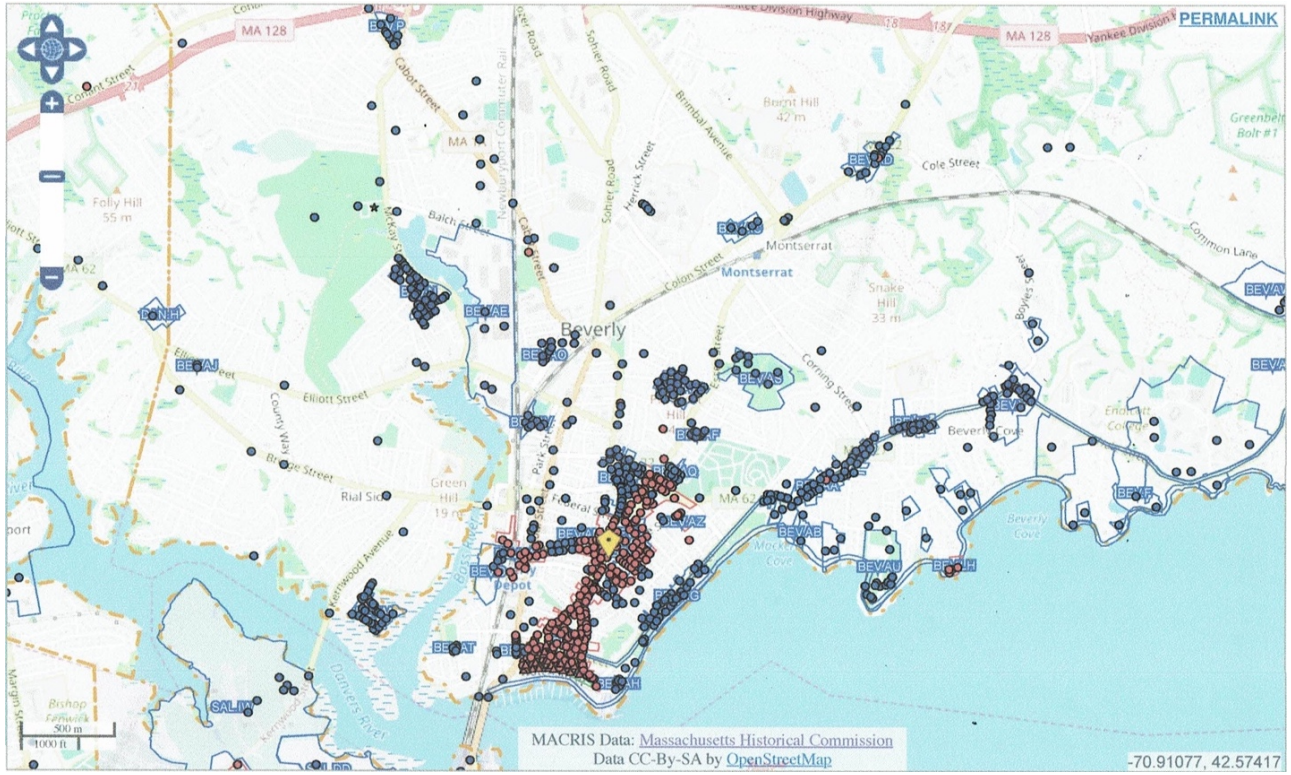
Secondly, a program of larger, more comprehensive inventories should be undertaken concentrating on Downtown

neighborhoods as recommended in the 1993 survey. These inventories should focus on areas of need in alignment with Beverly's planning and growth management priorities. In contrast with previous inventories, work should focus on **entire neighborhoods** using MHC area forms as appropriate.

The highest priority with respect to neighborhood surveys is the neighborhood between Cabot and Rantoul Streets extending from the waterfront north to Elliott Street. This area includes a diversity of housing from different periods of which, to date, only the wealthy Broadway area has been inventoried. While not the most prominent or architecturally renowned area Downtown, its diversity reflects the historical development of the City and it is under the most threat from Downtown redevelopment and the resurgence of the housing market. A comprehensive survey of this area should be undertaken as a first priority.

RECOMMENDATION: Implement a **long-term program** of historic resource inventories of **Downtown neighborhoods** in Beverly. Include entire neighborhoods. Align inventory work with the City's planning and growth management priorities.

RECOMMENDATION: Undertake a comprehensive inventory of the neighborhood between **Cabot and Rantoul Streets** as a first priority.



Beverly has inventoried a significant number of historic properties which are recorded in MHC's MACRIS database.

NATIONAL REGISTER OF HISTORIC PLACES

The City of Beverly has a limited number of listings on the National Register of Historic Places. Eighteen properties are listed individually, and three historic districts are listed representing 248 properties. Several of the individually listed properties are also within the historic districts. A detailed review of Beverly's National Register listed properties and districts is included in Chapter III.

Given the over 1,135 individual historic resources that have been inventoried to date in Beverly and the number of historic urban and suburban neighborhoods that have not yet been inventoried, there is considerable potential for new nominations and listings in the National Register.

Listing on the National Register is an honorary recognition, acknowledging the importance of a historic resource without placing any obligations or restrictions on the resource owner. The listing of individual resources and small groups of resources should always be encouraged and strongly supported, whether publicly or privately owned.

Priorities for Listing on the National Register

The Historic Districts Commission and local history advocates should identify resources that warrant individual and small group nominations and work toward their realization. The 1993, 2016, and 2019 surveys note resources that they considered eligible and that they recommended for listing on the National Register. A list of the recommendations is included in Chapter III of this plan in the discussion of the City's National Register listings.

RECOMMENDATION: Continue to identify and work toward the nomination of eligible **individual resources and small groups of resources** to the National Register. Identify resources that are of high priority.

However, from a planning and preservation perspective, the listing of historic districts is of benefit to the City of Beverly as a whole. As an example, for community planning purposes, the listing of the Beverly Center Historic District and expanded Fish Flake Hill Historic District was significant to the City as a whole. These two historic districts represent two of the City's most significant areas and include a complex mix of buildings and resources from multiple periods and representing multiple themes.

As with historic properties inventories, it is strongly recommended that National Register Historic District nominations be aligned with City planning and growth management priorities and be used to increase public awareness of the significance of different areas of the City. As with historic properties inventories, it is recommended that whole neighborhoods be listed where possible.

The neighborhood between Cabot and Lothrop Streets, especially Washington Street, is an example of a priority neighborhood for listing on the National Register. Nomination of the Goat Hill neighborhood was recommended in the City's 2005 Heritage Landscapes reconnaissance report. Beverly Farms Village is another example. Listing would recognize their significance and the high quality of their architecture. Listing on the National Register should be used to enhance the identity of neighborhoods and make residents and others more aware of their historic character, supporting the appropriate treatment of resources.

In undertaking historic properties inventories of neighborhoods as recommended in the previous section, note should be made of neighborhoods and areas of neighborhoods that are deemed eligible for listing. The Department of Planning and Development and the Historic Districts Commission should collaborate with local neighborhood associations to raise the interest and support of residents for listing.

RECOMMENDATION: Consider the nomination of **historically significant neighborhoods** to the National Register of Historic Places. Include entire neighborhoods where possible. Use National Register listing to **enhance the identity** of neighborhoods and support the preservation of buildings.

RECOMMENDATION: Work with local **neighborhood associations** to build the local interest of residents in the nomination of their neighborhoods as National Register Historic Districts.

The preparation of National Register Historic District nominations needs to be balanced with the preparation of historic resource inventories for priority neighborhoods, discussed in the previous section. Both activities are likely to use the same sources of funding, Community Preservation Act funds and MHC grants. Priority should be given to areas under threat of redevelopment, such as the neighborhood between Cabot and Rantoul Streets. The preparation of National Register nominations for neighborhoods should be prioritized when there is strong leadership and support from residents.





The Captain John Cabot House, home of Historic Beverly (top), and Beverly's US Post Office (bottom) are listed on the National Register.

LOCAL HISTORIC DISTRICTS

Beverly's Fish Flake Hill Historic District, a local historic district in accordance with MGL Chapter 40C, was established by the City in 1972 upon recommendations of the City's 1970 Comprehensive Plan. The Fish Flake Hill area, though with different boundaries, was also designated as a National Register Historic District in 1971 in a nomination prepared by the staff of the Massachusetts Historical Commission.

In 1986, the Fish Flake Hill National Register Historic District was expanded to include an area extending north to the intersection of Cabot and Central Streets. The City's 1987 Historic Preservation Plan recommended that the Fish Flake Hill Local Historic District be expanded to the same, larger boundaries as the 1986 National Register Historic District. This recommendation was never implemented.

Further development of Beverly's historic preservation program has been stalled by the lack of attention given by the City to expansion of the Fish Flake Hill Local Historic District as well as the designation of new local historic districts where they would be appropriate and would support the City's growth and economic development objectives.

With the public attention given to historic community character in *PlanBeverly*, the City's 2020 Comprehensive Plan, and the public concern expressed regarding several recent development projects in historic areas, the community may be poised for action in the designation of expanded and new local historic districts in Beverly. Three areas are priorities for local historic districts in Beverly:

- Expansion of the **Fish Flake Hill Historic District**,
- Establishment of the **Beverly Center National Register Historic District** as a local historic district, and
- Establishment of a **Beverly Farms Village Local Historic District**.

With respect to the designation of expanded or new local historic districts, the City should establish a process of outreach to property owners and the general public to review and discuss the benefits and obligations of local historic districts. Elected officials should participate in the outreach. Local organizations and stakeholders should be engaged in support of the proposals. The reasons for proposed designation should be outlined in written form, posted online, and distributed to property owners and stakeholders. Public information meetings should be conducted within the proposed district to present the proposal, receive input, and build public interest.

Fish Flake Hill Historic District

The expansion of the Fish Flake Hill Local Historic District to match the boundaries of the Fish Flake Hill National Register Historic District was recommended in the City's 1987 Historic Preservation Plan and the 2005 Heritage Landscapes reconnaissance report for the City. It remains a priority today.

The Fish Flake Hill neighborhood, directly adjacent to the Waterfront, was developed early in the City's history and periodically redeveloped over time. Its period of significance extends from the early 1600s through 1924. It is a complex, residentially scaled urban neighborhood of largely single family residences set closely together and with later commercial structures along Cabot Street. It is one of Beverly's most historic, complex, and rich neighborhoods in terms of resources and stories.

Some historic buildings within the neighborhood have been recognized and well treated by their owners. But others have been unappreciated, neglected, and inappropriately treated. Designation as a local historic district would recognize the significance of the neighborhood and gradually work toward its

improvement and appropriate treatment over time. Expansion of this essential core historic area of Beverly should be a priority of the City and is long overdue. Support from property owners and the general public should be sought for this action.

Once designated, the current Historic Districts Commission would assume responsibility for the review of proposed exterior changes to historic buildings. Current inappropriate treatments of buildings may remain and be maintained, but substantial new changes would need to comply with local historic district guidelines preventing developments incongruous to the historic aspects or the architectural characteristics of the surroundings and of the historic district as outlined in MGL Chapter 40C.

RECOMMENDATION: Expand the boundaries of the existing **Fish Flake Hill Local Historic District** to match those of the Fish Flake Hill National Register Historic District.



The expanded Fish Flake Hill Historic District would match the boundaries of the National Register district, shaded in tan.





Historic residences within the Fish Flake Hill Historic District

Beverly Center Local Historic District

Advocates for the Cabot Street commercial corridor have proposed that the Cabot Street corridor be designated as a local historic district. The establishment of a downtown Cabot Street district was first considered in the 1979 Downtown Revitalization Plan, but the plan settled on recommending a National Register Historic District instead. Today, the time is right for the establishment of a local historic district. It is recommended that the boundaries of the new local historic district match those of the National Register Historic District and include the Cabot Street extension surveyed in 2016.

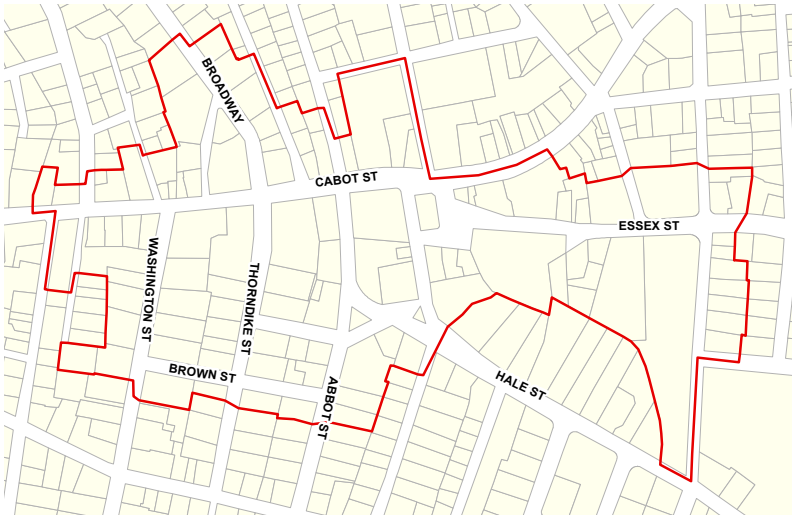
In addition to the enhancement of design review with respect to the corridor's historic buildings, designation would provide authorization for the denial of proposed demolition of vulnerable historic buildings within the district. A number of the Cabot Street buildings are small. Some are only one story in height. These buildings will be particularly vulnerable to proposed redevelopment in future years.

Establishment of the Beverly Center Local Historic District should be considered an economic development measure protecting the character and quality of place of the Cabot Street commercial corridor.

The ordinance establishing the district should create a customized Beverly Center Historic District Commission to assume responsibility for the review of proposed exterior changes to historic buildings. It is suggested that the Commission be established with seven members, including three members from the citywide Historic Districts Commission and four members from Beverly Main Streets, local businesses, Historic Beverly, and the arts community.

RECOMMENDATION: Establish a new **Beverly Center Local Historic District** matching the boundaries of the Beverly Center National Register Historic District and including the 2016 surveyed Cabot Street extension.

RECOMMENDATION: Determine a means of including local **property owners and stakeholders** from the Cabot Street district in the design review of proposed changes along with or in addition to members of the HDC.



The boundary of the proposed Beverly Center Local Historic District should match that of the existing National Register district, outlined in red, and should also include the Cabot Street Extension surveyed in 2018 (not shown). (North is to the right.)



Properties in the proposed Beverly Center Local Historic District

Beverly Farms Village Local Historic District

Recent development proposals in Beverly Farms Village have raised the concern of Village residents over new development and preservation of the character of the Village. Both commercial and residential sites have been affected, and historic buildings have been lost. Without additional protections, Beverly Farms Village is vulnerable to the extensive development pressure being experienced throughout the eastern portions of the City.

Should local support exist, the establishment of a Beverly Farms Village Local Historic District should be considered. As with the Cabot Street corridor, discussed above, establishment would not only provide a level of protection through design review, it would authorize the denial of demolition of historic buildings if deemed appropriate. The boundaries of the local historic district should include not only the commercial core of the Village, but also adjacent residential areas.

The ordinance establishing the district should create a customized Beverly Farms Village Historic District Commission to assume responsibility for the review of proposed exterior changes to historic buildings. It is suggested that the Commission be established with five members, including two members from the citywide Historic Districts Commission and three members representing local businesses and residents.

