



# Final Report

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*Draft*

*City of Gloucester*

# *Downtown Streetscape & Building Facade Improvements*

*This project is funded in part by a strategic planning grant awarded by  
The Executive Office of Communities & Development*

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Submitted to the  
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*Contents*

*1. Introduction .....1-1*

*2. Planning & Urban Design Context .....2-1*

*3. Visual & Architectural Barriers.....3-1*

*4. Downtown Urban Design Plan.....4-1*

*5. Funding & Implementation .....5-1*

*Appendix A: Project Costs*

## Figures

<i>Figure</i>		<i>Page No.</i>
2.1	<i>Study Area Boundaries</i> .....	2-5
2.2	<i>Aerial Photograph of Study Area</i> .....	2-6
2.3	<i>Aerial Photograph of City Hall and The Fitz Hugh Lane House</i> .....	2-6
2.4	<i>Study Area Districts</i> .....	2-7
2.5	<i>Western Main Street</i> .....	2-8
2.6	<i>Rogers Street</i> .....	2-8
2.7	<i>West End of Main Street</i> .....	2-9
2.8	<i>East End of Main and Rogers Streets</i> .....	2-9
2.9	<i>Study Area Features</i> .....	2-10
3.1	<i>Waterfront Views</i> .....	3-3
3.2	<i>Architectural Barriers</i> .....	3-4
3.3	<i>Sidewalks on Rogers Street</i> .....	3-5
3.4	<i>Typical Intersection without Accessible Curb Cut</i> .....	3-5
4.1	<i>Opportunities and Constraints</i> .....	4-8
4.2	<i>Study Area Urban Design Plan</i> .....	4-9
4.3	<i>Urban Design Plan - Western Section</i> .....	4-10
4.4	<i>Rogers Street Cross Section</i> .....	4-11
4.5	<i>Plan at Rogers Street</i> .....	4-11
4.6	<i>Rogers Street Looking East - Existing</i> .....	4-12
4.7	<i>Rogers Street Looking East - Proposed</i> .....	4-12
4.8	<i>Rogers Street &amp; Porter Street - Existing</i> .....	4-13
4.9	<i>Rogers Street &amp; Porter Street - Proposed</i> .....	4-13
4.10	<i>Rogers Street &amp; Duncan Street Looking West - Existing</i> .....	4-14
4.11	<i>Rogers Street &amp; Duncan Street Looking West - Proposed</i> .....	4-14
4.12	<i>Aerial View - Rogers and Porter Street Area</i> .....	4-15
4.13	<i>Porter Street - Existing</i> .....	4-16
4.14	<i>Porter Street - Proposed</i> .....	4-16
4.15	<i>Plan at Parsons Street</i> .....	4-17
4.16	<i>Parsons Street - Existing</i> .....	4-18
4.17	<i>Parsons Street - Proposed</i> .....	4-18
4.18	<i>Urban Design Plan - East Section</i> .....	4-19
4.19	<i>Rogers Street at Americold - Existing</i> .....	4-20
4.20	<i>Rogers Street at Americold - Proposed</i> .....	4-20
4.21	<i>Main Street Looking East - Existing</i> .....	4-21
4.22	<i>Main Street Looking East - Proposed</i> .....	4-21
4.23	<i>East End of Main and Rogers - Existing</i> .....	4-22
4.24	<i>East End of Main and Rogers - Proposed</i> .....	4-22

## *1. Introduction*

### *The Gloucester Downtown Streetscape & Building Facade Improvements Study*

The Gloucester Downtown Streetscape and Facade Improvements Project creates the opportunity to integrate Gloucester's Downtown and Waterfront districts. The plan recommendations reconnect Main Street to the waterfront, reinforcing local business, and expanding economic development opportunities within the city.

The principal objectives of the streetscape/facade plan have included the following:

- 1) To create vitally needed physical and visual connections between the downtown and waterfront activity centers.
- 2) To improve the character and visual appearance of the building facades along the waterfront, and to address the character and image of Rogers Street in general.
- 3) To reverse disinvestment along Main Street by creating a synergistic relationship between the downtown and waterfront activity centers.
- 4) To create a plan which is workable and can be implemented in discrete phases through currently available funding mechanisms

Enhancing waterfront connections together with improving the visual appearance of downtown will help to reinforce existing attractions in the area while creating an environment conducive to new development activity and investment. New waterfront connections and facade improvements will enhance Gloucester as a whole while offering new reasons to the surrounding community to spend more time downtown.

The plan for the district contained in this report is a result of workshops and meetings conducted with the Downtown Development Commission (DDC), the Community Development Department, the Mayor's Office, the City Council and the public at large.

This consensus based plan offers a realistic program of new connections and achievable streetscape and facade improvements which can combine with existing attractions to increase business in downtown Gloucester. The plan creates easily understood pedestrian and visual connections as well as maintaining clear vehicular, parking and walking access. The plan also takes into account improvements already completed, and blends their principal design themes into proposed new improvements, while defining new gateways to the district.

*Four Task Study*

The entire study is comprised of four principal Tasks:

Task 1 - Project Definition & Barrier Strategy

Task 2 - Design Guidelines

Task 3 - Urban Design Plan

Task 4 - Final Report (summarizing the results of the above tasks.)

This report compiles the results of Task 1, 3 and 4 of the Gloucester Downtown Streetscape and Facade Improvements Study. These tasks are funded in part through a Strategic Planning Grant from the Executive Office of Communities and Development (EOCD). Task 2 of the study effort is funded solely by the City of Gloucester. The results of that task will be published in a separate design guidelines handbook for facades along Rogers Street.

The first chapters of this report discuss the overall urban design issues and opportunities within the downtown, identifying key visual and architectural barriers along Main and Rogers Streets and along the principal connector paths between downtown and the waterfront. These chapters, in combination with the final streetscape plan described in Chapter 3, also identify a strategy for the removal of barriers along Rogers and Main Streets and connector roads to the waterfront.

Per the direction of the City of Gloucester, the City Council and the DDC, Task 1 has focused primarily on defining the urban design context of the study in which the major architectural and visual barriers are defined. This work effort sets the foundations for a downtown and waterfront urban design plan which includes recommendations for removal of all principal architectural and visual barriers within key parts of the study area.

*Principal Findings*

*Key Issues*

Gloucester has a rich and diverse array of opportunities from which to draw on in increasing the city's attractiveness to local business patrons and outside visitors. These opportunities include many existing attractions such as the Cape Ann Historical Museum, the Gloucester Maritime Trail and Gloucester's own working waterfront. Gloucester lies in the direct path of tourists traveling to the north shore and Cape Ann, but the downtown and waterfront are sometimes by-passed, due to the lack of inviting appeal along Rogers Street and disconnection between the waterfront and an already partially revitalized Main Street. The key obstacles to achieving a more inviting downtown and waterfront include the blighted character of sections of Rogers Street, visual barriers between Main Street and the waterfront and architectural barriers between these destinations and along Rogers Street.

*Existing Barriers*

While few problems of actual physical barriers to access are present in most downtown buildings, those that exist can be solved through a combination of city assistance and individual initiatives by private business owners over time. The main accessibility issues are in the streetscape along Rogers Street and between Main and Rogers Streets where major public paths and destinations could be created for the public. Problems consist largely of overly narrow sidewalks in poor condition, lack of accessible curb cuts at pedestrian crossings and cross slopes at vehicular curb cuts in excess of American with Disabilities Act (ADA) and Massachusetts Architectural Access Board (MAAB) site standards.

These problems can be resolved with major streetscape improvements along Rogers Street, along connector streets to Main Street and along the unimproved sections of Main Street between Duncan Street and Flanagan Square.

*Urban Design Plan*

These improvements are the principal focus of Task 3: Providing a comprehensive streetscape improvement and urban design plan for Main and Rogers Streets. This plan is summarized in Chapter 4 of this report and is based on sound and achievable proposals which meet current ADA and MAAB standards. At the same time the plan presents a flexible development program that can be implemented in phases as opportunities arise and public funds become available or as different private interests are attracted to designated sites within the district.

*Funding and Implementation*

Chapter 5 describes the overall costs of the plan and outlines methods by which the plan can be funded and implemented in a series of discreet phases. Initial cost estimates place the total cost of the entire plan shown in this report at approximately \$2.5 million. Within this total program it is recommended that \$195,000 could be funded by the city as an immediate action program with approximately \$370,000 to follow in a potential mix of city, state and federal funds. Improvements along Washington, Rogers and Main Streets are estimated to cost approximately \$1.9 million and a combination of state and/or federal funding should be sought within the next year to implement these improvements. Proposed improvements on Main and Rogers Streets will also require coordination with current ongoing sewer separation work being carried out by the city.

## *2. Planning & Urban Design Context*

### *Opportunities & Issues*

#### *Opportunities*

Gloucester has a rich heritage as a New England maritime community and as a center of the fishing industry in Massachusetts. The downtown/waterfront area presents a diverse mix of retail, residential, commercial and maritime industrial uses. Multiple attractions already grace Main and Rogers Streets including the Sargent House Museum, the Fitz Hugh Lane House, the former Atlantic House, the Gloucester House restaurant, St. Peter's Square and the public pier behind the Seafarer's International Union building. Not far away along Pleasant Street is the Cape Ann Historical Museum which presents a treasure trove of locally oriented works of art and heritage exhibits. Further up Main Street a series of new restaurants including Au Beaujolais and Halibut Point create another group of attractions within the downtown. The lively mix of uses along Main Street and the waterfront constitutes an important draw for Gloucester.

Gloucester also lies directly in the path of tourists making their way up the coast from Boston through Marblehead and Salem to Rockport and Newburyport. Additionally, the city is well served by access from Route 128 and the MBTA Commuter Rail System.