RECOMMENDATION: Support local initiatives in the establishment of a new **Beverly Farms Village Local Historic District** including the Village's commercial core and surrounding residential areas.

RECOMMENDATION: Determine a means of including local **property owners and stakeholders** from Beverly Farms Village in the design review of proposed changes along with or in addition to members of the HDC.





A Beverly Farms Village Local Historic District should include the village's commercial core as well as surrounding residential streets. The extent of the district should be determined by property owners.

Expansion and establishment of the local historic districts would be accomplished through amendment and revisions to Beverly's Historic Districts ordinance, *Chapter 168, Historic Buildings and Districts*, of the City Code. The process for the establishment of new local historic districts involves the establishment of a Historic District Study Committee to make recommendations to the Mayor and City Council as outlined in the state's *Historic Districts Act, MGL Chapter 40C, Section 4*.

It is recommended that the establishment of the expanded Fish Flake Hill Local Historic District be a City led initiative through the Department of Planning and Development and Historic Districts Commission. Establishment of the Beverly Center Local Historic District should have the substantial involvement of Beverly Main Streets and the Beverly Arts District. The establishment of the Beverly Farms Village Local Historic District should be supported by the City and led by local businesses and residents with the Beverly Farms Improvement Society.

Establishment should begin by organizing local constituencies for each, planning the steps to be taken, engaging elected officials, and conducting separate public workshops for each district to discuss the proposals.

SINGLE PROPERTY HISTORIC DISTRICTS

In discussions with stakeholders and advocates, it was recommended that the City initiate a Single Property Historic District program concentrating on three classes of historic buildings and landscapes in Beverly:

- Prominent historic public buildings and landscapes such as the Beverly Public Library, City Hall, Ancient Cemetery, and others;
- Prominent non-profit historic buildings, and
- Privately owned historic properties where owners wish to establish a level of protection for the future as a legacy in the interest of the property and the community.

The process for establishing a Single Property Historic District as a is the same as that for establishment of a local historic district under the *Historic Districts Act, MGL Chapter 40C*.

As Single Property Historic Districts, properties would undergo review by the Historic Districts Commission when exterior changes are proposed as would any property located within a local historic district. While the City currently has a responsible and historically appropriate approach to the treatment of City-owned historic properties, Single Property Historic District designation for the City's most prominent buildings would provide a level of oversight and protection for the present and for the future, should the quality of City management ever deteriorate.

For owners of non-profit and other private properties, Single Property Historic District designation provides a simplified mechanism through which oversight and protections can be provided for a historic property short of the establishment of preservation restrictions or easements. Preservation restrictions typically require the recruitment of a non-profit organization to hold the restriction in perpetuity, legal costs in setting up the restriction, and a substantial donation to the non-profit for its

long term management. The Single Property Historic District program is simpler, cost-effective, and gives the City and Historic Districts Commission the responsibility for review and protection.

Such designation would be provided solely on a volunteer basis for property owners who wish to establish protection as a legacy to benefit of the property.

RECOMMENDATION: Use **Single Property Historic Districts** as a means of providing oversight to prominent public and non-profit buildings and landscapes worthy of enhanced long term oversight and protections. Establish a list of public and non-profit properties to be so designated.

RECOMMENDATION: Invite the **private owners** of historic properties to participate in the Single Property Historic District program as a means of providing long-term protection of their historic properties.



Prominent public and non-profit buildings such as the Beverly Public Library can receive a measure of protection as Single Property Historic Districts.

CONSERVATION DISTRICTS

Conservation districts are similar to local historic districts but follow a simpler process in which design review is undertaken by the City's planning staff in accordance with a set of design standards. The design standards may be enumerated in the conservation district ordinance and are usually less stringent than those for a local historic district. Historic Districts Commission consultation and oversight can be provided when needed.

Conservation Districts are used for vulnerable neighborhoods and areas where changes are occurring but where the complications of a full local historic district are not desired or warranted. Project reviews may be undertaken quickly by City staff without the time delays necessitated by review of the full Historic Districts Commission. If necessary, members of the Historic Districts Commission may be consulted or involved in the staff review as appropriate.

Design guidelines for Conservation Districts are simplified and are intended only to prevent the worst. They are not as detailed or rigorous as may be required for a full local historic district. Guidelines focus on preventing the loss of historic features – such as porches – and building fabric – such as wood detailing – when exterior changes are made. Treatments that may not be allowable in a full local historic district – such as installation of vinyl siding – may be allowed within a Conservation District so long as measures are taken to retain historic fabric and detailing. Such measures often allow the otherwise inappropriate treatment to be reversible at a later date.

The preparation of a Conservation Districts ordinance for Beverly should be coordinated with the Massachusetts Historical Commission and use examples from other Massachusetts municipalities as models. Authority for the establishment of Conservation Districts is provided under Home Rule.

Two specific areas of the City are recommended for designation as Conservation Districts:

- The residential **neighborhood between Cabot Street and Rantoul Street** from the Waterfront north to Elliott Street, and
- Beverly **Historic Road Corridors**, the early historic roads that continue to be areas of travel and development.

Cabot–Rantoul Streets Neighborhood

The residential neighborhood between Cabot and Rantoul Streets is comprised largely of rental properties, although some streets have a significant number of owner-occupied properties. The neighborhood has a great variety of historic properties from all different periods of the City's history, some quite early. The area has been recommended as a priority for a historic resource inventory, as discussed earlier in the chapter.

The Cabot-Rantoul Streets neighborhood has been neglected over the years due in part to its working class character, and many buildings, some very early historic structures, have been inappropriately treated. Conversion to rental units has led to substantial and inappropriate changes, and poor maintenance by absentee landlords has been an ongoing issue.

This neighborhood is in transition. With the development of new high end apartment buildings along Rantoul Street and the increased demand, property values are rising and changes are being made to existing properties to take advantage of the positive economic trends.

Designation of this area as a Conservation District was first recommended in the City's 1987 Historic Preservation Plan. Though not implemented then, it is particularly appropriate now to provide a measure of influence and oversight given the level of current development pressure. Designation as a Conservation District provides a simplified and expedited process that will have minimal impact on the timeframes necessary for project approval.

RECOMMENDATION: Designate the **neighborhood between Cabot and Rantoul Street** from the Waterfront to Elliott Street as a local Conservation District. Include **simplified design guidelines** in the City ordinance establishing the district. Allow for expedited **staff review** and approval under the oversight of the Historic Districts Commission.



The neighborhoods between Cabot and Rantoul Streets are among the most interesting and diverse in the City. They have not been inventoried, and many buildings have been converted to rental apartments.

Historic Road Corridors

Recommendations for enactment of a Scenic Road Ordinance is included later in this chapter under the discussion of Municipal Ordinances. A Scenic Road Ordinance would provide protections with respect to historic stone walls, trees, and similar features where they remain present along Beverly's historic roads.

In addition to and separate from the Scenic Road Ordinance, it is suggested that the City's early Historic Road Corridors be designated as a local Conservation District. They might include:

- Cabot Street,
- Dodge Street,
- Conant Street,
- Essex Street,
- Standley Street,
- Common Lane, and
- Hale Street.

Beverly's Historic Road Corridors were first developed in the 17th and 18th centuries and were the locations along which the community's first farms, shops, and mills were established. Over the decades they have become regional road corridors, and in the 19th and early 20th centuries additional residences, commercial structures, and neighborhoods have been introduced giving the corridors a rich and complex mix of historic and cultural resources.

In the late 20th and early 21st centuries, these road corridors have been the focus of suburban residential and commercial development, particularly after the construction of Route 128. Numerous historic buildings have been lost or compromised through new development and inappropriate building and site changes. Surviving historic properties along these corridors remain vulnerable as new commercial, mixed use, and higher density residential development continues to occur.

Designation as a local Conservation District would provide a measure of oversight and protection for historic properties along Beverly's Historic Road Corridors while still allowing for change and efficient development and review processes.

RECOMMENDATION: Designate the City's **Historic Road Corridors** as a local Conservation District promoting the preservation and appropriate treatment of historic buildings and requiring context sensitive design for new construction. Include **simplified design guidelines** in the City ordinance establishing the district and refer to the designation in the City's zoning and subdivision and land development ordinances. Allow for expedited **staff review** and approval under the oversight of the Historic Districts Commission.

Historic Neighborhoods

Conservation District designation would be appropriate and useful in other historic neighborhoods where property owners wish to have protections from inappropriate change but do not wish to become full local historic districts. Neighborhoods such as Goat Hill or Monserrat would be appropriate as Conservation Districts. Designation of the Goat Hill neighborhood as a Conservation District was recommended in the City's 2005 Heritage Landscapes reconnaissance report.

The Department of Planning and Development in concert with the Historic Districts Commission should work with neighborhood associations in the various historic neighborhoods to outline the benefits of designation as a Conservation District. Where local support exists, individual neighborhood Conservation Districts may be established.

RECOMMENDATION: Work with local neighborhood associations on the possible designation of **individual historic neighborhoods** as Conservation Districts.

HERITAGE LANDSCAPES

The 2005 Heritage Landscapes reconnaissance report prepared for Beverly identified priority heritage landscapes within the community and provided recommendations for their recognition and treatment. The report specifically prioritized the City's cemeteries, waterfront, Goat Hill neighborhood, Route 127 corridor (Lothrop and Hale Streets), and Witches Woods landscape. In addition, the report cited the City's Great Estate landscapes, neighborhoods and villages, and scenic roads.

A number of the report's recommendations have been recognized or adopted by later planning initiatives, such as the recognition of historic neighborhood character in *PlanBeverly*, conservation of Witches Woods, and preparation of a draft Cultural Heritage Properties (Great Estates) ordinance for consideration by the community. Recommendations included in the report are also adapted for use in this Historic Preservation Plan.

It is recommended that the City's planning and preservation advocates revisit the 2005 reconnaissance report, review its identified landscapes and priorities, and update its recommendations taking into account what has been achieved since that date.

Most important is continued emphasis on a landscape approach to historic preservation, emphasizing the relationship of historic buildings and other features to their surrounding landscape contexts.

Over the past thirty or forty years, historic preservation has taken an increasingly broader perspective in moving away from a concentration upon historic buildings as isolated objects toward a more holistic appreciation of buildings and related historic resources in their landscape context. In historic resource inventories, community planning, growth management, new development, and other activities, historic features in the landscape should never be viewed in isolation, but in relationship to the landscape as a whole.

The National Park Service has led the recognition and study of historic and cultural landscapes in the United States and has developed methodologies and guidelines for their identification, assessment, and treatment. These methodologies and guidelines can be useful in helping us to understand Beverly's neighborhoods and historic landscapes as they have evolved over time. They provide a set of best practices that can help us recognize and preserve character defining features of the landscape significant to the City's character and identity.

The National Park Service has developed *Guidelines for the Treatment of Cultural Landscapes,* which is accessible online and which discusses the principles and methodologies for cultural landscape assessment and how to apply the *Secretary of the Interior's Standards for the Treatment of Historic Properties* to historic landscapes.

RECOMMENDATION: Revisit the **2005 Heritage Landscapes reconnaissance report** prepared for Beverly to review its identified landscapes and priorities, and update its recommendations taking into account what has been achieved.

RECOMMENDATION: Take a **cultural landscape approach** to the identification and assessment of Beverly's neighborhoods, corridors, properties, and historic resources. For each identified area or resource, identify its character defining features and work toward their preservation and enhancement.

PUBLIC OUTREACH

Public outreach through public history, tours, and interpretive programming is undertaken in Beverly by non-profit organizations such as Historic Beverly and is discussed in a subsequent section of this chapter.

The Historic Districts Commission should focus on providing information to property owners on building maintenance and the appropriate treatment of historic resources. Such information should be made available not only to property owners within local historic districts but to property owners in historic neighborhoods throughout the City.

This can be achieved by providing information through a link on the Historic Districts Commission page of the City's website as well as through periodic public workshops. Communication and coordination with neighborhood associations representing historic neighborhoods throughout the City is a primary means to reach and support the owners of historic properties.

RECOMMENDATION: Provide information and links to information on the maintenance and appropriate treatment of historic properties on the **Historic Districts Commission's page on the City's website**.

RECOMMENDATION: Work with **neighborhood associations** representing historic neighborhoods in Beverly in providing **information, workshops, and technical assistance** to property owners on the maintenance and appropriate treatment of historic properties.





Ward 2, encompassing many of the City's downtown neighborhoods, has a strong neighborhood association, which could be assisted in providing information and technical assistance to property owners.

PUBLIC AWARENESS

In conversations with stakeholders during the preparation of this plan, it was suggested that a public interpretation program would be an effective way of raising public awareness about Beverly's history and the importance of the City's historic resources to community character. This was heard with respect to preservation of historic buildings in Downtown Beverly along the Cabot Street commercial corridor, with respect to preservation in historic neighborhoods, and with respect to historic buildings and landscapes in the City's park system.

Below are recommendations for establishing a Citywide interpretive presentation that can be implemented over time in partnership with local stakeholders primarily using self guided exhibits located on public and private non-profit sites. The presentation should be closely coordinated with local and regional nonprofits that would promote and support the initiative. The City may each out to the Essex Heritage as a potential partner and supporter.

The goals of the interpretive presentation are to highlight the role of historic character in Beverly's identity and to raise the public awareness of residents and visitors about Beverly's history and historic resources.

IDENTITY AND STORYTELLING

Interpretation — storytelling through public exhibits and media — is a means of exposing residents and visitors to Beverly's rich and diverse stories through its historic neighborhoods, places, and resources. It raises awareness about those places and supports historic preservation by stimulating interest, conveying significance, and highlighting the resources important to a neighborhood or site. Interpretation relates regional history to the authentic places that give the City and its neighborhoods their distinctive character.

A Citywide interpretive presentation should be developed that offers a comprehensive summary of Beverly's history to the public using online content and onsite exhibits. Sets of self-guided interpretive exhibits and public art are proposed be installed in key areas throughout the City and used to tell Beverly's stories in a professional, coordinated manner. The presentation can be supported in part through grant funding and implemented incrementally over time.

The following areas are suggested for the implementation of coordinated sets of self-guided exhibits:

- Beverly Common and Library area,
- The Cabot Street commercial corridor,
- The Beverly Depot and Rantoul Street corridor,
- Fish Flake Hill Historic District,
- Eastern Shoreline – Independence Park, Dane Street Beach, Lynch Park,
- The Bass River and Waterfront trail corridors as they are developed,
- Beverly Commons/Witches Woods Conservation Area,
- Cummings Center/United Shoe Machinery Corporation site,
- Individual historic neighborhoods upon the interest and

involvement of neighborhood associations and residents; local neighborhood parks may be the focus for the telling of the neighborhood's stories.

Stories associated with historic resources located in each of these areas may be used to present different aspects of the City's overall history. The Citywide presentation should feature and build upon the interpretation and programming that is currently offered and promoted to visitors at Historic Beverly and other local non-profit attractions.

RECOMMENDATION: Develop a **coordinated Citywide interpretive presentation** reinforcing and building upon programming at existing historic sites and coordinating interpretation throughout Beverly's sites, neighborhoods, and landscapes.



Examples of publicly accessible areas, sites, and streetscapes that can host interpretive exhibits.

Historic Beverly and Other Interpretive Attractions

Historic Beverly is the steward of the City's three primary and exceptionally significant historic sites and attractions, the John Cabot House, John Balch House, and Hale Farm.