#### *Issues*

Currently, retail and restaurant uses along Main Street are separated from waterfront destinations by the historical development pattern which created the downtown/waterfront district. Like many waterfront communities, Gloucester developed as a series of streets parallel to the waterfront. Because of this, physical and visual connections from Main Street to the waterfront are limited. What should be one cohesive and vibrant waterfront district is consequently divided into two different activity centers. The backs of buildings along Main Street create uninviting facades along Rogers Street, the main waterfront thoroughfare. Many of the buildings fronting on Rogers Street are in need of improvement. Level changes between Main Street and Rogers Street complicate the issue. Circulation between Main Street and parking areas along Rogers Street is unclear.

In addition, the character of Rogers Street as a whole is uninviting. Waterfront access is intermittent and punctuated by maritime industrial uses, vacant lots, and non-waterfront dependent uses. The gateway to Rogers and Main Street from Washington Street is characterized by a BayBank ATM and a vacant gas station. A similar circumstance occurs at the east end of the district at Flanagan Square. Principal gateways to the city from Route 128 are also ill-defined, and the main train station presents an unwelcoming industrial environment.

*Actions Achieved*

Gloucester has already begun to take action on improving the downtown. St Peter's Square is paved in brick and doubles as a major festival gathering spot. Street improvements are already in place along parts of Main Street, and some of the informal connections between Main Street and Rogers Street have already been improved as at Boynton Way. The City has recognized key tourism routes by creating a Maritime Trail similar to Boston's Freedom Trail utilizing a painted red line. Many building facades along Main Street have already been tastefully restored. Although there are some vacancies, storefronts along Main Street are generally well tenanted with active business concerns. Gorton's is planning a major expansion which may include further improvements to the image of the east end of Main Street.

*Urban Design Context Maps*

Figures 2.1 through 4.1 include maps and diagrams which summarize the principal urban design context and issues associated with Downtown Gloucester. These maps set the stage and define the framework for the urban design plan presented in Chapter 4.

*Study Area Context*

Figure 2.1 shows the boundaries of the downtown study area. The area denoted in yellow is the study area encompassing Main and Rogers Streets. Also denoted on the map are Stage Fort Park, a principal entrance to Gloucester on the Cape Ann Tourist trail. Here visitors can park and have access to a visitor center. From here shuttle trolley buses are seasonally available to downtown. There is also planned ferry service from this location.

To the northwest and northeast of the study area are the principal entrances to Gloucester from Route 128. Many people entering Gloucester come from Grant Circle, the first available main exit to downtown and the waterfront. Shown in purple is the Gloucester Commuter Rail stop which is within walking distance to the waterfront and Main Street. Figures 2.2 and 2.3 are aerial photographs of the study area.

*Study Area Districts*

Figure 2.4 is a close-up of the study area showing the principal precincts of the downtown and waterfront district. Main and Rogers along their length define distinctly different waterfront and commercial center districts. Main Street has many viable commercial enterprises at work and has largely been improved in terms of streetscape and building facades. Rogers Street clearly presents a more industrial and blighted area in need of substantial assistance. Figure 2.5 and 2.6 are photographs showing the difference in overall character between Main and Rogers Streets.

To the north of Main and Rogers lies an historic residential and institutional district with many Victorian, Federal Style and Greek Revival structures. City Hall (an outstanding Victorian structure and a city landmark) shares this district with the Cape Ann Historical

Museum, a key repository of the artistic and cultural heritage of Cape Ann. Figure 2.3 is an aerial photograph of this district.

Main and Rogers are further subdivided into distinct eastern and western halves at the Fitz Hugh Lane House and the surrounding Harbor Loop. The western halves of Main and Rogers have a more cohesive downtown feel with closely packed buildings and narrow streets and alleys. The extreme western end of Main Street is framed by buildings in the Federal Style. Brick sidewalks and period lighting mark this key entrance point to Main Street. Further up the street the architecture is dominated by brick buildings from the latter part of the nineteenth century, with concrete sidewalk improvements and tree planting helping to create a pleasant pedestrian environment along this section of Main Street.

The character of Rogers Street is far less distinguished, with many missing teeth and oddly configured semi-off street parking lots. The waterfront on the south side of Rogers Street consists of a lively mix of smaller industrial and restaurant uses with intermittent public access to the water's edge.

The eastern half of the study area is much different from the western half. Along Main and Rogers Streets east of Duncan, much of the historic urban fabric has been replaced by a more suburban style of development, which creates a large discontinuity in the street edge. Along the waterfront, industrial users such as Americold present large blank walls separating Rogers Street from the waterfront. Electrical substation uses and other large scale fish processing uses also dominate. Figures 2.7 and 2.8 are aerial photographs illustrating the difference between the east and west ends of Main Street.

Along the north side of Main Street and at the eastern end the street edge is mostly continuous and populated by small scale residential and commercial structures, many of which have undergone recent revitalization and present attractive shopping and restaurant destinations. Gorton's is contemplating a major expansion in this area which will restore the southern edge of Main Street.

### *Study Area Features*

Much of the above narrative is summarized in Figure 2.9 which describes the principal study area features. In this figure, the buildings along Main and Rogers have been colored in, illustrating the distinct change in the grain of the city on either side of the Harbor Loop. East of Duncan Street, Walgreen's and Dunkin Donuts create a more suburban strip-mall appearance, and there are no buildings fronting on the north side of Rogers Street. Planned development by Gorton's at the east end of Main Street will help to ameliorate this condition.

In terms of connections between Main and Rogers Streets, Duncan, Hancock and Porter Streets provide formal street connections. Other more informal paths are represented by Parsons Street, Boynton Way, the police station plaza, the Pilot House parking lot

and the alley by Virgilio's Bakery. Some of these could be improved, and some may require improvements to meet current access code requirements. The stairs at the police station plaza are one example.

Also shown in Figure 2.9 are waterfront public access opportunities such as St. Peter's Square, Gus Foote Park, the public pier behind the Seafarer's Union building, the Harbor Cove Pier and spaces along the Harbor Loop. The Maritime Trail is also rendered in this figure together with principal area attractions and features such as the Cape Ann Museum.

### *Barrier Removal*

In summary, there are many positive features within the downtown and waterfront districts which present major opportunities for enhanced tourism as well as enhanced recreational and business opportunities for local residents. The question is how to expand these opportunities and remove existing barriers between these isolated events in order to create an integrated downtown and waterfront with positive synergy. What is needed is a creative and achievable vision for uniting Main Street and the waterfront which makes the downtown/waterfront district a place where people want to visit and do business, resulting in increased downtown investment. The Plan must be amenable to immediate implementation in discrete phases through a variety of currently available funding mechanisms.

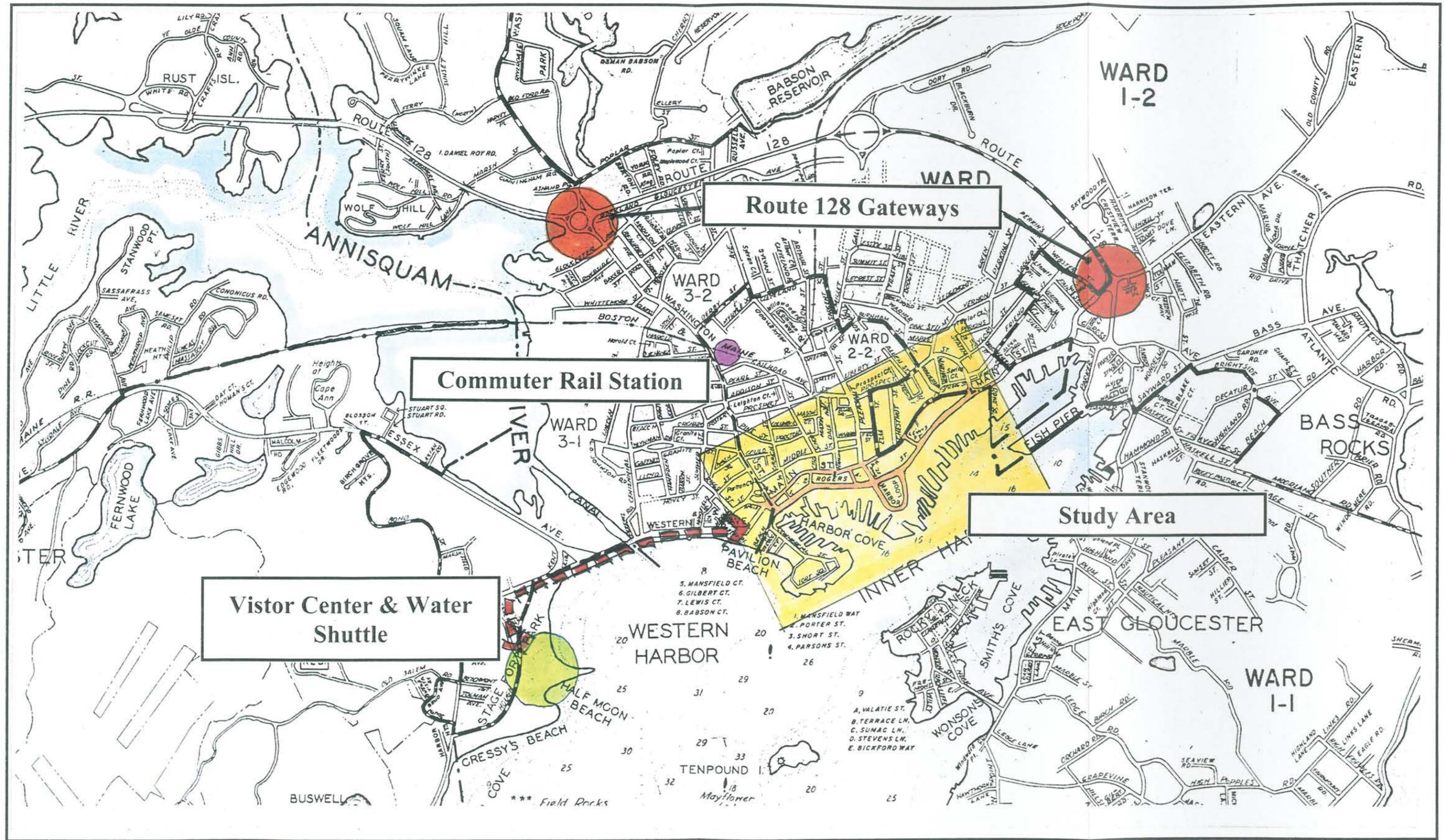


Figure 2.1  
Study Area Boundaries



*Figure 2.2 Aerial photograph of the Downtown Gloucester Study Area.*



*Figure 2.3 Aerial photograph of the area north of Main Street in Gloucester with City Hall and the Cape Anne Historical Museum in the Foreground, and the Fitz Hugh Lane House Beyond.*