The Cabot House is Historic Beverly's headquarters and serves as the City's regional visitor center. A range of permanent and rotating historical exhibits are presented at the Cabot House, and space is provided for public programming such as lectures and workshops.

The restored 17th century Balch House is located on Cabot Street north of Downtown, is open to the public from June through August, and is available for offseason tours upon request. John Balch was one of Beverly's first settlers.

The historic Hale Farm on Hale Street near Beverly Commons features a 1694 residence built for John Hale, Beverly's first minister, and is associated with the 17th century witchcraft hysteria with which Reverend Hale was deeply involved. Hale Farm illustrates the evolution of Beverly through its long association with a single prominent family. The property is open to the public from June through August and is available for offseason tours upon request.

These three properties should be considered anchor sites for the City's interpretive program. The Cabot House should be a "first stop" and orientation center for the interpretive program. Self-guided outdoor exhibits should be considered for the Balch House and Hale Farm for times when guided interpretation is not available.



The John Balch House (top) and Hale Farm (bottom) are primary historic attractions managed by Historic Beverly.

In addition to its exhibits, Historic Beverly also presents a wide range of public programs to engage residents and visitors, including walking tours, lectures, and special events. Historic Beverly has also managed a historic plaque program in which plaques with names and dates are places on historic homes along Downtown streets and are visible to pedestrians. These plaques and the homes themselves help convey the history and character of the City's development. Additional content could be added through discrete exhibits or other media to illustrate stories related to the homes and tied to the Citywide presentation.

These programs should be supported and should be featured in the City's heritage tourism and interpretive presentation.

RECOMMENDATION: Feature Historic Beverly's three historic sites as **anchors for the City's interpretive program**. Promote the Cabot House as the "first stop" for introduction and orientation to the Citywide interpretive presentation.

RECOMMENDATION: Support, promote, and enhance Historic Beverly's **exhibits, walking tours, programs, and events** as a feature of the Citywide interpretive presentation.

RECOMMENDATION: Support and enhance Historic Beverly's **historic plaque program** and an element of the City's exhibit program.

Outdoor Exhibit Program

The centerpiece of the Citywide interpretive presentation is an outdoor exhibit program that can be used for self-guided experiences at historic sites and locations throughout Beverly. The outdoor exhibit program will enable publicly accessible sites to tell their stories without the need for staffing or for indoor museum programming. Self-guided sites can be made visitor-ready with great flexibility and minimal cost such that they can be marketed to visitors alongside Beverly's established attractions.

RECOMMENDATION: Establish an **outdoor exhibit program** to facilitate the installation of self-guided interpretive exhibits at locations throughout Beverly to enable them to be visitor-ready and to be marketed as part of a Citywide interpretive presentation.

With appropriate funding support, it is suggested that the outdoor exhibit program be managed on behalf of the City by Historic Beverly in association with Essex Heritage and the Trustees of Reservations' staff at Long Hill. A working group of professional interpreters from these organizations should take the lead in preparing content and providing guidance and quality control for the development and implementation of the exhibits.

The exhibits should use a common graphic format using a Citywide graphic identity. It is suggested that National Park Service exhibit carriers be considered for use in the exhibits to simplify the design process, reduce costs, ensure consistency, and achieve a high quality product. However, the use of customized exhibit carriers such as those that may be used by Essex Heritage might also be possible.

The exhibit program should also consider the use of digital content that can be accessed using smartphones, tablets, and online. Digital content should be rich in its visual presentation and has the advantage of being easily and frequently updated.





National Park Service exhibit carriers are recognized for their high quality and reasonable cost.

Public Art

Public art is an important medium through which the City's sites may be enhanced and interpretation offered. The use of public art for interpretation would coordinate with the goals of the Beverly Arts District in the Downtown area.

Historically, monuments, statues, plaques, and historic objects have been a means of commemorating places and events and may be considered a form of public art – Beverly has a number of significant monuments that may be included in the City's interpretive presentation.

New public art for interpretive purposes may include sculpture, murals, and other art formats installed along sidewalks, on buildings, in parks, and along trails to enliven the landscape and to tell Beverly's stories.

The Citywide program should encourage the use of public art as an interpretive medium. In coordination with the Beverly Arts District and Monserrat College of Art, local artists may be engaged to create works for specific locations.

RECOMMENDATION: Encourage the use of **public art for interpretation** as a key component of the Citywide interpretive presentation.





Wall murals and sculpture can be used for interpretation.



Monuments are both public art and historic structures that can be featured in telling the City's stories.

Branding and Graphic Identity

Branding and graphic identity are a primary means through which the Citywide presentation can be conveyed as a single, coordinated endeavor. It is suggested that branding and graphic identity be closely coordinated with that of the Essex National Heritage Area and the Essex Coastal Scenic Byway. With their permission, their graphic identity may be directly adapted for the City's presentation

> **RECOMMENDATION:** Develop a **graphic identity and branding** for Beverly's interpretive presentation in close coordination with branding for the Essex National Heritage Area and Essex Coastal Scenic Byway.

The graphic identity used by the City would not seek to replace the existing graphic identities of existing historic and cultural attractions in Beverly that already have their own. It would focus on installations developed by the City but could be coordinated with those of existing sites.

Interpretive Planning and Process

Implementation of a Citywide interpretive presentation requires coordinated interpretation and planning and can be undertaken in a manner that is flexible and easily executed. The program should be readily perceived as a network that can be promoted — a Citywide effort linking coordinated interpretation of sites and neighborhoods throughout Beverly. It is important that the program have a consistently high level of quality, content, and visual appeal.

To that end, a simple plan should be prepared to guide interpretation, implementation, and phasing. Additionally, a process should be identified for the preparation, installation, and maintenance of exhibits and experiences consistent with the Citywide presentation.

> **RECOMMENDATION:** Prepare a simple **interpretive plan** to guide coordinated interpretation of sites and neighborhoods throughout Beverly.

It is recommended that the interpretive plan be prepared by a working group of professional interpreters drawn from the City's existing historic and cultural attractions, including Historic Beverly, the Trustees of Reservations, the Essex National Heritage Area, and the Beverly Arts District. These professionals should take the lead in identifying key storylines, developing themes, coordinating interpretation between sites, prioritizing phasing, and overseeing implementation for quality control.

> **RECOMMENDATION:** Establish a **working group of professional interpreters** drawn from existing historic and cultural attractions to prepare a simple interpretive plan organizing, prioritizing, and overseeing the Citywide interpretive program.

Implementation can begin immediately with sites and programs that are visitor-ready and already active, such as those offered by Historic Beverly.

Priority can then be given to adding sets of new interpretive exhibits and experiences at key sites and locations over time. Sets of exhibits for any one area should be planned all at one time. The Cabot Street commercial corridor is a key initial area for development of interpretive exhibits. Sets of interpretive exhibits to be installed in other areas, such within City parks, should be phased in over time as funding is available.

The Essex Heritage may be a source of potential grant funding for the implementation of the interpretive presentation. Small amounts of City streetscape and park enhancement funding may be used as well. Other funding sources may be identified. Funding support will be needed for the planning and design phases as well as the implementation phase. The cost to prepare and install a single exhibit is relatively modest.

Storylines and Themes

A set of Citywide storylines and themes should be developed to organize and guide interpretation. Storylines are threads of events that trace the City's historical development over time by topic and may be based on the City's historic contexts outlined in Chapter II of this preservation plan.

Themes are the *Big Ideas* that convey meaning and the significance of historic sites and resources. Themes are intended to help residents and visitors connect individual stories with broader contexts, understand what those stories mean, and why they matter.

> **RECOMMENDATION:** Develop a set of **Citywide storylines and themes** to organize and guide the interpretation of individual sites and resources and to connect those sites to the City's larger contexts and to each other.

Themes should help relate Beverly's stories to regional and national contexts. Theme statements should be prepared for each storyline to guide interpretive content. Each storyline may have several relevant themes, which may also track between storylines.

Every potential interpretive area, site, and historic resource in Beverly should have a place within the structure of storylines and themes for the Citywide presentation. Stories relating to individual sites and resources should be told and related to both Citywide contexts as well as to those of other individual sites and resources. The proposed interpretive presentation provides an opportunity to feature the previously untold and underrepresented stories of Beverly's ethnic and minority communities.

Orientation

The City's interpretive plan should outline how residents and visitors will be oriented to the Citywide presentation. The City's website can host orientation and interpretive information using the City branding and graphic identity and may be linked to the websites of partnering organizations. A family of brochures and maps that can be downloaded or printed and displayed should be created based on the storylines and themes.

> **RECOMMENDATION:** Determine how **residents and visitors will be oriented** to the Citywide interpretive presentation and its various locations.

Orientation materials should include an overview of Citywide storylines and themes; sites where they are presented; and suggested routes, trails, and itineraries. Kiosks or other forms of orientation exhibit should be installed at key places where residents and visitors gather, such as Downtown and at parks and trailheads. The Essex Coastal Scenic Byway kiosk at City Hall is an example of an orientation exhibit and may be used as a model.



The Essex Coastal Scenic Byway kiosk at City Hall provides visitor orientation to the byway and is of a high quality custom design. Beverly's marketing and promotion can be closely associated with the byway.

Marketing and Promotion

Regional marketing of Beverly's interpretive presentation should be coordinated with Essex Heritage as part of the Essex Coastal Scenic Byway. Marketing may also be provided by the Greater Beverly Chamber of Commerce and its North of Boston Convention and Visitor Bureau.

> **RECOMMENDATION:** Collaborate with Essex Heritage for the **marketing and promotion** of Beverly's interpretive presentation as a feature of the Essex Coastal Scenic Byway.

NEIGHBORHOOD ASSOCIATIONS

Beverly has a strong set of neighborhood associations that are a vehicle through which local residents engage, that represent neighborhood interests, and that can be used to increase public awareness about local historic resources. Beverly's varied neighborhoods have distinct identities and developed during different historic periods in response to different historic trends. The layout, patterns, and buildings associated with each neighborhood convey the stories of the neighborhood's development and the lives of people who resided there.

Engagement and Planning Support

During preparation of *PlanBeverly*, the 2020 Comprehensive Plan, the network of neighborhood associations and their member lists became a primary means through which the City communicated and received input from residents City-wide. During preparation of this Historic Preservation Plan, this network was used to conduct a successful online survey.

The Department of Planning and Development should continue to support neighborhood associations and use them as a primary means of communication with residents. Use the communication to identify planning issues of concern to residents and to underscore the importance of historic character.

> **RECOMMENDATION:** Continue to work with **neighborhood associations** representing historic neighborhoods in Beverly in communication with property owners in support of neighborhood planning and historic preservation.

Preservation Information for Property Owners

In the previous section of this chapter, it was recommended that the Historic Districts Commission work with neighborhood associations to provide access to technical information on the appropriate treatment of historic buildings to property owners.

Neighborhood associations are potential means for communication with residents about historic preservation and the appropriate treatment of historic residences. Workshops, guidelines, and technical assistance can be offered through neighborhood associations to provide information to local property owners on the appropriate treatment of historic buildings.

RECOMMENDATION: Use neighborhood associations as a primary vehicle through which to provide **information to property owners** on the appropriate treatment of historic buildings and resources.

Storytelling in Neighborhoods

Histories should be prepared of specific neighborhoods and shared with residents through their neighborhood associations to increase awareness of the neighborhood's stories and to highlight the significance of the neighborhood's historic resources.

A Neighborhood History Program could be created and implemented with Historic Beverly. Local historians could be recruited to research and prepare the histories, and the results could be posted online, shared electronically, and published as brochures or pamphlets. The minimal funding necessary might be provided through periodic Community Preservation Act and other grants – like this Historic Preservation Plan, each neighborhood history would be a planning document supporting historic preservation.

RECOMMENDATION: Establish a **Neighborhood History Program** researching and writing histories of specific historic neighborhoods in support of historic preservation.

Storytelling can be used to strengthen neighborhood identity and build support for the appreciation and appropriate treatment of historic buildings and resources. Many neighborhoods have local landmarks such as historic schools, churches, and public parks that were centers of local community life and convey local community character. Local neighborhood parks in particular are places where storytelling about a neighborhood's history and people can be featured. The interpretation of neighborhoods provides an opportunity to tell previously untold or underrepresented stories of the ethnic or minority peoples who lived there.

As a primary initiative of the Citywide interpretive presentation discussed above, develop and implement interpretive exhibits on publicly accessible sites telling the stories of individual neighborhoods. Use the neighborhood association as the prime interest group in organizing, implementing, and maintaining the exhibits. Prepare supporting interpretive materials that can be made available online and through published formats. Provide support from the working group of professional interpreters guiding the Citywide presentation:

- Identify the storylines and themes from the Citywide initiative to which the neighborhood relates.
- Identify places where interpretive exhibits might be placed and would be desirable. Focus especially on neighborhood parks.
- Identify the stories to be told, develop the interpretive content, and obtain supporting graphics, such as historic photos.
- Collaborate with the City and working group in design, fabrication, and installation of the interpretive exhibits.

RECOMMENDATION: Work with neighborhood associations in developing and installing **exhibits interpreting the neighborhood** as part of the Citywide interpretive presentation.

MUNICIPAL ORDINANCES AND REGULATIONS

Beverly's ordinances and regulations with respect to historic preservation issues are reviewed in Chapter III of this Historic Preservation Plan. Recommendations with respect to existing ordinances fall into three categories:

1. Changes to existing historic preservation language to clarify organization and responsibilities,
2. Language to add to existing zoning, subdivision, and land development ordinances to enhance the recognition and protection of historic resources, and
3. Proposed new targeted ordinances to protect specific resource types.

As outlined in Chapter 2, ordinances and related regulations in the City of Beverly are enumerated in the *City Code*, which is available for review online. The City Code is divided into four Divisions:

Division 1, Ordinances

Division 2, Planning Board Regulations

Division 3, Board of Health Regulations

Division 4, Miscellaneous Regulations

Ordinances relate to historic preservation are primarily included in Division 1, including Part I, Administrative Legislation, and Part II, General Legislation.

HISTORIC PRESERVATION ORDINANCES

Under Part I, Administrative Legislation, the City outlines the organization of its staff departments and agencies (Chapter 7, Agencies), and its volunteer boards and commissions (Chapter 15, Boards, Commissions, Councils, Committees, and Authorities).

At present, the descriptions of the entities involved in historic preservation are fragmented and in some cases do not clearly communicate actual practice. Revisions to these sections of the City Code are not critical to current practice but would be advisable to complete at some point in the future when the ordinances are being updated. The following revisions are recommended.

Chapter 7 – Agencies

A. Under Article X, *Municipal Inspections Department*, Section 7-29, *Operating offices*, delete paragraph G, *Historic Districts Commission*.

   The Municipal Inspections Department plays an important role in code enforcement and property maintenance with respect to historic buildings and neighborhoods. However, the Historic Districts Commission works under the Department of Planning and Development, not the Municipal Inspections Department. Historic preservation issues should be closely coordinated between these two City departments, but the Historic Districts Commission is not an operating office of the Municipal Inspections Department.

   Please also note that the relationship made in this paragraph between Chapter 168, *Historic Districts*, and MGL Chapter 40, Section 8D is incorrect. MGL Chapter 40, Section 8D relates to historical commissions and has nothing to do with historic districts. This issue is moot, however, if the paragraph is deleted.

B. Under Article XI, *Planning and Development Department*, Section 7-34, *Operating offices*, revise paragraph D, *Historic Preservation Office*, to simply describe that the Department's responsibility in managing the City's Historic Preservation Program and providing staff services to the Historic Districts Commission in its role with historic districts and as the City's historical commission.

   The language in this section is confusing. In discussing membership of the Historic Districts Commission, it duplicates the information included in Chapter 15 (see below). Items 1, 2, and 3 under this section describe the role of a municipal historical commission and assigns that role to the Historic Districts Commission. While this is fine, this language belongs in Chapter 15, not here.

   Move the language on historical commissions included in 1, 2, and 3 under this paragraph to Chapter 15, *Historic Districts Commission*, and cite MGL Chapter 40, Section 8D as its authorization.

Chapter 15 – Boards, Commissions, Councils, Committees and Authorities

A. Revise Article I, *General Provisions*, Section 15-36, *Historic Districts Commission*, to embrace the Historic Districts Commission's full scope and role. Refer to Chapter 168, Historic Districts, of the City Code.

B. Note the role of the Historic Districts Commission in review of the Fish Flake Hill Historic District, new local historic districts, and conservation districts (with staff leadership) as recommended earlier in this chapter assuming those recommendations are adopted. Cite MGL Chapter 40C, *Historic Districts Act*.

C. Add separate sections that address how potential new local historic districts will include local property owners in design review. See recommendations on new local historic districts elsewhere in this chapter.

D. Add text from Chapter 7 on the role of the Historic Districts Commission as the City's historical commission as discussed in the previous section. Cite MGL Chapter 40, Section 8D, *Historical commission*, and include its full text regarding the roles and responsibilities of a municipal historical commission.

Chapter 168 – Historic Buildings and Districts

A. Under Article I, *Historic Districts*, add individual sections for new local historic districts as recommended earlier in this chapter assuming those recommendations are adopted. Include language that address how potential new local historic districts will include local property owners in design review as noted for Chapter 15 above. Consider the possibility of establishing customized historic district commissions for each new local historic district so that local property owners from within the specific district can be included. Reference Chapter 15, Section 15-36, *Historic Districts Commission*.

B. Add individual sections for single property historic districts as recommended elsewhere in the chapter assuming those recommendations are adopted and implemented.

RECOMMENDATION: Revise the language of **historic preservation sections of the City Code** to clarify and appropriately describe the roles and responsibilities of the Historic Districts Commission and Department of Planning and Development.

Demolition by Neglect Ordinance

A demolition by neglect ordinance should be adopted stating that no designated historic resource shall be demolished by neglect – by leaving a building or structure open or vulnerable to vandalism or decay by the elements. The proposed ordinance should be separate from the City's existing Demolition of Historic Buildings ordinance. The Massachusetts Historical Commission can advise the City on model demolition by neglect ordinances that have been adopted by other municipalities.

Demolition by neglect ordinances require that historic buildings be kept to minimum maintenance standards and may refer to property maintenance ordinances adopted by the City. They are an important mechanism in protecting the character of historic neighborhoods and investments of surrounding property owners. The ordinance is enforced by the City's Municipal Inspections Department and should have enumerated penalties for non-compliance.

In extreme cases where a building is open to the weather and in danger of being lost, the City should have the capability of acting to stabilize a seriously neglected historic building should the property owner be unresponsive and then placing a lien on the property to recover its costs.

The demolition by neglect ordinance should be referenced in other ordinance sections pertaining to property maintenance. The ordinance should outline the City's responsibilities and processes regarding demolition by neglect including the roles of the Historic Districts Commission and Municipal Inspections Department.

RECOMMENDATION: Adopt a **demolition by neglect** ordinance that requires property owners to stabilize, maintain, and prevent deterioration that may threaten the fabric and structure of historic buildings.

ZONING, SUBDIVISION, AND LAND DEVELOPMENT

Beverly's existing Zoning and Subdivision of Land Ordinances are outlined in Chapter III, including discussion of the historic character of different zoning districts. In revising the City's ordinances in accordance with the adoption of *PlanBeverly*, the 2020 Comprehensive Plan, revisions should be made to strengthen the recognition, preservation, and appropriate treatment of historic resources.

Beverly's zoning, subdivision, and land development regulations have an important role in promoting the preservation of historic resources as new land development and subdivision projects are taking place. In general, it should be the policy of the City that historic resources should be identified during the site planning and design process and that these resources should be preserved and incorporated into new development projects.

While the City cannot legally require the preservation of privately owned historic resources in new development projects except in areas where there are specific protections, such as local historic districts, it can use its authorized powers to work with and negotiate with developers toward this end. If developers know that the preservation of historic resources is expected, many will do the right thing and incorporate the resources into their projects as a matter of course simply to ensure a smooth review and approval process. Where the City has negotiating leverage, such as with the *special permit* process where conditions can be applied and projects can be denied, the City's influence in promoting preservation can be considerable.

The appropriate treatment of historic buildings helps preserve and strengthen the character of the built environment, which will positively impact the economy and local quality of life. Beverly's ordinances and regulations should reference and make use of the *Secretary of the Interior's Standards for the Treatment of Historic*

Properties and related guidelines in promoting the appropriate treatment of historic buildings in private sector projects. Architects and planners have decades of experience in applying the principles outlined in the Standards and achieving good preservation results while accommodating needed change.

RECOMMENDATION: When updating the City's zoning, subdivision, and land development ordinances and regulations in accordance with *PlanBeverly*, **strengthen language and provisions** to encourage and support the preservation of historic resources and historic neighborhood character.

Chapter 300 – Zoning

A. Under Section 300-2, *Purposes*, add statements: *To encourage the preservation and appropriate treatment of historic buildings* and *To preserve and enhance the character of the built environment in the City's historic neighborhoods.*

B. Under Section 300-5, *Terms Defined*, add: *HISTORIC RESOURCE: Building, structure, or landscape feature associated with a property identified in the City's Historic Resource Inventory as maintained by the Historic Districts Commission.* And: *HISTORIC LANDSCAPE CONTEXT: The immediate landscape area associated with and significant to a historic building resource.*

C. Under each section of Article VII, *District Regulations*, that relate to historic commercial areas of historic neighborhoods, add a new paragraph: *Historic Resources. It is the City's policy that historic buildings and resources contributing to the character of historic neighborhoods should be preserved and appropriately treated.* While not a regulation, this statement will make clear the City's expectations and provide the basis for any negotiation when changes are proposed that require City approval.

D. Under Section 300-39, *CN Neighborhood Commercial Districts*, G., *Special requirements*, add a requirement that new construction within the district abide by principles of *context sensitive design* as approved by the Planning Board with input from the Historic Districts Commission. This provision in in accordance with recommendations of *PlanBeverly*.

E. Under Section 300-40, *CC Central Business District*, revised height limits for this and adjacent residential neighborhood districts as recommended in *PlanBeverly*.

F. Under Section 300-49, *Local Historic Districts*, add reference to new local historic districts and conservation districts as they are added.

RECOMMENDATION: Add language to the **Zoning Ordinance** that supports the historic character of different zoning districts and recognizes and encourages the preservation and appropriate treatment of historic resources.

Chapter 375 – Subdivision of Land

A. Under Section 375-3, *Definitions*, add: *HISTORIC RESOURCE: Building, structure, or landscape feature associated with a property identified in the City's Historic Resource Inventory or as may otherwise be identified by the Historic Districts Commission.* And: *HISTORIC LANDSCAPE CONTEXT: The immediate landscape area associated with and significant to a historic building resource.*

B. Under Section 375-12, *Preliminary plans*, B., *Contents*, add a paragraph requiring identification of historic building and landscape features and resources on the property being developed.

C. Under Section 375-13, *Definitive plans*, B., *Contents*, add a paragraph requiring identification of historic building and landscape features and resources on the property being developed.

D. Under Section 375-19, *Protection of natural and historic resources*, considerable strengthen existing language. With respect to historic resources: *It is the policy of the City that historic building and landscape features and historic landscape contexts shall be preserved, incorporated into proposed new development, and appropriately treated in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.*

E. Where historic resources are present, require the preparation of a Historic Resource Impact Study that (1) identifies the historic resources, (2) outlines their historical development and significance, (3) discusses the proposed treatment of the historic resources, and (4) if negatively impacted, requires and proposes mitigation measures for negotiation with the Planning Board.

RECOMMENDATION: Add language to Beverly's **subdivision and land development ordinances** to require the identification and assessment of historic resources and the preservation of historic resources where possible in proposed new development.

CULTURAL HERITAGE PROPERTIES

Beverly's Department of Planning and Development has been in the process of preparing a Cultural Heritage Properties Ordinance to create incentives for the preservation of historic properties that are in danger of demolition, especially large estates that are no longer viable as single family residences. The Planning Department of Planning has been assisted by the Metropolitan Area Planning Council, an advisory group of City residents, and representatives of several City boards and commissions in the development of a preliminary draft of such an ordinance.

The primary goal of the ordinance is to establish regulations that would help preserve historic residential buildings, structures and where possible, historic landscape features that are part of a historic estate. The draft ordinance also contemplates a process allowing adaptive reuse incentives for historic non-residential buildings that are located in residentially zoned districts. Consistent with *PlanBeverly*, the City's 2020 Comprehensive Plan, the ordinance will create additional opportunities to provide much needed housing units that maintain the character of the City's neighborhoods.

The ordinance would be applicable to any property in the City with structures or landscape features that are listed on the Massachusetts Historical Commission State Register of Historic Places or National Register of Historic Places. If a property is not listed on either of these registers, it could become eligible if the Historic Districts Commission determines the property is historically significant.

The ordinance creates a path to preserve historic structures through adaptive reuse by allowing additional residential units, and in some cases, other non-residential uses such as Bed and Breakfast, Hotel, Professional Office, or Wellness Facility.

For properties that meet the eligibility requirements, a property owner may create one additional dwelling unit within the historic property over and above what is allowed by zoning in that district. These "by-right" units are only allowed if there is no expansion to the historic structure and there is a commitment to preserve the important architectural or landscape elements that contribute to the historic nature of the property.

Property owners may also seek a special permit from the Planning Board that includes preservation of a property that provides additional dwelling units beyond the one unit allowed by right, expands or otherwise alters the structure, or proposes another non-residential use described above.

The following suggestions are proposed for consideration relative to the ordinance:

- Require that properties making use of the Cultural Heritage Properties Ordinance adopt a **preservation restriction** for their long term preservation.
- Include review of proposed **interior alterations** where new units will be added.
- Strengthen reference to the **Secretary of the Interior's Standards** for the Treatment of Historic Properties in the Design Criteria portion of the ordinance, including in relationship to the treatment of historic landscape features.
- Resolve discussions on possible **limitations on building gross area** and the use of bonus incentives to emphasize the focus on estates and large historic residences.
- Do not permit additional units by-right if the historic residence has **already been divided** into multiple units.
- Require adherence to **parking requirements** in the Zoning and Subdivision of Land Ordinances.
- Require **site plan review** if any exterior work is proposed on either the building(s) or the landscape.

RECOMMENDATION: Complete revisions to the **Cultural Heritage Properties Ordinance** under consideration proposing incentives for the preservation of large historic estates and residences.



Beverly's large estate properties are appropriate for use of the Cultural Heritage Properties Ordinance.

SCENIC ROAD ORDINANCE

Beverly's historic road corridors were first laid out in the 17th and 18th centuries and provided access to some of the City's earliest historic resources, many of which were farmsteads. Over the decades, these road corridors became regional connectors, and many additional historic residential and commercial buildings were constructed along their routes.

These historic buildings have been vulnerable to loss and inappropriate changes due to the degree of development pressure along the City's regional connectors.

Earlier in this chapter, it is recommended that the City's historic road corridors be designated as local Conservation Districts to provide a measure of protection and negotiation in their preservation and treatment.

Additional protection of Beverly's historic road corridors could be provided through enactment of a Scenic Road Ordinance as authorized by Chapter 40, Section 15C of the Massachusetts General Laws.

A Scenic Road Ordinance allows a municipality to officially designate local roads as Scenic Roads. Once designated, any repair, maintenance, reconstruction, or paving work done shall not involve or include the cutting or removal of trees or the tearing down or destruction of stone walls without prior written consent of the Planning Board. Numbered routes and state highways are exempt unless the entire length of the route is contained within the municipality – that would exclude Cabot Street north of Downtown (Route 1A), Essex Street (Route 22), and Hale Street (Route 127) from consideration.

Nonetheless, a Scenic Roads Ordinance would provide a measure of recognition and consideration of the impacts to Beverly's local suburban scenic roads by development and other actions.

Preparation of a Scenic Roads Plan would identify resources such as estate walls and trees along roads that should be preserved. The Scenic Roads Plan and Ordinance are tools that can help protect Beverly's scenic landscape.

RECOMMENDATION: Prepare a **Scenic Roads Plan** for Beverly identifying historic and scenic roads, historic walls, trees, and other resources to be preserved, and potential threats to their historic and scenic character.

RECOMMENDATION: Enact a **Scenic Road Ordinance** for Beverly in accordance with MGL Chapter 40, Section 15C to provide review and protection for the scenic character of historic local roads.



Walls and trees are among the resources along Beverly's scenic roads.

MUNICIPAL POLICY, MANAGEMENT AND CAPITAL IMPROVEMENTS

Historic preservation is primarily a grassroots initiative that is implemented at the local community level. Municipal leadership is essential.

Over the past decade, Beverly has been fortunate in experiencing a level of economic growth and prosperity that is projected to continue into the foreseeable future. This economic growth is placing significant development pressure upon neighborhoods and commercial corridors, especially Downtown.

Economic growth and prosperity provide important opportunities for community enhancement through creative growth management strategies that leverage public and private investment to achieve broad community goals. A primary focus in growth management should be given to identifying, preserving, and enhancing the historic character of the built environment, both Citywide and within individual neighborhoods.

Historic and cultural resources are defining features of community character and identity. Municipal policy and planning initiatives should recognize the role of historic and cultural resources in local quality of life and place a strong emphasis on their preservation.

The incorporation of historic preservation values, principles, and processes into Beverly's municipal planning and growth management strategies and documents is essential if local community character is to be preserved. It is a key factor in preserving historic buildings, neighborhoods, and landscapes and is one of the most important ways of implementing this Historic Preservation Plan.

CITY POLICY AND PLANNING LEADERSHIP

City leadership in policy and planning is provided through the elected officials – the Mayor and City Council – and their directives and allocation of resources. For the past decade, Beverly's elected officials have supported innovative planning initiatives and implementation measures that have strengthened community character and recognized the importance of historic resources. Many of these initiatives have been supported through grants from state and federal programs.

The Mayor and City Council are essential in providing leadership to City departments, staff, boards, and commissions in municipal policy, management, the allocation of resources, and the implementation of City programs.

RECOMMENDATION: Continue to provide **leadership in establishing municipal policies** that enhance the historic character of the built environment and allocate the necessary resources toward their realization.

RECOMMENDATION: Recognize the role of **historic and cultural resources** as character defining features in community identity, character, and local quality of life.

RECOMMENDATION: Incorporate historic **preservation values, principles, and processes** into municipal policy, planning, and programs at all levels of municipal activity.

RECOMMENDATION: Continue to take advantage of **available state and federal programs** that will support and help implement the City's planning vision.