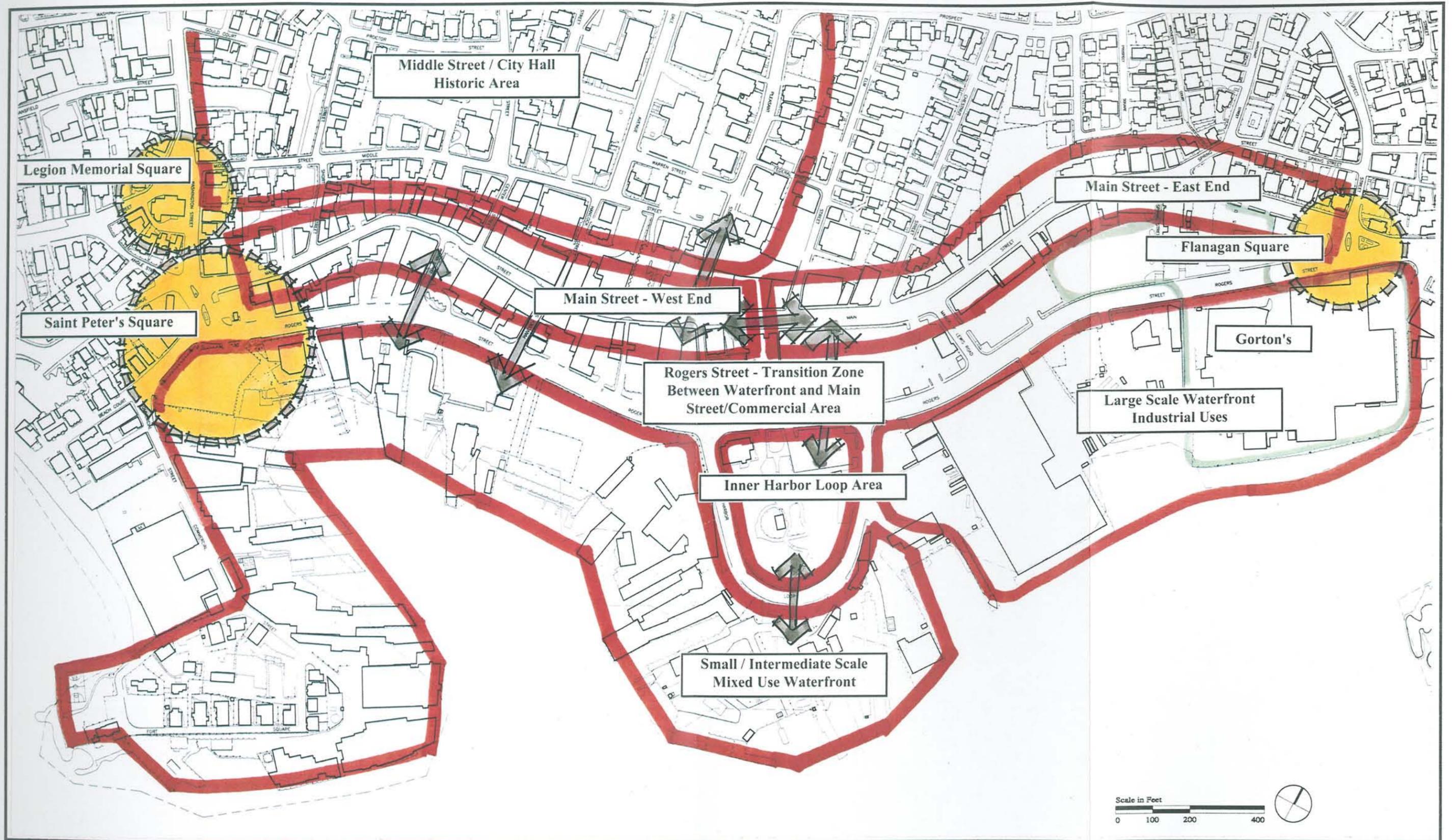
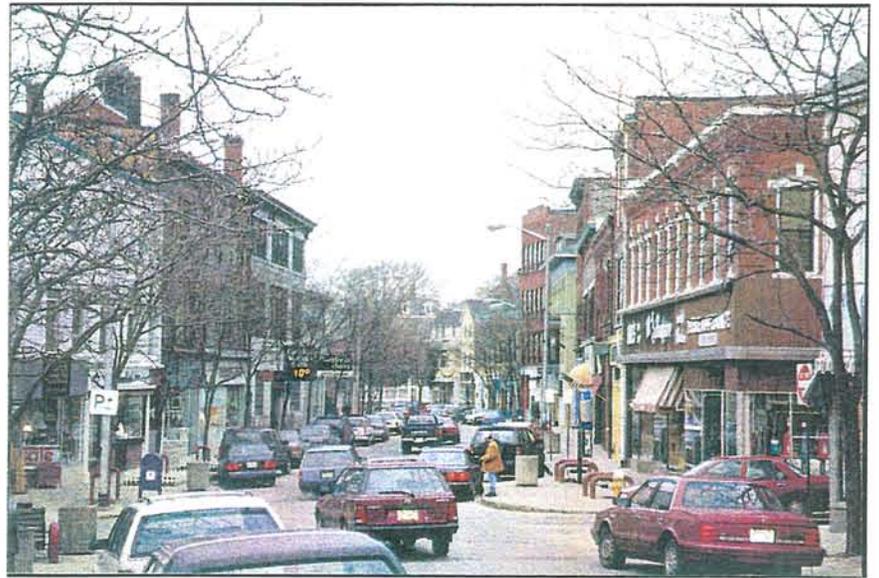


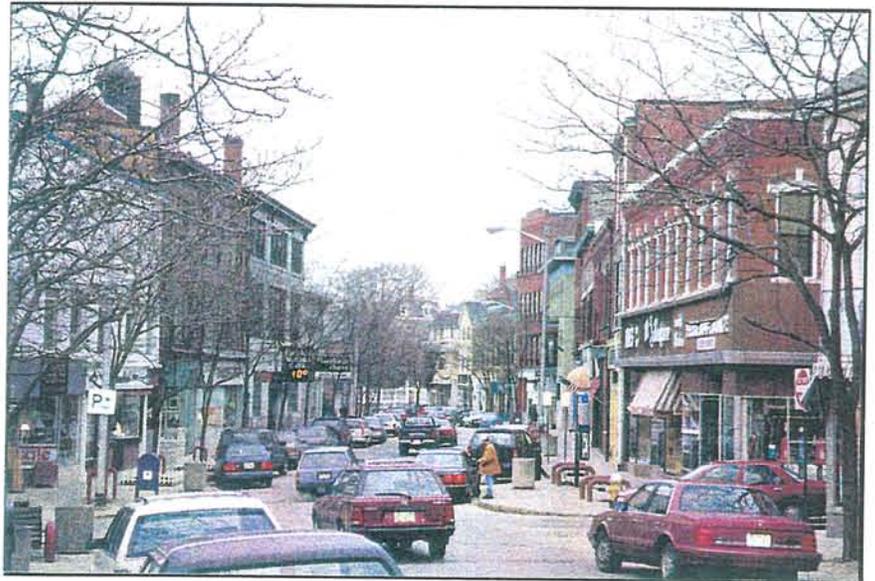
Figure 2.4  
Study Area Districts



*Figure 2.5 Restored area of western Main Street.*



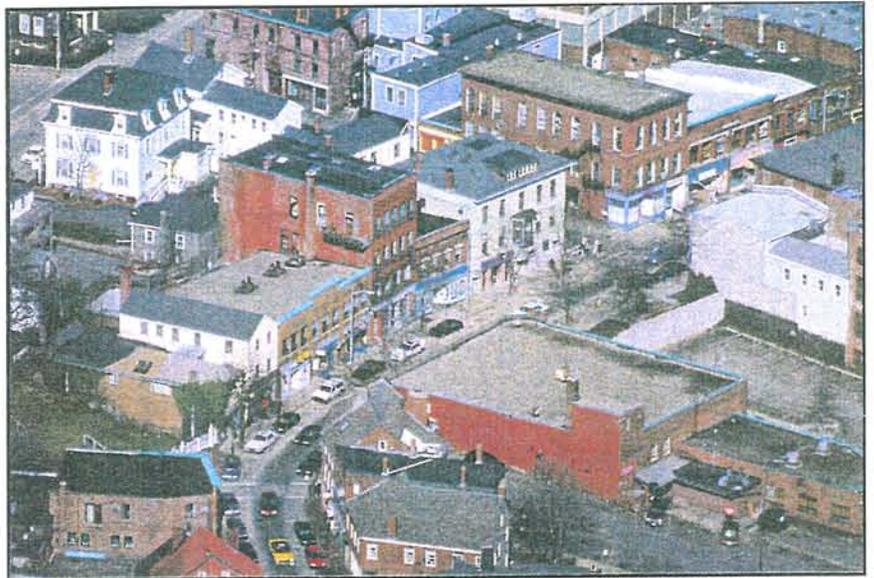
*Figure 2.6 Character of Rogers Street at the western entrance to the Downtown/Waterfront District.*



*Figure 2.5 Restored area of western Main Street.*



*Figure 2.6 Character of Rogers Street at the western entrance to the Downtown/Waterfront District.*



*Figure 2.7* Aerial photograph of the western end of Main Street showing the village character of the district.