PLANBEVERLY, THE CITY'S 2020 COMPREHENSIVE PLAN

An overview and summary of Beverly's planning initiatives over the past two decades are included in Chapter II of this Historic Preservation Plan in the section, *History of Historic Preservation Planning in Beverly*. These planning initiatives have supported the development of key themes in *PlanBeverly,* the City's 2020 Comprehensive Plan, which is also summarized in Chapter II.

PlanBeverly outlines growth trends that are driving change in Beverly and are influencing municipal planning and growth management policy. The key themes outlined in *PlanBeverly* include:

- The concentration of **new growth in areas with existing infrastructure**, amenities, and access to transit – essentially the City's urban core as opposed to the outer suburbs,
- Concentration on **continued revitalization of the Downtown** commercial corridors,
- Promotion of **new mixed-use development** including neighborhood commercial centers and mixes of housing types,
- Guiding new growth to be compatible with the **character of existing neighborhoods and historic areas**,
- **Limiting new growth in low density areas** and potential conservation landscapes, and
- Emphasis on **high quality design** and implementation.

PlanBeverly places a strong emphasis upon community identity and the existing historic character of the Downtown core. The two primary areas of focus for new mixed-use urban redevelopment are the Bass River waterfront paralleling the rail corridor and Rantoul Street and the vicinity of the North Beverly train station.

Both existing trends and the proposed new development are having an impact on adjacent historic neighborhoods. Portions of Downtown considered rough and blighted several decades ago are now experiencing demographic changes and increased property values and investment. Downtown Beverly is changing.

These trends in turn are driving changes in policy and public investment. For example, Beverly's Complete Streets Policy, adopted in 2015, and related planning have helped secure state funding for the redesign and reconstruction of the streetscape in the vicinity of Beverly Depot as well as the commercial corridor along Cabot Street, which is currently being completed. Housing, Coastal Resiliency, Open Space, Beverly Arts District, and other planning initiatives address core municipal strategies while also qualifying the City for state and federal funding for implementation projects. Planning projects identify prospective changes to ordinances and other regulations for policy implementation.

Recommendations outlined in this Historic Preservation Plan directly support *PlanBeverly's* key themes and the impacts they are expected to have on historic neighborhoods and historic resources throughout the City. For instance, recommendations on local historic districts and conservation districts in this chapter reinforce the preservation and enhancement of neighborhood character in areas most vulnerable to change. Recommendations for inventories and National Register nominations help provide the information necessary for future planning decisions affecting historic neighborhoods.

RECOMMENDATION: Affirm the creative **long-range vision** for community development, growth management, and enhancement outlined in *PlanBeverly*.

RECOMMENDATION: Recognize this Historic Preservation Plan as a **companion document to *PlanBeverly,*** implementing the

preservation strategies and recommendations in support of the Comprehensive Plan.

RECOMMENDATION: Recognize **historic and cultural resources** as defining features of community identity, character, and local quality of life in the City's vision.

RECOMMENDATION: Support the key themes, strategies, and recommendations of *PlanBeverly* through adoption of **historic preservation values, principles, and processes** in addressing actions to be undertaken in implementation of the Comprehensive Plan.

RECOMMENDATION: Develop **models of best practices in planning** that focus on preservation and enhancement of neighborhood and community character.

Neighborhood Master Plans

In implementing *PlanBeverly*, the preparation of neighborhood master plans should be considered as a means through which the City can plan for the revitalization and enhancement of specific historic neighborhoods, particularly those neighborhoods that are undergoing change or are deteriorated or threatened.

Neighborhood master plans identify existing conditions across a broad range of topics, identify strategies and tools that can be used to revitalize and enhance a neighborhood, and outline implementation steps to affect change over time. As an element of existing conditions analysis, the historical development of the neighborhood should be outlined and historic resources should be identified, preferably through the preparation of historic resource inventories as discussed earlier in this chapter.

Neighborhood planning should focus on strengthening neighborhood character. In implementing revitalization strategies, specific locations within a neighborhood are often targeted with infrastructure improvement and other initiatives to enhance that particular location in order to attract private investment and positively impact surrounding areas.

RECOMMENDATION: Prepare **neighborhood master plans** for the revitalization and enhancement of historic neighborhoods undergoing change in support of *PlanBeverly's* community revitalization strategies.



Neighborhood master plans are an important potential tool for the revitalization of neighborhoods that are undergoing change or are otherwise threatened.

COMMUNITY PRESERVATION ACT

Massachusetts' Community Preservation Act (CPA) was enacted by the state legislature in 2000 and allows cities and towns to raise monies through a surcharge of up to 3% of the real estate tax levy on real property. To augment the local CPA revenues, the state annually distributes percentages from the state CPA trust fund to cities and towns. Funds may then be used to:

- Acquire, create, and preserve **open space**;
- Acquire, rehabilitate, and preserve **historic resources**;
- Acquire, create, preserve, and support **community housing**; and
- Acquire, create, rehabilitate and preserve land for **recreational use**.

The Community Preservation Act was adopted by Beverly voters in 2012, and its implementation is undertaken by the Beverly Community Preservation Committee.

Since its enactment, Beverly's CPA program has provided significant funding for the preservation and rehabilitation of historic buildings owned by non-profit organizations and the City; inventory of historic resources, and preservation of archival documents. Rehabilitation of the City's GAR Hall, Beverly Powder House, and Beverly Golf and Tennis Club are examples of rehabilitation projects undertaken.

Beverly's 2019 Community Preservation Plan outlines the City program, provides guidelines for applicants seeking funding, and serves as a blueprint for the Community Preservation Committee in making recommendations for funding to City Council. The Community Preservation Plan outlines areas of activity to be funded in support of historic preservation in Beverly.

In accordance with the Community Preservation Plan and its stated goals, the following project types are suggested as priorities for funding in historic preservation:

- Consistent short-term funding for the **inventory of individual and small groups of historic resources** as recommended earlier in this chapter.
- Periodic funding for a long-term program for the **inventory of entire historic neighborhoods** in concert with the City's planning priorities as recommended earlier in this chapter.
- Similarly, funding for the preparation of **National Register Historic District nominations of entire historic neighborhoods** to enhance their recognition and identity and support their preservation.
- Continued funding for the **rehabilitation, conservation, and appropriate maintenance** of historic City-owned and non-profit owned historic buildings.
- Funding for an ongoing, long-term program for rehabilitation or facade improvements for **historic commercial buildings** Downtown, along historic road corridors, and in Beverly Farms Village.
- Establishment of a standing **emergency fund** that may be used to address threats to historic buildings due to demolition by neglect or pending development.
- Establishment of a **revolving fund** for privately owned historic residences where additional funding support will help allay costs for appropriate preservation treatments.

RECOMMENDATION: Continue to use CPA funding to support **priority historic preservation projects** in Beverly including rehabilitation projects as well as inventory, designation, and preservation planning projects.

Application for CPA funding for historic preservation projects requires that projects receive a Determination of Historic Significance from the Historic Districts Commission. The rehabilitation of historic properties must be carried out in accordance with *The Secretary of the Interior's Standards for the Treatment of Historic Properties*. Private sector rehabilitation projects supported by CPA funds would require a legal agreement that owners will maintain their buildings in accordance with the Standards.







Community Preservation Act grants will continue to be a primary source of funding for the inventory and planning of historic neighborhoods as well as the direct rehabilitation of historic non-profit buildings such as Hale Farm, rehabilitation of historic privately owned commercial buildings such as the Cabot Cinema (above), and the rehabilitation of historic municipal buildings such as the GAR Hall and Beverly Golf and Tennis Club (right).

REHABILITATION TAX CREDITS

Federal and state rehabilitation tax credits are a potential incentive for use in the commercial rehabilitation and adaptive reuse of larger historic buildings in Beverly, particularly along the Cabot and Rantoul Street commercial corridors. The federal and state rehabilitation tax credit programs are outlined in Chapter II of this Preservation Plan in the Introduction to Historic Preservation Planning.

It appears that only limited use of rehabilitation tax credits has been made in Beverly, including the historic brick industrial buildings along Rantoul Street in the vicinity of Beverly Depot but not including historic school buildings such as the Old Briscoe School, Edwards School, and McKay School that have been rehabilitated into residential buildings. It appears that the current rehabilitation of the Briscoe Middle School (former Beverly High School) into affordable housing will make use of the tax credits.

Federal rehabilitation tax credits are most useful for larger rehabilitation projects, generally over $3 million in construction cost, due to the financial requirements and processes involved in review and approval. They are less useful for smaller scale projects such as may occur in the smaller historic buildings along Cabot Street. Smaller project using Massachusetts state tax credits generally have a construction cost of in the range of $750,000 with approximately $450,000 of qualifying expenditures and a resulting tax credit of $90,000 (20%).

Nonetheless, the use of rehabilitation tax credits should be encouraged by the City when private sector rehabilitation projects are undertaken along the commercial corridors and elsewhere in Beverly.

RECOMMENDATION: Encourage the use of **federal and state historic rehabilitation tax credits** in the rehabilitation and adaptive reuse of historic buildings to commercial use.





Rehabilitation tax credits were used for the adaptive reuse of the historic mill building adjacent to the Beverly Depot (top photo) but have not been used for the rehabilitation of other important buildings in Beverly such as the Edwards School (lower photo).

PARKS, OPEN SPACE AND TRAILS

Beverly's park system is comprised of numerous significant historic properties ranging from neighborhood parks, to Downtown pocket parks, to beaches, to former estate properties, to monument sites, to natural open space with historic background. Beverly has 37 parks, beaches, and natural areas.

City parks are under the oversight of the Parks and Recreation Commission and Parks and Recreation Department (Beverly Recreation), whose primary interests are in recreational facilities, services, and programming.

Responsibility for the the maintenance of City parks is under the Public Services Department's Parks and Forestry Division, which also manages new construction projects and has responsibility for tree maintenance in parks, on other City property, and within the right of ways of public streets.

In general, the historical significance and character of Beverly's parks are well appreciated, and the parks are well maintained. City staff is familiar with techniques and processes required for the maintenance and treatment of historic buildings.

However, appropriate documentation and maintenance guidelines of Beverly's historic properties has not been undertaken and should be a long-term project to help assure their appreciation and appropriate future care.

Cultural Landscape Reports

Cultural landscape reports should be prepared for each of the City's historic park properties as a long-term project with funding support from the Community Preservation Act. Cultural landscape reports are studies of historic properties that are undertaken in accordance with a specific methodology in order to document their features and provide guidelines for their treatment. In general, cultural landscape reports are comprised of the following sections:

- Background history and overview of the property's historical development,
- Statement of significance and discussion of local and national historic contexts to which the property is related,
- Identification of the property's character defining features,
- Conditions assessment for the landscape as a whole and for each character defining feature, and
- Treatment plan, guidelines, and recommendations.

The National Park Service has led the recognition and study of cultural landscapes including the preparation of cultural landscape reports and has developed methodologies and guidelines for their identification, assessment, and treatment. The identification and analysis of a landscape's features and characteristics in a cultural landscape report usually include its:

- Spatial organization and land patterns,
- Views and vistas,
- Topography,
- Natural systems and features,
- Vegetation,
- Circulation,
- Land use,
- Buildings and structures,
- Small-scale features, and
- Other special considerations.

The National Park Service has prepared *Preservation Brief 36, Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes* and *A Guide to Cultural Landscape Reports, Contents, Process and Techniques*, which are available online and outlines the contents of a cultural landscape report. Additional information and examples are available online as well.

RECOMMENDATION: Prepare **cultural landscape reports** for each of Beverly's historic park properties to document the properties and provide guidance for their future treatment.

Interpretation

Beverly's parks, beaches, open space, and trails provide places where residents can be engaged with storytelling as part of the Citywide interpretive presentation discussed earlier in this chapter. Interpretation uses historic and natural resources to increase public awareness of Beverly's history and character.

Many of Beverly's parks are historically significant in and of themselves, with stories that illustrate key themes of the City's historical development. Some parks are closely associated with surrounding historic neighborhoods and can be used to tell the stories of the neighborhood's development and people.

Trails, whether Downtown, along the waterfront, between neighborhoods, or in public open space and natural places, can be vehicles for interpretation and storytelling. New development areas, such as the Bass River waterfront, can include storytelling and public art as amenities that convey the area's historical development. Woodlands and natural areas such as the Beverly Commons Conservation Area are places where themes related to the landscape's natural history can be featured.

Programs offered by Beverly Recreation and supported by the Parks and Recreation Commission and Open Space and Recreation Committee can further raise public awareness of historic and natural resources. Outdoor recreational activities can be a venue for public enhancements that engage residents in public history.

RECOMMENDATION: Implement the installation of **interpretive exhibits and public art** in the City's parks as part of the Citywide interpretive presentation. See the discussion of the interpretive presentation above with respect to process and phasing.

PROPERTY MAINTENANCE AND CODE COMPLIANCE

Chapter 130, Building Construction establishes that *the State Building Code and the applicable Code of Massachusetts Regulations govern the construction, alteration, repair, maintenance, removal, and demolition of buildings and structures in the City*. Inspection and compliance are managed by the City's Municipal Inspections Department. Other than the State Building Code, Beverly does not appear to have a separate property maintenance code.

Poor property maintenance and blight are not systemic problems in Beverly. In some lower-income neighborhoods within the City, a few vacant buildings have been condemned and some properties are not well maintained. These situations appear to be rental properties where landlords have not invested in proper maintenance or where other extenuating circumstances are present.

Beverly's Maintenance Inspections Department should continue to monitor conditions where property maintenance is an issue, not only for life safety but also to help support the right of adjacent property owners to have a reasonably well maintained neighborhood.

With respect to code compliance in historic neighborhoods, required remediation measures should not permit the loss or degradation of historic building features or building fabric. Measures should be implemented in a manner that retains a building's character defining features.

The demolition of problem buildings should only be undertaken as a last resort. Code violations should be cited early enough in the process to prevent demolition by neglect.

A persistent challenge in struggling historic neighborhoods with a high percentage of rental properties is the difficulty in getting

landlords to properly care for and maintain their properties. Strategies for neighborhood revitalization and blight remediation focus on increasing home ownership and improving property maintenance. Common remediation tools available to municipalities, include:

- Adoption and enforcement of property maintenance codes;
- Rental property registration, licensing, and inspection;
- Vacant property registration; and
- Pre-sale inspections.

RECOMMENDATION: Incorporate **historic preservation principles** in neighborhood revitalization and blight remediation planning and implementation – work to strengthen existing historic neighborhood resources as a revitalization strategy.

RECOMMENDATION: Adopt a **demolition by neglect** ordinance that requires property owners to stabilize, maintain, and prevent deterioration that may threaten the fabric and structure of historic buildings. (See discussion under Municipal Ordinances and Regulations, earlier in this chapter.)

RECOMMENDATION: Increase and emphasize code enforcement actions that **proactively intervene** to stabilize neglected buildings and prevent the level of deterioration that would lead to a need for demolition.

RECOMMENDATION: Require the **Secretary of the Interior's Standards for the Treatment of Historic Properties be consulted** when enforcing property maintenance in historic areas.

RECOMMENDATION: Train **code enforcement and other municipal staff** so that they are aware of the need to comply with both building maintenance standards and historic preservation guidelines so that they can encourage appropriate treatment of historic buildings and help educate property owners and residents on a day-to-day basis.

RECOMMENDATION: Consider enactment of a **landlord registration program** and modest yearly fee to assure that contact information for absentee landlords is on file and can be accessed with regard to properties with maintenance issues.



A number of historic rental apartment buildings are located in Beverly's working class neighborhoods near the former United Shoe Machinery Corporation plant.

MUNICIPAL PROPERTIES – MAINTENANCE AND CAPITAL IMPROVEMENTS

The City of Beverly owns and maintains a considerable number of historic buildings and landscapes including several of the City's most historically significant properties. Historic buildings include, but are not limited to, City Hall, the GAR Hall, Beverly Golf and Tennis Club, and the Beverly Public Library. Historic landscapes include but are not limited to Beverly Commons, Monument Square, Lynch Memorial Park, and the City's cemeteries.

Overall responsibility for the management and maintenance of City property is undertaken by the Public Services Department. Public Services' Parks and Forestry Division maintains City parks and the grounds around City buildings. They also manage new construction projects in parks and have responsibility for tree maintenance on City property and within the right of ways of public streets.

Public Services' Building and Highway Maintenance Division is responsible for maintenance and repairs for the City's roughly 50 public buildings. They also have responsibility for the maintenance and repair of playground equipment, street signs and traffic markings, street guardrails, and paving projects. The Division identifies capital needs related to all City facilities and manages a variety of maintenance and construction projects.

Maintenance of City-owned Properties

In general, the historical significance and character of City-owned historic properties is well appreciated, and the properties are well maintained. Recent and ongoing projects include the rehabilitation of the GAR Hall, Powder House, Lynch Park Carriage House, Beverly Powder House, and Beverly Golf and Tennis Club.

The City's building maintenance staff is familiar with techniques and processes required for the maintenance and treatment of historic buildings. In undertaking maintenance and repair projects, they contract with firms experienced in work with historic buildings and follow the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. A number of City-owned properties have had issues of deferred maintenance due to budget constraints.

Beverly should strive to be a model in the stewardship of its historic buildings and landscapes and an example of what is expected of the private and non-profit sectors. Beverly's historic character is central to its identity and quality of life, and the historic resources in the City's care are of particular significance.

RECOMMENDATION: Continue to incorporate historic preservation principles, processes, and conservation treatments into capital planning projects, site management, and site maintenance. Beverly should be a **model for the stewardship of its historic buildings and landscapes**.

RECOMMENDATION: Collect a library of information on ***best practices*** **in preservation treatments and maintenance practices** for the types of resources and issues being addressed. Make the information available to planning and maintenance staff and encourage its use.

RECOMMENDATION: Retain a **historic preservation consultant** on an as-needed basis for advice on preservation and conservation treatments. Retain professionals experienced in historic preservation to prepare construction documents for projects being undertaken.

RECOMMENDATION: Continue to use **contractors with proven experience** in conservation and historic preservation methodologies for the various trades involved with work on historic buildings.

RECOMMENDATION: Provide **preservation and conservation training** to City construction and maintenance staff through workshops, videos, and on-site consultations.

Information and resources on the appropriate treatment of historic buildings and landscapes have been developed by preservation professionals and organizations over decades with application in many historic preservation projects. Most important are the preservation principles outlined in the *Secretary of the Interior's Standards for the Treatment of Historic Properties* and their related guidelines. Information on the Standards is available online.

Additionally, literature on conservation practices for various types of materials, features, and conditions has been assembled and made available online. The most common source of information on conservation treatments are the *Preservation Briefs* and *Preservation Tech Notes* prepared by the National Park Service's Technical Preservation Services.

Preservation Briefs and Tech Notes are available for over fifty different subjects ranging from general topics such as cultural landscapes, new building additions, and accessibility to specific information on materials and features such as windows, siding, masonry, and roofs.



The City of Beverly owns and maintains a number of historic buildings that are in active municipal use, such as City Hall and the North Beverly Fire Station.

Historic Structure Reports and Cultural Landscape Reports

Discussion of the use of cultural landscape reports is included earlier in this chapter with respect to the City's historic parks. Cultural landscape reports should be prepared for other City-owned historic properties as well.

Historic structural reports are similar studies that provide base information on the treatment of historic buildings. They generally include sections on:

- Background history and overview of the building's historical development,
- Statement of significance and discussion of local and national historic contexts to which the building is related,
- Identification of the building's materials (wood, masonry, metals, etc.) and character defining features (doors, windows, porches, detailing, etc.),
- Conditions assessment for the building as a whole and for each type of material and character defining feature,
- Treatment plan, guidelines, and recommendations, and
- Guidance for accessibility, energy efficiency, and building mechanical systems.

Historic structure reports are baseline documents that are important in providing essential information to guide decision making in the maintenance of historic buildings and consideration of needed changes over time. They are important as background for future new staff members and as future changes are considered. Historic structure reports should be prepared for each of the City's historic buildings.

RECOMMENDATION: Prepare **historic structure reports** for each of Beverly's City-owned historic buildings.

RECOMMENDATION: Prepare **cultural landscape reports** for Beverly's City-owned historic landscapes.

Cemeteries

Beverly owns and maintains seven historic cemeteries, three of which remain active. These include Central Cemetery just north of Beverly Commons, North Beverly Cemetery at the Second Parish Church, and Beverly Farms Cemetery.

Historic cemeteries that are no longer or minimally active include Ancient Cemetery in the heart of Downtown adjacent to Monument Square, Conant Street Burial Ground also associated with Second Parish Church, Dodge's Row Burial Ground on north Dodge Street, and Green Family Burial Ground in Herlihy Park in Ryal Side.

The Cemetery Department, a single staff member within the Engineering Department of Public Services, manages the sale of plots within the three active City-owned cemeteries. Burial activities are contracted to a private firm. Routine maintenance of all of the City's cemeteries, primarily grass mowing and tree maintenance, is performed by the Parks and Forestry Division.

Additional cemetery maintenance is needed for cemetery stones, fencing, and other landscape features, however adequate funding is not available. Beverly's Department of Veteran's Services is responsible for all veterans' headstones within the City. The Beverly Farms Improvement Society has undertaken a multi-phased project to rehabilitate historic 1899 fencing around the Beverly Farms Cemetery using local donations and CPA funding. The City has taken a position that the City is not responsible for the maintenance of cemetery stones apart from veterans' headstones.

Cemetery stones are among the oldest and most significant historic resources in Beverly. Their condition should be assessed, and they should be properly maintained. Cemetery stones may also be considered historic works of art.



View of Central Cemetery (above) and the cast iron gateway and fence at Ancient Cemetery (below)

A great deal of experience has been had in the care and maintenance of cemeteries and cemetery stones in Massachusetts. Some communities have relied upon friends' groups associated with cemeteries for their care and maintenance.

The Beverly Farms Improvement Society should continue to serve as a friends' group to the Beverly Farms Cemetery. Friends groups for other cemeteries should be recruited or established – perhaps a single City-wide entity. Friends groups should be officially designated by the City.

Assign the long-term task of inventory, assessment, and conservation of cemetery head stones to designated friends' groups. Use CPA and other available grant sources.

RECOMMENDATION: Continue to perform **appropriate routine maintenance** of Beverly's historic cemeteries. Be careful that maintenance work does not damage historic features and is undertaken using historically appropriate techniques as outlined by the Massachusetts Historical Commission.

RECOMMENDATION: Officially designate non-profit organizations to serve as **friends' groups** to Beverly's historic cemeteries. Where necessary, establish or recruit such groups.

RECOMMENDATION: Prepare **cultural landscape reports** for the City's historic cemeteries as has been recommended for historic parks and other City-owned historic properties.

RECOMMENDATION: Undertake the inventory, assessment, and phased **conservation of cemetery headstones and other features** under the initiative of designated friends' groups. Obtain professional guidance and follow established conservation protocols.

RECOMMENDATION: Interpret the City's historic cemeteries as part of the **Citywide interpretive program** outlined earlier in this chapter.

The Massachusetts Department of Conservation and Recreation (DCR) has prepared guidance for the management of historic cemeteries. The 2009 publication *Preservation Guidelines for Municipally Owned Historic Burial Grounds and Cemeteries* provides information on the historical background, preservation planning, recommendations for management, and case studies for cemeteries.

The 2011 publication *Terra Firma, Putting Historic Landscape Preservation on Solid Ground, A Guide to Identification and Protection* commemorated the tenth year of DCA's Massachusetts Historic Cemetery Preservation Initiative and reviews issues and best practices as they have evolved. In addition, the National Park Service has a Preservation Brief on the preservation and treatment of historic grave markers.



Street trees are important defining features that give scale and add appeal to City streetscapes.

Streetscapes and Public Improvements

Beverly is currently completing streetscape improvements along Cabot Street within the historic commercial core of Downtown. Undertaken with state funding following adoption of Beverly's Complete Streets Program, the improvements dramatically improve the pedestrian experience along the corridor and have a high level of design quality. The work demonstrates the City's capability and commitment to high quality public improvements. Streetscape improvement have also been undertaken along Rantoul Street and in the vicinity of Beverly Depot.

RECOMMENDATION: Continue to undertake **streetscape improvements** that enhance the character of historic commercial areas and residential areas.

RECOMMENDATION: Preserve the streetscapes' existing historic **character defining features**, including historic street layouts and configurations.

Among the historic resources within the public right of ways in Beverly are monuments of various kinds, objects such as horse troughs, and street plaques known as Veterans' Squares that have been placed in a variety of locations since World War I commemorating the City's veterans.

These historic objects are of significance to the City and are vulnerable to neglect and vandalism. The City's Public Services Department is responsible for their care and maintenance. Public Services has conducted a special program in maintaining the Veterans' Squares, which provide opportunities for recognition and interpretation.

RECOMMENDATION: Undertake an **inventory and assessment** of monuments, markers, Veterans' Squares, and other historic objects within the street rights of way. Develop a program and guidelines for their long-term care and conservation.

Beverly has an active street tree program managed through its Parks and Forestry Division. The importance of street trees in establishing appealing neighborhood character should not be underestimated. Street trees provide scale to buildings along the street, soften hard edges, provide shade, and introduce life to the streetscape.

Even struggling historic neighborhoods can be marketed to new homeowners if their streetscapes is appealing, and street trees are important character defining features. The care of existing tree streets throughout Beverly should be prioritized, and new street trees should be introduced to neighborhoods where they are not already present.

RECOMMENDATION: Continue to maintain **street trees** in Beverly's historic neighborhoods as important character defining features. Plant new street trees where none are present.

City Archives and Historic Documents

Beverly has a massive number of historic archival documents in City departments, Beverly Public Library, and Historic Beverly.

Beverly Public Library has led a recent project to properly curate, preserve, and digitize the City's archival documents. The Public Services Department is seeking to address care of its large number of documents and archives through inventory and digitization.

RECOMMENDATION: As a long-term project, continue to address **archival needs** through inventory, curation, preservation, and digitization.

Beverly's Historic Schools

Over the years, Beverly has sold all of its pre-World War II historic school buildings to private entities or demolished them for the construction of new public school complexes. The historic schools that have been sold have been adapted to senior living facilities, private apartments or condominiums, and other uses. Historic schools include the McKay School associated with the United Shoe Corporation, the Briscoe School in the heart of Downtown, and Edwards School at the south end of Rantoul Street.

The Hardie School adjacent to Beverly Commons was sold to the Monserrat School of Art in 1999. Most recently, the City sold the Briscoe Middle School (formerly the Beverly High School) for adaptive reuse as affordable housing.

The school district continues to use a number of schools from the 1950s and 1960s that are significant to the Mid-century Modern period of American architecture. These schools should be inventoried and documented in accordance with the recommendations for historic resource inventories discussed earlier in this chapter.

RECOMMENDATION: Inventory and document Beverly's historic Mid-century Modern schools as part of the City's historic resource inventory program.

RECOMMENDATION: Encourage the **appropriate treatment** of historic Mid-century Modern schools preserving character defining features and materials as changes to the schools are made.

RECOMMENDATION: Interpret the City's historic schools as part of the **City-wide interpretive presentation** discussed earlier in the chapter, especially in relationship to adjacent historic neighborhoods.

Historic Districts Commission Oversight

Maintenance and construction projects that are undertaken on City-owned properties, including cemeteries, should be monitored and reviewed by the Historic Districts Commission in its role as Beverly's Historical Commission. With support for City staff, they should be alert for issues and the planning of projects related to historic buildings, features, and landscapes and should proactively provide information and input where it can.

The digital library of information on the maintenance and appropriate treatment of historic buildings and landscapes should include information relevant to managers and staff of City-owned historic properties.

RECOMMENDATION: As part of the ongoing monitoring of historic resources City-wide, the Historic Districts Commission should **monitor the condition and treatment** of City-owned historic buildings and landscapes.

RECOMMENDATION: Maintain **engagement with Beverly's Public Services Department** with respect to ongoing projects and issues and challenges they are facing with historic buildings and landscapes. Provide support, information, consultation, and advice on the stewardship and treatment of resources.



The Historic Districts Commission should review and monitor work undertaken on municipally-owned properties such as the Beverly Public Library (top) and Beverly Farms Library (bottom).

MECHANISMS TO PROTECT INVESTMENT IN PRIVATE HISTORIC PROPERTIES

As emphasized throughout this Historic Preservation Plan, the preservation of historic building and landscape resources happens primarily through local grassroots initiative. The most important grassroots initiative is the investment of private property owners in the appropriate maintenance and care of their historic homes and the involvement of local residents in the preservation and enhancement of historic neighborhoods.

Federal, state, and local governments not only provide a structure and professional guidance for historic preservation initiatives, they also provide a number of incentive programs that invest public funds in privately owned historic properties to encourage and support their preservation for broader community benefit. These programs are discussed in previous sections of this Historic Preservation Plan and are highlighted again here to note mechanisms through which such public investment can be protected.

At the federal level, the use of Rehabilitation Tax Credits for the rehabilitation and adaptive reuse of privately owned historic commercial properties have driven the revitalization of historic downtown areas for forty-five years. Since 2004, Massachusetts' state level Historic Rehabilitation Tax Credits have contributed to this momentum. The public investment provided through these tax credits are protected through compliance requirements in the execution of the projects and through subsequent requirements that prevent changes in ownership structure, use, and physical alterations for a period of time.

Also at the state level, the Massachusetts Historical Commission (MHC) manages the Massachusetts Preservation Projects Fund through which grants are provided to municipalities and non-profit organizations for the preservation and rehabilitation of historic properties. This grant program was recently used for the preservation of the Beverly Powder House.

The MHC protects the Commonwealth's investment through the grant program by requiring that a preservation restriction be enacted for the benefitting property. The preservation restriction is held by the MHC and preserves the property in perpetuity. MHC may also require that properties receiving such investment be made available for public access on a limited basis.

Similar grants may be provided at the local City level through the use of Community Preservation Act (CPA) funding for the preservation or rehabilitation of privately owned properties. The Hale Farm, owned by Historic Beverly, has received CPA funding, and this public investment has been protected through the establishment of a preservation restriction on the property held by the City.

Public investment in private historic properties is made when it is determined that such investment is in the public interest and provides some level of public benefit. Such benefit can be the revitalization of a historic commercial area, revitalization of a historic neighborhood, preservation of a historic property significant to the community's history and identity, or other perceived community benefit.