*Figure 2.8* Character of Main and Rogers Streets at the east end of downtown showing the strip commercial / industrial pattern of the city in this area.

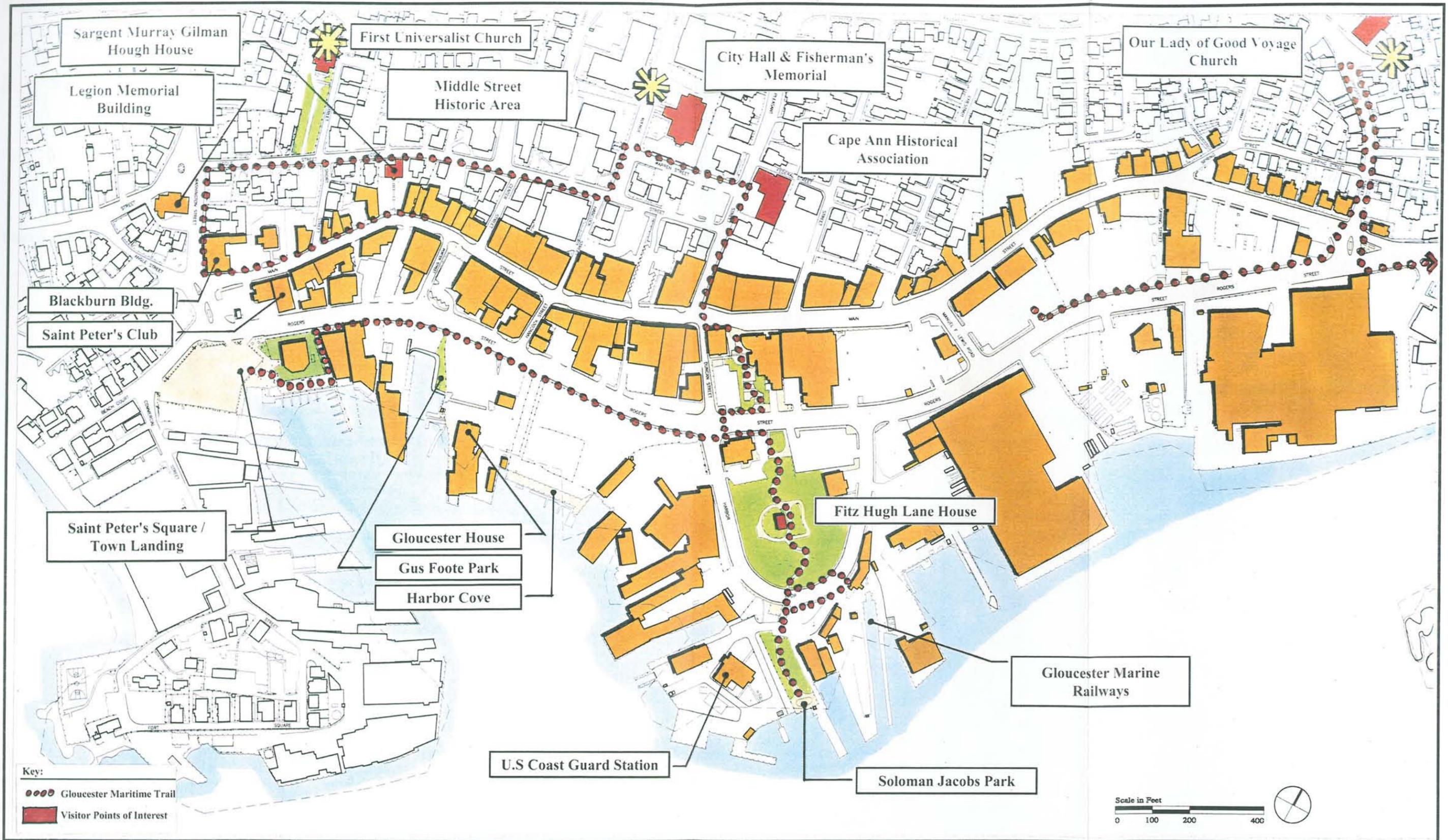


Figure 2.9  
Study Area Features

### **3. Visual & Architectural Barriers**

#### ***Visual & Architectural Barrier Maps***

This chapter contains maps which identify the principal visual and architectural barriers which are addressed in the Urban Design Plan in Chapter 4. Visual barriers are discussed first.

#### ***Visual Barriers***

Figure 3.1 is an analysis of principal views and view corridors between Main Street and Rogers Street, as well as along the waterfront. As the map illustrates, the opportunities for views of the waterfront from Main Street are often blocked or limited by major waterfront buildings, which are vital to the economy of the community and need to be protected from potentially conflicting uses and activities. Key view corridor opportunities that could be capitalized upon include views from Parsons Street and Porter Street. These present major opportunities which indicate a potential strategy of concentration of pedestrian paths along these streets. Also, the cascading plaza at the police station affords a sweeping panorama of the Fitz Hugh Lane House and the harbor.

Parsons Street is currently an alleyway that is often blocked by vans and trucks. Relocating and/or limiting vehicle parking on this street could act to improve views and penetrability through this key street. This street also provides access to a key undeveloped waterfront parcel.

#### ***Architectural Barriers***

Figure 3.2 presents a diagram of the principal architectural barriers existing within the study area. As can be seen from the map, the areas in green are in general compliance with current accessibility standards. That is to say, sidewalk widths appear adequate, grades are generally under 5% and curb cuts are provided for wheel chair access. These areas include the western section of Main Street which has been renovated with new sidewalks and tree planting.

Areas shown in pale red on the map include sidewalks of poor construction, inadequate width and generally lacking in curb cuts for people with disabilities. These include all of the sidewalks along Rogers Street. Sidewalks along Main Street east of Duncan Street, and some of the sidewalks of the Harbor Loop. Figures 3.3 and 3.4 are photographs of typical sidewalk conditions along Rogers Street. Rogers Street also contains a multitude of formal and informal curb cuts many of which do not meet ADA and MAAB standards for cross-slope along an accessible path of travel (2% maximum). This may mean that a number of these curb cuts and informal parking areas may have to be either modified or eliminated altogether in order to comply with current access codes.

Areas shown in yellow indicate grades in excess of 5%. In some cases little can be done to ameliorate this situation, such as at the east end of Main and Rogers Streets due to existing buildings, traffic patterns and other constraints. A number of the link streets between Main and Rogers also fall into this category. Current MAAB and ADA codes allow grades in the direction of travel in excess of 5% to remain without having to provide accessible ramps where existing topography dictates, such as along the streets mentioned. However, some of these streets could be candidates for pedestrianization and could include installation of ramps to accessible standards. These potentials need to be weighed against existing needs for access to parking lots and building services along these streets.

There are also some cases which deserve special attention. These include the plaza at the police station. This plaza makes a wonderful cascade of stairs down to Rogers Street and the Fitz Hugh Lane House. However, no accessible ramp is provided and there is a municipal parking lot which requires an accessible path to Main Street. There is also a case of steps in the sidewalk at Washington Street, for which an accessible solution needs to be found.

### *Possible Solutions*

The issue of curb cuts and inadequate sidewalks along Main and Rogers Streets can be solved with a street and sidewalk improvements plan which provides for better and wider sidewalks with curb cuts at all crosswalks. Vehicular curb cuts may have to be modified or eliminated in some instances to meet cross-slope criteria. The connecting streets call for a different solution. Due to constraints posed by traffic needs and building services a plan can be proposed which targets certain streets, such as Parsons and/or Porter for pedestrianization including ramps for people in wheelchairs. This is consistent with targeting these streets as main pedestrian accessways between Main Street and the waterfront. In addition, ramps could be added to the plaza at the police station in connection with possible parking improvements in this area.

These solutions are all explored in the context of the final urban design plan for the entire downtown and waterfront district presented in Chapter 4. Compliance with ADA and MAAB regulations have been a principal consideration in this effort. The urban design plan also poses some potential solutions to issues posed by grade changes between Main and Rogers Streets. Recommendations include ramps to accommodate grade changes (such as at the police station) and/or curb cuts to accommodate wheelchair access as well as other improvements.



*Figure 3.1  
Waterfront Views*

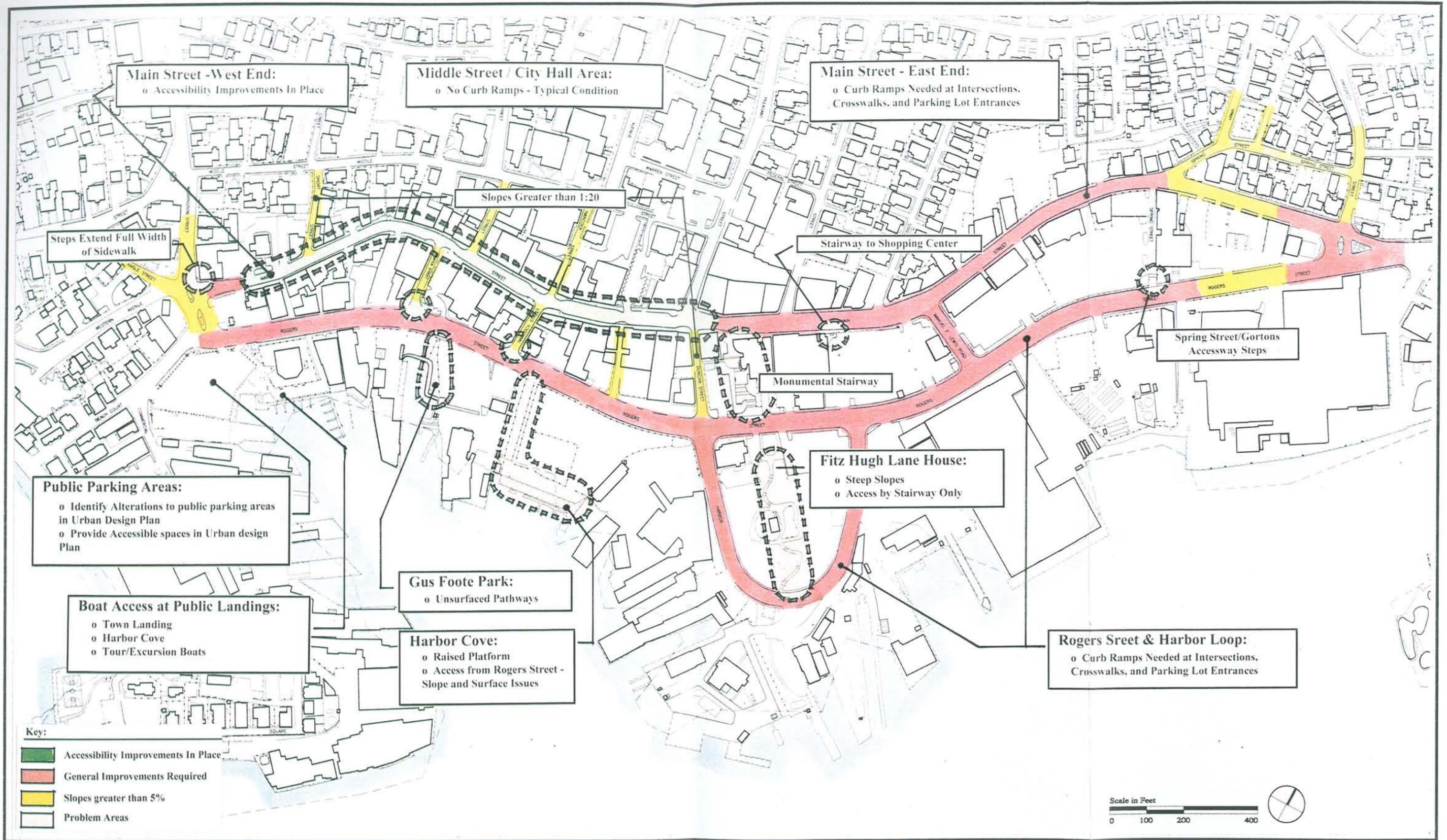


Figure 3.2  
Architectural Barriers



*Figure 3.3 Typical dangerous, narrow sidewalk along Rogers Street.*



*Figure 3.4 Typical intersection without curb cut along Rogers Street.*

## *4. Downtown Urban Design Plan*

### *Urban Design Framework*

This chapter of the downtown/waterfront study outlines an urban design plan which includes proposals to resolve key visual and architectural barriers and assist in the integration of the downtown and waterfront. This plan has been developed within the context of the opportunities and constraints detailed in Figure 4.1

#### *Urban Design Diagram*

The diagram presented in Figure 4.1 is based on site walks and brainstorming sessions with the DDC, the Department of Community Development, the City Council and the Mayor, Figure 4.1 contains the principal framework for the following Urban Design Plan.

### *Key Pathways*

#### *Porter Street*

The plan shows major areas of the streetscape to be improved in green, as well as major new pathways which could be created linking the waterfront and districts to the north. Principal among these are two continuous pathways which might be created along the lines delineated by red dots. One pathway might extend down Porter Street (where major views of the waterfront are afforded) to Gus Foote Park and the Gloucester House Restaurant, where it is possible to walk out on a pier by the water and have access to tables, chairs and food service overlooking the waterfront. Much of the land along this pathway is public, and plans might include reconfiguration of the municipal lot in front of the Gloucester House to provide widening of Gus Foote Park. Porter Street might be pedestrianized (auto restricted) and include ramps meeting ADA and MAAB standards.

#### *Parsons Street*

Parsons Street could be part of a longer pedestrian system connecting the waterfront to City Hall and the Cape Ann Historical Museum. Parsons Street is currently very narrow and quite steep at the southern end. It also has to provide access to an adjacent parking lot and a loading zone for a Main Street store. Whether or not the width exists to provide a ramp that both meets MAAB standards and allows existing vehicular uses to remain will be an area of further study.

#### *Police Station Plaza*

The cascade of steps leading toward the Fitz Hugh Lane House provides a highly inviting journey, and sweeping views. The Maritime trail is, in fact, painted though this area. However, only stairs are provided here. A ramp needs to be added to make this path accessible. This could be done in the area between the plaza and the adjoining parking lot. A second issue here is how to provide a safe pedestrian crossing which is only a minimal distance from the Duncan Street intersection. Perhaps this intersection could be redesigned to provide a much wider crosswalk similar to that in

Harvard Square in Cambridge between the Harvard Coop and the MBTA station.

At least two of the streets above could then be clearly marked as accessible routes, and consideration could be given to directing accessible parking spaces near these. Pedestrianization of these three key accessways would at once remove visual obstacles formed by parked cars while also creating accessible paths for people with disabilities in the main public/tourism area of the downtown.

*Traffic Implications*

Pedestrianization of Parsons and Porter Streets would still leave Hancock Street (a relatively wide two-way street) to provide traffic circulation access between Main and Rogers Streets.

*East End of the District*

The strategy here would abandon Rogers Street as a main pedestrian way through downtown from Manuel Lewis Boulevard to Flanagan Square and leave this street mostly dedicated to auto and truck access to adjoining uses. Pedestrians could be directed up Duncan Street or up to Police Station Plaza to Main Street. New Streetscape on the east end of Main together with actions by Gorton's and possible future actions at the former Brown's department store site and the Walgreen's site could act together to create a truly vibrant district at this end of Main, fostering the redevelopment and reinvestment already happening at this end of the street.

*Urban Design Plan*

Figure 4.2 is an overall plan of the study area showing the proposed urban design plan for the Downtown study area. The urban design plan includes proposed streetscape improvements for Rogers Street, Main Street and the interconnecting streets between Main Street and the Waterfront. The plan also includes possible suggestions for the improvement of the municipal parking area in front of the Gloucester House, the widening of Gus Foote Park and improvements to the public accessway to Harbor Cove.

*Western Gateway*

Figure 4.3 is an enlarged plan showing the west end of the study area including Washington Street and Legion Square. Legion Square is shown with proposed streetscape improvements which will add a landscaped plaza to the front of Legion Hall. This plan is understood to be already in the process of implementation by the city. Sidewalk improvements including new paving, trees and street lighting and the elimination of access barriers are shown along Washington Street. Sidewalks around the abandoned gas station at the gateway to Main and Rogers are shown widened with curb cuts narrowed. This will allow increased landscaping to create enhanced green space at this key gateway site and will also resolve any cross slope problems for accessible pathways. New trees will screen the view of the gas station and widened sidewalks will enhance future development possibilities for this important site.

*St. Peter's Square*

St. Peter's Square is a well designed dual purpose parking lot and public gathering area. This area is left unchanged in the plan except to show a potential rearrangement of parking along the east edge of the lot to accommodate possible future parking related to reuse of the Seafarer's International Union building. This is shown only as a potential alternative to additional curb cuts and parking on Rogers Street and is not essential to the overall plan.

*Rogers Street*

Rogers Street is presently over 47 feet wide from curb to curb which allows two 15.5 foot wide travel lanes and two eight foot parking lanes. This is about seven feet wider than most standard two lane streets in urban areas. The current sidewalk width is six feet or less which is not only substandard for most urban areas but potentially even dangerous. As proposed in Figures 4.4 and 4.5, the sidewalks on Rogers Street would be widened to approximately 9.5 feet on both sides allowing two standard 12 foot wide travel lanes and two eight foot parking lanes to remain between the sidewalk curbs. This plan has been examined in the light of truck turning radii and should meet all necessary requirements of truck traffic on Rogers Street. However, some parking spaces should be designated as loading zones during specific hours on Rogers Street and efforts should be made to coordinate loading times by local merchants in order to avoid trucks double parking to serve restaurants, bars and other uses along the street.

Truck maneuvering from Fishermen's Wharf can be accommodated in the plan through restricting parking on the north side of the street to permit left hand turns and allowing the existing backing maneuvers to continue on Porter Street.

The proposed sidewalk widening will allow for a two to three foot wide band for street lighting, tree planting and other street furniture as shown in Figures 4.4 and 4.5. This will create a safety zone between a six to seven foot wide pedestrian walkway and the street. New trees and street lighting are shown conceptually located at approximately 50 foot intervals. This proposed arrangement will create a consistent line of street elements to help define the presently ragged edges of Rogers Street.

As shown in Figure 4.5 a combination of paving patterns could be used with scored concrete as the main sidewalk walkway and unit pavers or specially treated concrete (such as Bomanite or Cobblecrete) used to define the street furniture band. Intermittent unit paver or specialty concrete bands would cross the sidewalk at regular intervals lined up with the street lighting and/or trees. This paving treatment would be brought across the existing curb cuts to further define the sidewalk and curb cuts would be regraded to meet MAAB standards (maximum 2% cross slope). Curb cuts would be added to all pedestrian crossings.