Regardless of the identified public benefit, it is important that such public investments be protected over time, such that the public benefit is not lost. As noted above and expanded upon below, mechanisms for the protection of public investment in private historic properties include:

Preservation Restrictions

In Massachusetts, preservation restrictions may be placed on historic properties as well as on land as established by the state legislature in MGL Chapter 184, Sections 31-34. The Massachusetts Historical Commission is the state agency responsible for reviewing and approving preservation restrictions on buildings and archeological sites.

A preservation restriction is a voluntary legal agreement that protects a significant historic, archaeological, or cultural resource. It provides assurance that an historic or culturally significant property's intrinsic values will be preserved through subsequent ownership by restricting the demolition or alteration of its significant historic features.

A preservation restriction is filed at the Registry of Deeds and runs with the land and can have time limits or run in perpetuity. It usually focuses on exterior architectural features, but can also address significant interior spaces. Though a preservation restriction does not necessarily require public access, it may include provisions for annual open houses or similar public events if deemed appropriate.

In establishing a preservation restriction for a historic building, an owner agrees to maintain the building exterior in good repair consistent with the *Secretary of the Interior's Standards for Rehabilitation* and *Guidelines for Rehabilitating Historic Buildings*. Prohibited activities are spelled out, such as demolition of the building, and the review process required for any proposed exterior alterations are described. Baseline documentation illustrates the property's historic significance and existing conditions at the time of establishment of the restriction through architectural drawings, photographs, historical records, and reports.

Preservation restrictions can be donated or purchased by a government body or private preservation organization and are enforced by the holder of the restriction. Charitable donations of easements on historic buildings or archaeological sites may qualify for federal income tax deductions.

Preservation restrictions can be used as a condition or requirement when public monies are invested in privately owned properties. For instance, the public benefit for CPA funding used for the preservation of a privately owned property could be secured through a preservation restriction held by the City. This Historic Preservation Plan has also suggested that preservation restrictions be used to secure zoning use benefits associated with the City's Cultural Heritage Properties Ordinance.

Local Historic District

CPA grants or other forms of local public investments could be targeted to neighborhoods and commercial areas that are designated as local historic districts. This Historic Preservation Plan has recommended that Beverly's existing Fish Flake Hill Historic District be expanded and that new local historic districts be designated for Beverly Center Business District and the Beverly Farms Village. Such designation could be incentivized by making contributing buildings within the districts eligible for CPA or other forms of grants.

The establishment of a local historic district within a municipality is the most appropriate, effective, and time-tested means of protecting and enhancing a historic neighborhood and protecting the investments of home owners in their historic properties. Local historic districts should not be confused with National Register historic districts, discussed in the preceding section. National Register historic districts have no regulatory effects.

A local historic district is a mechanism through which local design review is required for construction projects impacting historic

buildings. When an application for a building permit is submitted to the local building official, the application must first be reviewed by the Historic Districts Commission for compliance with basic preservation design standards. Upon review, discussion, and negotiation with the applicant, the Historic Districts Commission may issue a Certificate of Appropriateness for the project, after which the building permit may be issued.

Design review helps assure that significant changes to buildings are generally compatible with the character of the surrounding neighborhood. Review can help prevent catastrophic changes that negatively impact a historic neighborhood.

Local historic districts have been shown to increase property values in neighborhoods where they have been implemented. Local historic districts are most appropriate for use in the City's urban and village neighborhoods and to promote revitalization of downtown commercial areas, such as the Cabot Street corridor.

Single Property Historic District

Designation as a single property historic district provides a mechanism through which a property receiving a local grant or other form of investment can be protected from inappropriate future changes short of the establishment of a preservation restriction.

Preservation restrictions require approval of the Massachusetts Historical Commission, identification of the City or a non-profit organization to hold the restriction in perpetuity, legal costs in setting up the restriction, and often a substantial donation to the non-profit for its long term management. The use of a single property historic district is simpler, cost effective, and gives the City and Historic Districts Commission the responsibility for review and protection. A recommendation for the use of single property historic districts is included earlier in this chapter.

Preservation and Property Maintenance Agreement

Customized legal agreements can also be used to secure public investment in private historic properties. As a condition of receiving a grant, the City can enter into a legal agreement specifying how a building receiving the grant will be preserved and maintained. Processes, procedures, and requirements for making future changes can be delineated. Payback provisions can be included for violations if appropriate. The legal agreements can be customized to the type of resource, level of grant received, and other circumstances unique to the situation.

Special Permit or Subdivision Condition

Similar provisions can be included as negotiated conditions of subdivision and special permit approvals. Conditions could include the use of the various mechanisms outlined above or could outline specifics as to the use, treatment, and review processes for buildings receiving public investments.



CHAPTER V – ACTION PLAN

An Action Plan has been prepared for the City of Beverly's Historic Preservation Plan that reflects the strategies, recommendations, and priorities discussed in Chapter IV, *Recommendations*. The Action Plan is presented in the form of a matrix on the following pages.

Each of the recommendations included in Chapter IV is listed in the matrix in same order as it appears in Chapter IV and under the appropriate topic or heading. For each recommendation, the matrix outlines the **Priority/Timeframe** for implementation, the entity with **Principal Management/Oversight** responsibility for implementation, and **Notes** which may include an estimate of funding needed, potential funding sources, or other information pertinent to that recommendation.

Timeframes are presented as **Short Term** (1 to 2 years), **Mid Term** (2 to 5 years) or **Long Term** (more than 5 years). Recommendations of **High Priority** are noted as such. Most of these High Priority

recommendations are gathered and presented in Chapter I, *Executive Summary*, of the Preservation Plan.

Please note that a number of recommendations are listed as **Ongoing** with respect to timeframe. For the most part, these Ongoing recommendations are best practices to be included in the regular activities of the responsible entity.

Also please note that the City or responsible entities may choose not to implement recommendations of the Historic Preservation Plan either within the timeframes listed or ever. The plan's recommendations are just that – recommendations. They are not mandated. Some recommendations require the support of local residents and in some cases must be initiated by them. Some recommendations may be implemented in a different way than suggested here. Changing conditions and priorities may occur and evolve. New issues, opportunities, and initiatives may arise. A great deal is dependent upon the interests and capacities of residents, neighborhoods, and partnering organizations.

Abbreviations

CPA	Community Preservation Act
CPC	Community Preservation Committee
Essex NHA	Essex National Heritage Area
HDC	Historic Districts Commission
MAPC	Metropolitan Area Planning Council
MHC	Massachusetts Historical Commission
MID	Municipal Inspections Department
Parks Dept	Beverly Parks and Recreation Department (Beverly Recreation)
Planning Dept	Department of Planning and Development
Public Services	Department of Public Services

Historic Preservation Plan
for the City of Beverly
Chapter V - Action Plan Matrix

Number	Recommendation	Action Matrix Priority /Timeframe	Principal Management/Oversight	Notes
	Beverly's Historic Preservation Program - Historic Districts Commission			
1	Become designated as a **Certified Local Government** by the National Park Service and participate in the MHC's statewide Certified Local Government program.	**High Priority / Short Term**	Planning Dept	Requires approval of the Mayor and City Council
2	Continue current procedures and **review processes** for proposed construction and alterations within Beverly's local historic districts.	Ongoing	HDC, Planning Dept	
3	Revise Chapter 15-36 of the City Code to stipulate that the Historic Districts Commission shall consist of **five or seven members** and up to three alternate members.	Medium Priority / Mid Term	Planning Dept	Requires approval of the Mayor and City Council
4	Use the legally **correct term** Historic Districts Commission in City documents and communications.	Medium Priority / Short Term	Planning Dept	
5	Modify the language in the application procedures to require the filing of a **complete application** as the beginning of the review period and to allow for further time for review beyond sixty days upon written approval of the applicant.	Medium Priority / Short Term	Planning Dept	
6	Obtain the assistance of a professional historic **preservation consultant** on an on call, as needed basis for design review within historic districts and for other City-wide preservation issues as appropriate.	Medium Priority / Mid Term	Planning Dept	
7	Consider use of a professional historic preservation consultant to **manage applications** and provide recommendations on an ongoing basis.	Medium Priority / Long Term	Planning Dept	

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
8	Revise the 2003 **Beverly Downtown Design Guidelines** as recommended in PlanBeverly, focusing on the appropriate treatment of historic commercial facades including possible new construction. Use the design guidelines to inform changes to historic commercial buildings throughout the City.	Medium Priority / Short Term	Planning Dept	est. $20,000
9	Prepare a set of **design guidelines for the Fish Flake Hill Historic District** that might also be useful to owners of historic residential properties throughout the City.	**High Priority / Short Term**	Planning Dept, HDC	Potential grant funding, est. $20,000
10	Participate in periodic, **ongoing training** in historic preservation to enhance the qualifications and experience of members of the Historic Districts Commission.	Ongoing	HDC	Offered by MHC, Preservation MA, and others
	Historical Commission			
11	Revise Chapter 7-34D of the City Code by citing **MGL Chapter 40, Section 8D** and referencing applicability of its full text. Note that these powers and duties are given to the Historic Districts Commission as authorized by MGL Chapter 40C, Section 14.	Medium Priority / Mid Term	Mayor, City Council, Planning Dept	
12	Continue to organize the Historic Districts Commission to take on the roles and responsibilities of a **municipal historical commission** and the leadership and coordination of Beverly's Historic Preservation Program as outlined in this plan.	**High Priority / Short Term**	HDC, Planning Dept	Requires Staff Time
13	Organize Historic Districts Commission members and alternates to engage and maintain **relationships with City boards**, commissions, and committees and their activities.	Ongoing	HDC, Planning Dept	
14	Prepare a **work plan** for the year crafted within the capabilities of the appointed membership of the Historic Districts Commission. Include elements related to key topics outlined in this chapter. Assess the progress in execution of the work plan at monthly meetings and make adjustments as necessary.	Yearly	HDC, Planning Dept	

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
15	Prepare an **annual report** to the Mayor, City Council, and Planning Board, reviewing the condition of historic resources in Beverly.	Yearly	HDC, Planning Dept	
	Historic Properties Inventory			
16	Implement an **ongoing yearly program** of inventory work identifying and inventorying individual and small groups of historic resources, continuing the work of the 2016 and 2019 surveys.	Medium Priority / Short Term	HDC, Planning Dept	Potential CPA funding, est. $5,000/project
17	Implement a **long-term program** of historic resource inventories of **Downtown neighborhoods** in Beverly. Include entire neighborhoods. Align inventory work with the City's planning and growth management priorities.	**High Priority / Short Term**	HDC, Planning Dept	Potential MHC and CPA funding, est. $25,000/project
18	Undertake a comprehensive inventory of the neighborhood between **Cabot and Rantoul Streets** as a first priority.	**High Priority / Short Term**	HDC, Planning Dept	First of long-term program; may be phased
	National Register of Historic Places			
19	Continue to identify and work toward the nomination of eligible **individual resources and small groups of resources** to the National Register. Identify resources that are of high priority.	Medium Priority / Mid Term to Long Term	HDC, Planning Dept, private property owners	
20	Consider the nomination of **historically significant neighborhoods** to the National Register of Historic Places. Include entire neighborhoods where possible. Use National Register listing to **enhance the identity** of neighborhoods and support the preservation of buildings.	Medium Priority / Mid Term	HDC, Planning Dept, neighborhood associations	Potential CPA funding, est. $18,000 for each nomination
21	Work with local **neighborhood associations** to build the local interest of residents in the nomination of their neighborhoods as National Register Historic Districts.	Medium Priority / Ongoing	HDC, Planning Dept, neighborhood associations	Requires Staff Time

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
	Local Historic Districts			
22	Expand the boundaries of the existing **Fish Flake Hill Local Historic District** to match those of the Fish Flake Hill National Register Historic District.	**High Priority / Short Term**	Planning Dept, HDC	Requires Staff Time; requires approval of Mayor and City Council
23	Establish a new **Beverly Center Local Historic District** matching the boundaries of the Beverly Center National Register Historic District and including the 2016 surveyed Cabot Street extension.	**High Priority / Short Term**	Planning Dept, HDC	Requires Staff Time; requires approval of Mayor and City Council
24	Determine a means of including local **property owners and stakeholders** from the Cabot Street district in the design review of proposed changes along with or in addition to members of the HDC.	High Priority / Short Term	HDC, Planning Dept	
25	Support local initiatives in the establishment of a new **Beverly Farms Village Local Historic District** including the Village's commercial core and surrounding residential areas.	Medium Priority / Short Term	Beverly Farms Village Property Owners, Planning Dept	Requires Staff Time
26	Determine a means of including local **property owners and stakeholders** from Beverly Farms Village in the design review of proposed changes along with or in addition to members of the HDC.	Medium Priority / Short Term	HDC, Planning Dept	

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
	Local Historic Landmarks			
27	Use Single Property Historic Districts as a means of providing overview of **prominent public and non-profit buildings and landscapes** worthy of enhanced long term oversight and protections.	Medium Priority / Short Term	Planning Dept, Non-profit Organizations	Requires approval of Mayor and City Council
28	Invite the **private owners** of historic properties to participate in the Single Property Historic District program as a means of providing long-term protection of their historic properties.	Medium Priority / Long Term	HDC, Planning Dept	
	Conservation Districts			
29	Designate the **neighborhood between Cabot and Rantoul Streets** from the Waterfront to Elliott Street as a local Conservation District. Include **simplified design guidelines** in the City ordinance establishing the district. Allow for expedited **staff review** and approval under the oversight of the Historic Districts Commission.	**High Priority / Short Term**	Planning Dept	Requires approval of Mayor and City Council
30	Designate the City's **Historic Road Corridors** as a local Conservation District promoting the preservation and appropriate treatment of historic buildings and requiring context sensitive design for new construction. Include **simplified design guidelines** in the City ordinance establishing the district and refer to the designation in the City's zoning and subdivision and land development ordinances. Allow for expedited **staff review** and approval under the oversight of the Historic Districts Commission.	Medium Priority / Medium Term	Planning Dept	Requires approval of Mayor and City Council

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
31	Work with local neighborhood associations on the possible designation of **individual historic neighborhoods** as Conservation Districts.	Medium Priority / Long Term	HDC, Planning Dept	
	Heritage Landscapes			
32	Revisit the **2005 Heritage Landscapes reconnaissance report** prepared for Beverly to review its identified landscapes and priorities, and update its recommendations taking into account what has been acheived.	Low Priority / Long Term	Planning Dept with MAPC	
33	Take a **cultural landscape approach** to the identification and assessment of Beverly's neighborhoods, corridors, properties, and historic resources. For each identified area or resource, identify its character defining features, and work toward their preservation and enhancement.	High Priority / Ongoing	Planning Dept	
	Public Outreach			
34	Provide information and links to information on the maintenance and appropriate treatment of historic properties on the **Historic Districts Commission's page on the City's website**.	Medium Priority / Medium Term	HDC, Planning Dept	Requires Staff Time
35	Work with **neighborhood associations** representing historic neighborhoods in Beverly in providing **information, workshops, and technical assistance** to property owners on the maintenance and appropriate treatment of historic properties.	Medium Priority / Ongoing	HDC, Planning Dept	Requires Staff Time