The proposed street treatment would continue from Washington Street to Manuel Lewis Drive. From Manuel Lewis Drive to

Flanagan Square, the level of improvements on Rogers Street would be reduced. Sidewalks would not be widened and special pedestrian scale street lighting would not be used. Concrete sidewalks are recommended and street trees would be planted to define the edges of the parking areas and to screen the large scale waterfront industrial uses along this end of Rogers Street.

The many informal parking areas on Rogers Street would become more defined with specific curb cuts done to ADA and MAAB standards. The sidewalk would become a continuous band along both sides of the street meeting ADA cross slope and curb cut standards throughout its length.

The proposed new paving, trees and pedestrian scale street lighting will work together to transform the character of Rogers Street from an overscaled roadway to a more pedestrian friendly, attractive urban street. Figures 4.6 through 4.11 provide before and after illustrations of what the environment along Rogers Street would be like with the proposed improvements.

*Rogers Street Facades*

Also shown in Figures 4.6 through 4.11 are potential improvements to some of the existing building facades along Rogers street. In Figure 4.7 the St. Peter's Club is shown as repainted with a brick color. A potential mural is shown on the west facade to help enhance the city's gateway. A metal grid is shown for hanging seasonal banners and opening of the ground floor is shown together with benches and awnings. The same awning treatment would be carried through to buildings further down the street.

At the Pilot House, the potential for a new outdoor cafe area is shown taking the place of the existing parking lot. Outdoor seating could also occur on Porter Street (See below under Porter Street).

Figure 4.11 is a view looking west on Rogers near the CVS. The CVS and the adjoining building are shown with new awnings and the possibility of opening up storefronts on the ground floor of these buildings to transform the back door image into more of a front door along Rogers Street. The CVS building is also shown with a painted cornice at the top of the building to add scale and to help create a front door image. On the other side of the street the potential for replacing the existing chain link fence with a wood fence is displayed.

Figures 4.19 and 4.20 and are views of the large concrete facade of Americold. The sketch shows proposed new trees and street lighting along the sidewalk combined with a suggestion of more intensive evergreen planting directly along the facade of Americold to soften this key view.

*Porter Street &  
Gus Foote Park*

Figure 4.12 is an aerial view showing the potential treatment of a pathway connecting the Gloucester House with Gus Foote Park and Porter Street, creating a continuous pedestrian walkway from Main

Street to the water's edge. Figure 4.3 shows the plan view. Improvements include redesign of the municipal lot in front of the Gloucester House. This redesign results in a more efficient parking layout with self-contained circulation, fewer curb cuts on Rogers Street, and a wider entrance to Gus Foote park. The parking lot could be paved similarly to St. Peter's Square and could serve a similar multi-purpose role as gathering place and parking lot. Gus Foote Park is shown as converted to a hard-surfaced park (for walking and public gathering) with benches, trees and new lighting. The anchors and other obstructions leading to the wharf by the Gloucester house would be relocated, allowing a continuous walkway from Porter Street to outdoor tables and chairs at the Gloucester House.

Also included in this proposal is the combination of the Gloucester House entrance drive with an improved and paved roadway leading to the city pier at Harbor Cove. This action would have the advantage of allowing additional parking to be created along this combined entranceway.

Figures 4.13 and 4.14 are existing and proposed views of Porter Street. Porter Street is shown as closed to traffic from the entrance drive to the Cape Ann Savings Bank to Main Street. New paving and trees would enhance the street environment and buffer the blank walls on the west side of the street. Also shown is the possibility of creating some new window openings along Porter Street from the adjoining buildings. An accessible ramp is shown to compensate for the grade of the street which is in excess of 5%. Although not required by code, this amenity would create at least one clearly accessible pathway between Main and Rogers Streets which would be complemented by another ramp at the Police Station Plaza (see below). The bollards shown in the street would prevent vehicular access beyond the access drive to the Cape Ann Savings Bank while allowing truck maneuvering for Fishermen's Wharf. Bollards could be removable to allow fire truck access if required.

### *Parsons Street*

Figure 4.15 shows how Parsons Street can become pedestrianized and create a key link in a pathway system that can lead all the way from City Hall to Rogers Street and the waterfront. This could be combined with extended pedestrian paving of the existing bank lot between Main and Middle Streets. A public access easement would have to be obtained between Middle Street and Warren Street to complete the walkway to the City Hall steps. Figure 4.15 is an enlarged plan of Parsons Street which shows a new concrete paving pattern applied to the street, with bollards blocking vehicular access beyond the entrance to the Empire parking lot. This is combined with tree planting, landscaping and fencing improvements which are suggested for the Empire parking lot and the property immediately to the west of Parsons Street. These could be jointly funded city and private owner initiatives. Figures 4.16 and 4.17 are views looking up Parsons from Rogers Street as it exists today and how it might

look with the proposed improvements. As can be seen from the sketch, the spire of City Hall is clearly visible from this vantage point, just as the harbor can be seen from the City Hall steps.

*Police Station Plaza*

Figure 4.3 also shows a plan for introducing a ramp alongside the cascading plaza of stairs at the police station. This ramp will meet MAAB and ADA requirements for providing an accessible route between Main and Rogers Streets, and between municipal parking and Main Street at this location.

*East Main Street*

Figure 4.18 is a plan showing proposed improvements to the eastern end of Main and Rogers Streets. Improvements are concentrated along eastern Main Street. Curb cuts would be installed at all crosswalks, and new paving, trees and streetlighting would be installed from Pleasant Street to Flanagan Square. A different type of lighting fixture might be used on East Main from that shown for Rogers. Fixtures on East Main might match or reflect those used at the west end of Main Street. Diagonal parking would be left in place with a peninsula and trees to be added to the crosswalk at Elm Street. From Manuel Lewis Boulevard east to Flanagan Square, the street is too narrow to allow for any expansion of the existing sidewalk area. However, the sidewalks can be repaved and the same basic paving pattern can be used as is recommended for Rogers Street, one which combines the two different concrete and brick treatments of the west end of Main Street. New paving, lights and trees will act to compliment the renovation of buildings and new restaurants which are occurring at this end of Main Street.

A new mini-park is shown at the juncture of Main and Spring Streets. This is on the site of an existing parking lot adjoining a city-owned building which is currently up for sale. It is recommended that a public easement be put on this part of the property to create the park. Trees, lights and planting associated with the park will create an important focal point at this critical bend in Main Street, and will help to draw people up the street to the restaurants and other attractions at this end of the street.

*Flanagan Square*

Figures 4.23 and 4.24 are existing and proposed aerial views of Flanagan Square. Like the west end of the district, the eastern gateway is also distinguished by a gas station. Rearrangement of the intersection and expansion of the landscaped islands is recommended for this location in order to create a more welcoming gateway to downtown at this end. Instead of the gas station, the principal entrance view would be of trees and landscaping. Signage welcoming visitors to downtown could also be located here.

*Summary*

The improvements shown in the accompanying plans and sketches will act together to transform the character of Rogers and Main Streets and enhance cross connections between Main Street and the waterfront. The overall thrust of the plan is to reinvent the entire

district as a walking environment which will be attractive to tourists and regular users of the downtown shopping district. Making downtown a people-oriented environment, with better streetscape and improved facades will act to make the district more competitive with other local shopping districts and tourism attractions.

The next chapter discusses the overall costs associated with implementing the proposed program, what financing sources might be available and how the project might be phased.

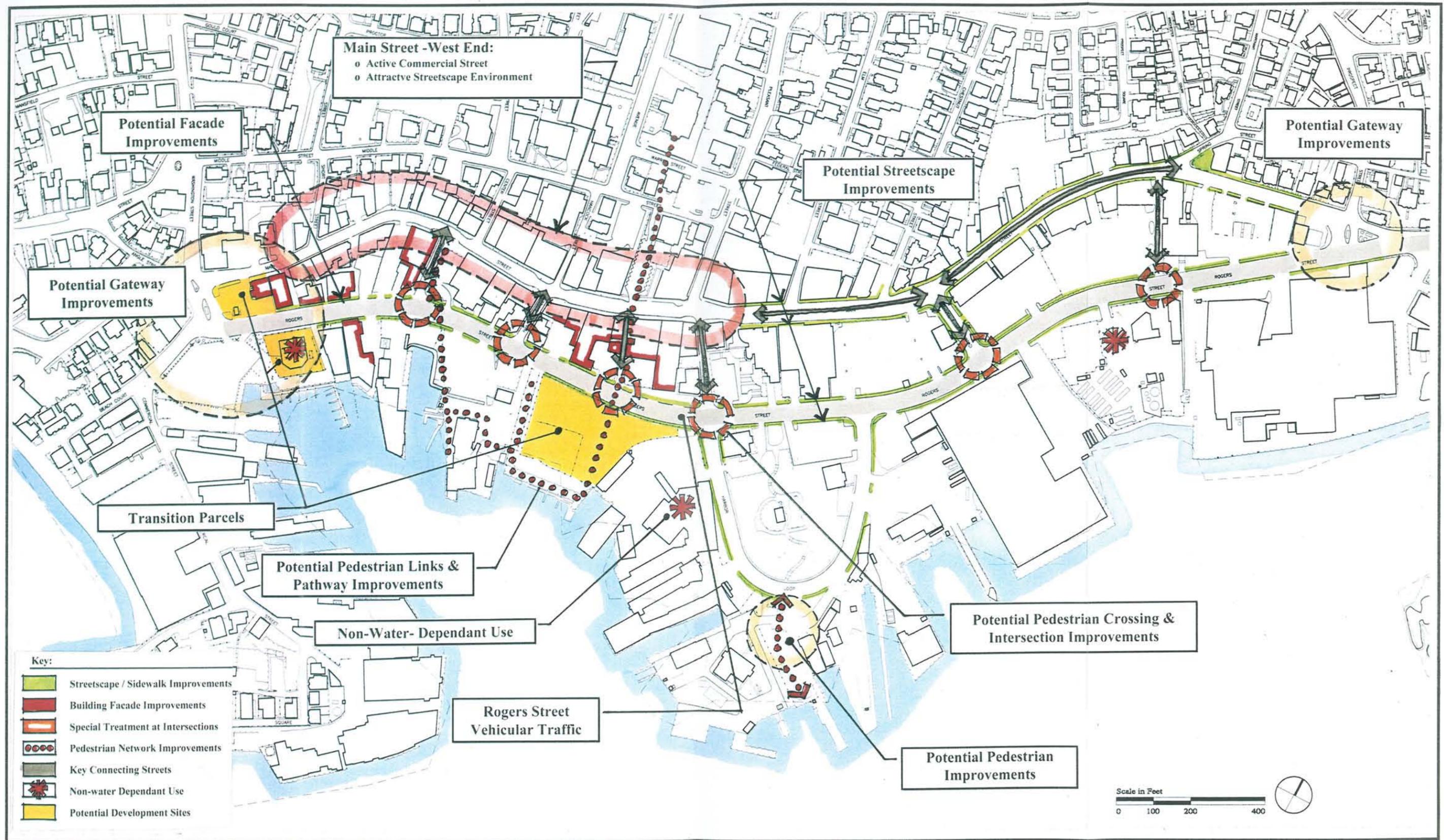


Figure 4.1  
 Opportunities & Constraints

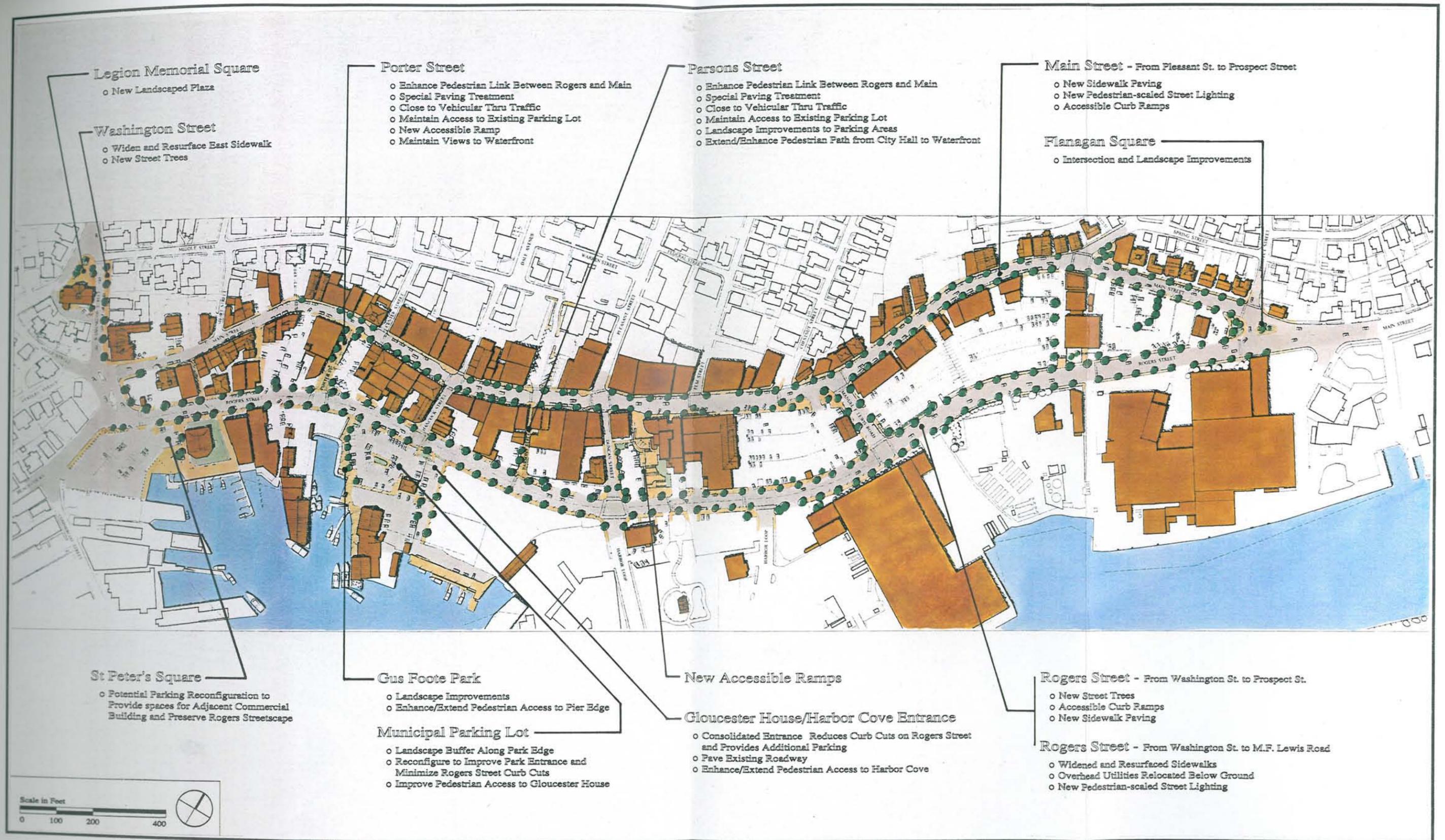


Figure 4.2  
Study Area Urban Design Plan



Figure 4.3  
 Study Area Urban Design Plan  
 Western Section

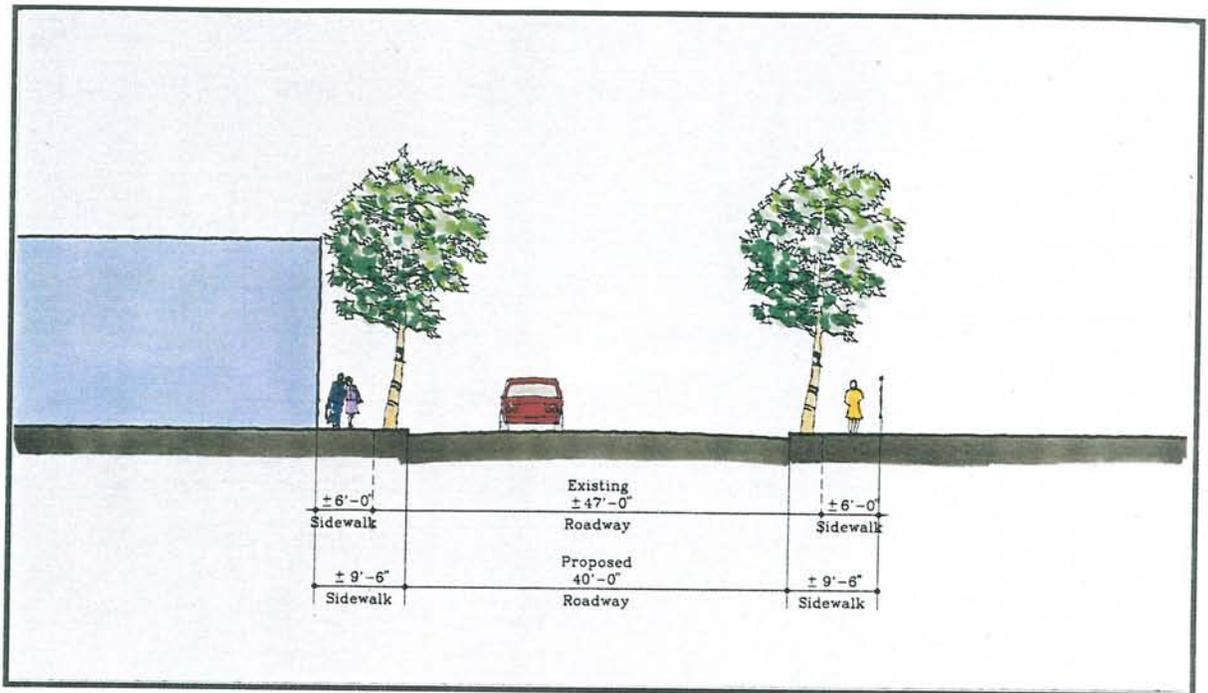


Figure 4.4 Cross section at Rogers Street - Existing and Proposed Sidewalk Widths