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
	Public Awareness			
36	Develop a c**oordinated Citywide interpretive presentation** reinforcing and building upon programming at existing historic sites and coordinating interpretation throughout Beverly's sites, neighborhoods, and landscapes.	High Priority / Medium to Long Term	Planning Dept, Parks Dept, Historic Beverly, Beverly Main Streets	Requires Staff Time; Potential for Essex NHA Funding
37	Feature Historic Beverly's three historic sites as **anchors for the City's interpretive program**. Promote the Cabot House as the "first stop" for introduction and orientation to the Citywide interpretive presentation.	High Priority / Medium to Long Term	Planning Dept, Parks Dept, Historic Beverly	
38	Support, promote, and enhance Historic Beverly's **exhibits, walking tours, programs, and events** as a feature of the Citywide interpretive presentation.	High Priority / Medium to Long Term	Planning Dept, Parks Dept, Historic Beverly	
39	Support and enhance Historic Beverly's **historic plaque program** and an element of the City's interpretive program.	Medium Priority / Ongoing	Historic Beverly	
40	Establish an **outdoor exhibit program** to facilitate the installation of self-guided interpretative exhibits at locations throughout Beverly to enable them to be visitor-ready and to be marketed as part of a Citywide interpretive presentation.	High Priority / Medium to Long Term	Planning Dept, Parks Dept, Historic Beverly	Est $2500 per exhibit
41	Encourage the use of **public art for interpretation** as a key component of the Citywide interpretive presentation.	High Priority / Medium to Long Term	Beverly Arts District, Beverly Main Streets, Montserrat College of Art	Funding needs vary per project
42	Develop a **graphic identity and branding** for Beverly's interpretive presentation in close coordination with branding for the Essex National Heritage Area and Essex Coastal Scenic Byway.	High Priority / Medium to Long Term	Planning Dept, Parks Dept, Historic Beverly, Beverly Main Streets, Essex Heritage	Potential for Essex NHA Funding

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
43	Prepare a simple **interpretive plan** to guide coordinated interpretation of sites and neighborhoods throughout Beverly.	High Priority / Medium to Long Term	Planning Dept, Parks Dept, Historic Beverly, Beverly Main Streets, Essex Heritage, Trustees of Reservations	Requires Staff Time
44	Establish a **working group of professional interpreters** drawn from existing historic and cultural attractions to prepare a simple interpretive plan organizing, prioritizing, and overseeing the Citywide interpretive plan.	High Priority / Medium to Long Term	Planning Dept, Parks Dept, Historic Beverly, Beverly Main Streets, Essex Heritage, Trustees of Reservations	
45	Develop a set of **Citywide storylines and themes** to organize and guide the interpretation of individual sites and resources and to connect those sites to the City's larger contexts and to each other.	High Priority / Medium to Long Term	Planning Dept, Parks Dept, Historic Beverly, Beverly Main Streets, Essex Heritage, Trustees of Reservations	
46	Determine how **residents and visitors will be oriented** to the Citywide interpretive presentation and its various locations.	High Priority / Medium to Long Term	Planning Dept, Parks Dept, Historic Beverly, Beverly Main Streets, Essex Heritage, Trustees of Reservations	
47	Collaborate with Essex Heritage for the **marketing and promotion** of Beverly's interpretative presentation as a feature of the Essex Coastal Scenic Byway.	High Priority / Medium to Long Term	Planning Dept, Parks Dept, Historic Beverly, Beverly Main Streets, Essex Heritage	
	Neighborhood Associations			
48	Continue to work with **neighborhood associations** representing historic neighborhoods in Beverly in communication with property owners in support of neighborhood planning and historic preservation.	High Priority / Ongoing	Planning Dept, Neighborhood Associations	Requires Staff Time
49	Use neighborhood associations as a primary vehicle through which to provide **information to property owners** on the appropriate treatment of historic buildings and resources.	High Priority / Ongoing	HDC, Planning Dept, Neighborhood Associations	Requires Staff Time

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
50	Establish a **Neighborhood History Program** researching and writing histories of specific historic neighborhoods in support of historic preservation.	Medium Priority / Medium Term	HDC, Planning Dept, Neighborhood Associations, Historic Beverly	Potential for Volunteer Local Historians
51	Work with neighborhood associations in developing and installing **exhibits interpreting the neighborhood** as part of the Citywide interpretive presentation	Medium Priority / Ongoing	Planning Dept, Parks Dept, Neighborhood Associations, Historic Beverly	Work with Grants Director to identify grant options
	Municipal Ordinances and Regulations			
52	Revise the language of **historic preservation sections of the City Code** to clarify and appropriately describe the roles and responsibilities of the Historic Districts Commission and Department of Planning and Development.	Medium Priority / Long Term	Planning Dept	Requires approval of Mayor and City Council
53	Adopt a **demolition by neglect** ordinance that requires property owners to stabilize, maintain, and prevent deterioration that may threaten the fabric and structure of historic buildings.	**High Priority / Short Term**	MID, Planning Dept	Requires approval of Mayor and City Council
54	When updating the City's zoning, subdivision, and land development ordinances and regulations in accordance with *PlanBeverly* , **strengthen language and provisions** to encourage and support the preservation of historic resources and historic neighborhood character.	High Priority / Medium Term	Planning Dept	Requires approval of Mayor and City Council

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
55	Add language to the **Zoning Ordinance** that supports the historic character of different zoning districts and recognizes and encourages the preservation and appropriate treatment of historic resources.	High Priority / Medium Term	Planning Dept	Requires approval of Mayor and City Council
56	Add language to Beverly's **subdivision and land development ordinances** to require the identification and assessment of historic resources and the preservation of historic resources where possible in proposed new development.	High Priority / Medium Term	Planning Dept	Requires approval of Mayor and City Council
57	Complete revisions to the **Cultural Heritage Properties Ordinance** under consideration proposing incentives for the preservation of large historic estates and residences.	High Priority / Short Term	Planning Dept	Requires approval of Mayor and City Council
58	Prepare a **Scenic Roads Plan** for Beverly identifying historic and scenic roads, historic walls, trees, and other resources to be preserved, and potential threats to their historic and scenic character.	Medium Priority / Long Term	Planning Dept	Potential for MHC and CPA funding.
59	Enact a **Scenic Road Ordinance** for Beverly in accordance with MGL Chapter 40, Section 15C to provide review and protection for the scenic character of historic local roads.	Medium Priority / Long Term	Planning Dept	Requires approval of Mayor and City Council

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
	City Policy and Planning Leadership			
60	Continue to provide **leadership in establishing municipal policies** that enhance the historic character of the built environment and allocate the necessary resources toward their realization.	High Priority / Ongoing	Mayor, City Council	
61	Recognize the role of **historic and cultural resources** as character defining features in community identity, character, and local quality of life.	High Priority / Ongoing	Mayor, City Council	
62	Incorporate historic **preservation values, principles, and processes** into municipal policy, planning, and programs at all levels of municipal activity.	High Priority / Ongoing	Mayor, City Council	
63	Continue to take advantage of **available state and federal programs** that will support and help implement the City's planning vision.	High Priority / Ongoing	Mayor, City Council	
	PlanBeverly, **The City's 2020 Comprehensive Plan**			
64	Affirm the creative **long-range vision** for community development, growth management, and enhancement outlined in *PlanBeverly*.	High Priority / Ongoing	Mayor, City Council	
65	Recognize this Historic Preservation Plan as a **companion document to *PlanBeverly*** implementing the preservation strategies and recommendations in support of the Comprehensive Plan.	High Priority / Ongoing	Mayor, City Council	

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
66	Recognize **historic and cultural resources** as character-defining features of community identity, character, and local quality of life in the City's vision.	High Priority / Ongoing	Mayor, City Council, Planning Dept	
67	Support the key themes, strategies, and recommendations of *PlanBeverly* through adoption of **historic preservation values, principles, and processes** in addressing actions to be undertaken in implementation of the Comprehensive Plan.	High Priority / Ongoing	Mayor, City Council, Planning Dept	
68	Develop **models of best practices in planning** that focus on preservation and enhancement of neighborhood and community character.	High Priority / Ongoing	Planning Dept	
69	Prepare **neighborhood master plans** for the revitalization and enhancement of historic neighborhoods undergoing change in support of *PlanBeverly's* community revitalization strategies.	Medium Priority / Medium Term	Planning Dept	
		Community Preservation Plan		
70	Continue to use CPA funding to support **priority historic preservation projects** in Beverly including rehabilitation projects as well as inventory, designation, and preservation planning projects.	High Priority / Ongoing	CPC	
		Rehabilitation Tax Credits		
71	Encourage the use of **federal and state historic rehabilitation tax credits** in the rehabilitation and adaptive reuse of historic buildings to commercial use.	Low Priority / Long Term	Private Property Owners	

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
	Parks, Open Space and Trails			
72	Prepare **cultural landscape reports** for each of Beverly's historic park properties to document the properties and provide guidance for their future treatment.	Medium Priority / Long Term	Parks Dept, Planning Dept	Potential for MHC and CPA funding; est $40,000 to $60,000 Per Project
73	Implement the installation of **interpretive exhibits and public art** in the City's parks as part of the Citywide interpretive presentation. See the discussion of the interpretive presentation above with respect to process and phasing.	High Priority / Ongoing	Parks Dept, Planning Dept, Historic Beverly	Assume $2500 Per Exhibit
	Property Maintenance and Code Compliance			
74	Incorporate **historic preservation principles** in neighborhood revitalization and remediation planning and implementation – work to strengthen existing historic neighborhood resources as a revitalization strategy.	Medium Priority / Ongoing	MID, Planning Dept	
75	Adopt a **demolition by neglect** ordinance that requires property owners to stabilize, maintain, and prevent deterioration that may threaten the fabric and structure of historic buildings. (See discussion under Municipal Ordinances and Regulations, earlier in this chapter.)	**High Priority / Short Term**	MID, Planning Dept	Requires support of the Mayor and City Council
76	Increase and emphasize code enforcement actions that **proactively intervene** to stabilize neglected buildings and prevent the level of deterioration that would lead to a need for demolition.	Medium Term / Ongoing	MID	Requires support of the Mayor and City Council

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
77	Require the **Secretary of the Interior's Standards for the Treatment of Historic Properties be consulted** when enforcing property maintenance in historic areas.	Medium Priority / Ongoing	MID, Planning Dept	
78	Ensure that **code enforcement and other municipal staff** are aware of the need to comply with both building maintenance standards and historic preservation guidelines so that they can encourage appropriate treatment of historic buildings and help educate property owners and residents on a day-to-day basis.	Medium Priority / Ongoing	MID, Planning Dept	
79	Consider enactment of a **landlord registration program** and modest yearly fee to assure that contact information for absentee landlords is on file and can be accessed with regard to properties with maintenance issues.	Medium Priority / Mid Term	Mayor, City Council, MID	
	Municipal Properties - Maintenance and Capital Improvements			
80	Continue to incorporate historic preservation principles, processes, and conservation treatments into capital planning projects, site management, and site maintenance. Beverly should be a model for the stewardship of its historic buildings and landscapes.	High Priority / Ongoing	Mayor, City Council, Public Services, Parks Dept	
81	Collect a library of information on ***best practices*** **in preservation treatments and maintenance practices** for the types of resources and issues being addressed. Make the information available to planning and maintenance staff and encourage its use.	Medium Priority / Mid Term	Public Services, Parks Dept, Planning Dept	
82	Retain a **historic preservation consultant** on an as-needed basis for advice on preservation and conservation treatments. Retain professionals experienced in historic preservation to prepare construction documents for projects being undertaken.	High Priority / Ongoing	Public Services, Parks Dept	Include in Project Costs

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
83	Continue to use **contractors with proven experience** in conservation and historic preservation methodologies for the various trade involved with work on historic buildings.	Medium Priority / Ongoing	Public Services	
84	Provide **preservation and conservation training** to City construction and maintenance staff through workshops, videos, and on-site consultations.	Medium Priority / Ongoing	Public Services	
85	Prepare **historic structure reports** for each of Beverly's City-owned historic buildings.	Medium Priority / Long Term	Public Services	Potential MHC and CPA funding
86	Prepare **cultural landscape reports** for Beverly's City-owned historic landscapes.	Medium Priority / Long Term	Public Services, Parks Dept	Potnetial MHC and CPA funding
		Cemeteries		
87	Continue to perform **appropriate routine maintenance** of Beverly's historic cemeteries. Be careful that maintenance work does not damage historic features and is undertaken using historically appropriate techniques as outlined by the Massachusetts Historical Commission.	High Priority / Ongoing	Public Services	
88	Officially designate non-profit organizations to serve as **friends' groups** to Beverly's historic cemeteries. Where necessary, establish or recruit such groups.	Medium Priority / Mid Term	Mayor, City Council, Planning Dept, Neighborhood Associations	
89	Prepare **cultural landscape reports** for the City's historic cemeteries as has been recommended for historic parks and other City-owned historic properties.	Medium Priority / Long Term	Public Services, Planning Dept	Potential for CPA funding; est $40,000 to $60,000 Per Project
90	Undertake the inventory, assessment, and phased **conservation of cemetery headstones and other features** under the initiative of designated friends' groups. Obtain professional guidance and follow established conservation protocols.	Medium Priority / Long Term	Public Services, Planning Dept, Friends Groups	Costs and Phasing to be determined

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
91	Interpret the City's historic cemeteries as part of the **Citywide interpretive program** outlined earlier in this chapter.	Medium Priority / Long Term	Planning Dept, Parks Dept, Historic Beverly	Est $2500 per exhibit
	Streetscapes and Public Improvements			
92	Continue to undertake **streetscape improvements** that enhance the character of historic commercial areas and residential areas.	Medium Priority / Long Term	Mayor, City Council, Public Services	
93	Preserve the streetscapes' existing historic **character defining features**, including historic street layouts and configurations.	High Prioirty / Ongoing	Public Services	
94	Undertake an **inventory and assessment** of monuments, markers, Veterans' Squares, and other historic objects within the street rights of way. Develop a program and guidelines for their long-term care and conservation.	High Prioirty / Long Term	Public Services	
95	Continue to maintain **street trees** in Beverly's historic neighborhoods as important character defining features. Plant new street trees where none are present.	High Prioirty / Ongoing	Public Services	
	City Archives and Historic Documents			
96	As a long-term project, continue to address **archival needs** through inventory, curation, preservation, and digitization.	High Prioirty / Ongoing	Beverly Public Library, Public Services	
	Beverly's Historic Schools			
97	**Inventory and document** Beverly's historic Mid-century Modern schools as part of the City's historic resource inventory program.	Low Priority / Long Term	HDC, Planning Dept	
98	Encourage the **appropriate treatment** of historic Mid-century Modern schools preserving character defining features and materials as changes to the schools are made.	Medium Priority / Ongoing	School Board, Planning Dept, HDC	

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
99	Interpret the City's historic schools as part of the **City-wide interpretive presentation** discussed earlier in the chapter, especially in relationship to adjacent historic neighborhoods.	Medium Priority / Long Term	Planning Dept, Parks Dept, Historic Beverly	
	Historic Districts Commission Oversight			
100	As part of the ongoing monitoring of historic resources City-wide, the Historic Districts Commission should **monitor the condition and treatment** of City-owned historic buildings and landscapes.	High Priority / Ongoing	HDC, Planning Dept	
101	Maintain **engagement with Beverly's Public Services Department** with respect to ongoing projects and issues and challenges they are facing with historic buildings and landscapes. Provide support, information, consultation, and advice on the stewardship and treatment of resources.	High Priority / Ongoing	HDC, Planning Dept	