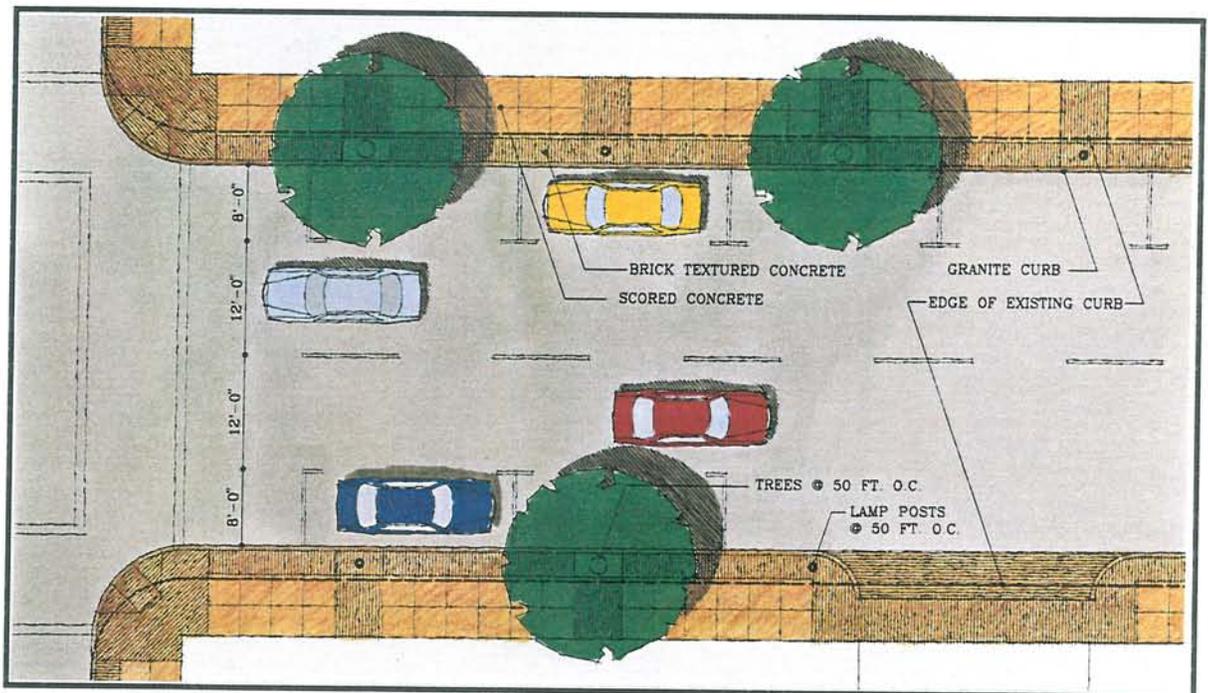
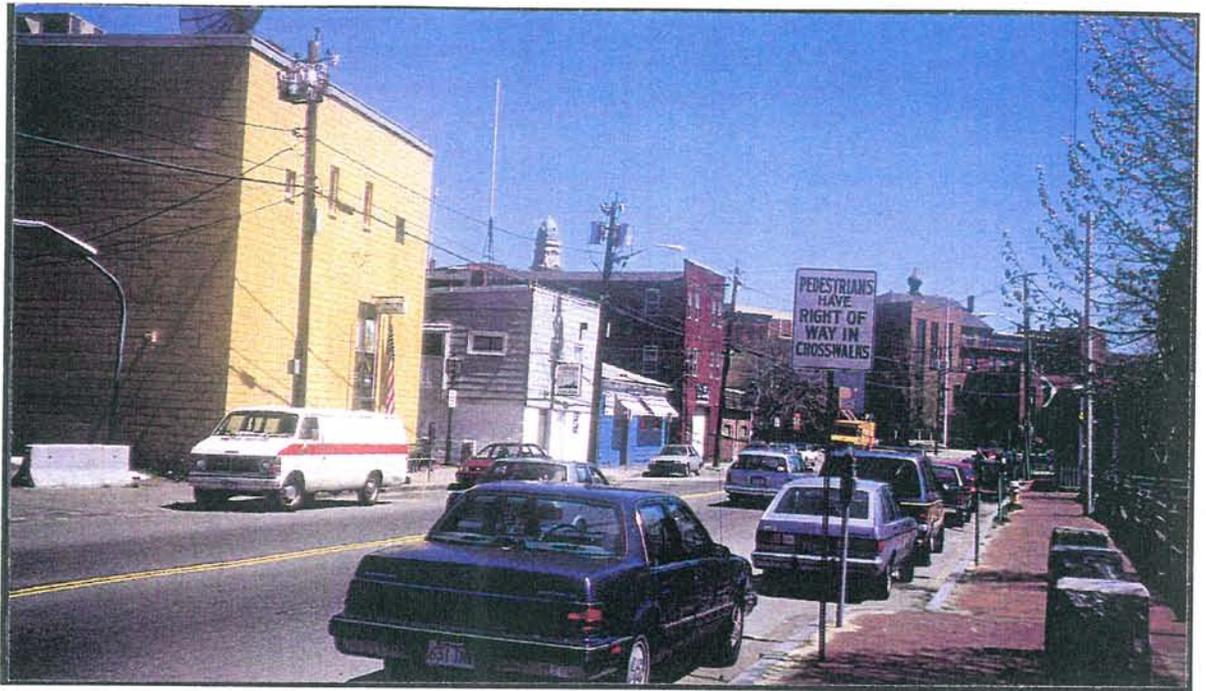
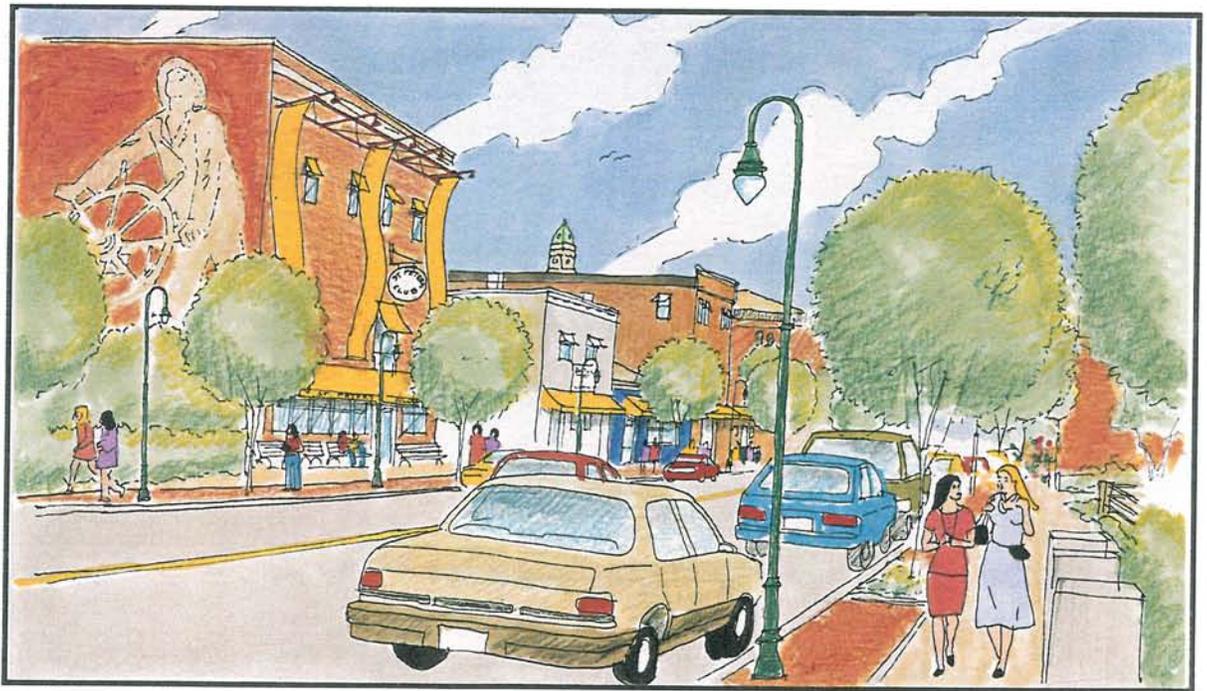


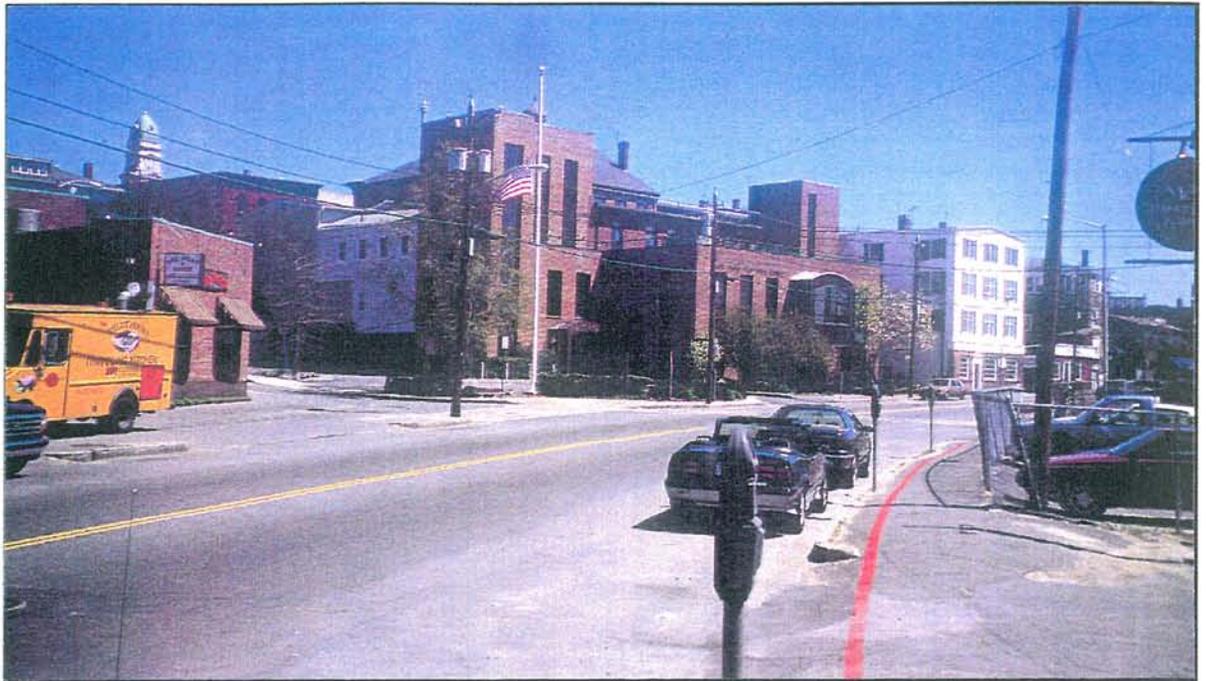
Figure 4.5 Plan at Rogers Street - Typical Proposed Sidewalk Treatment



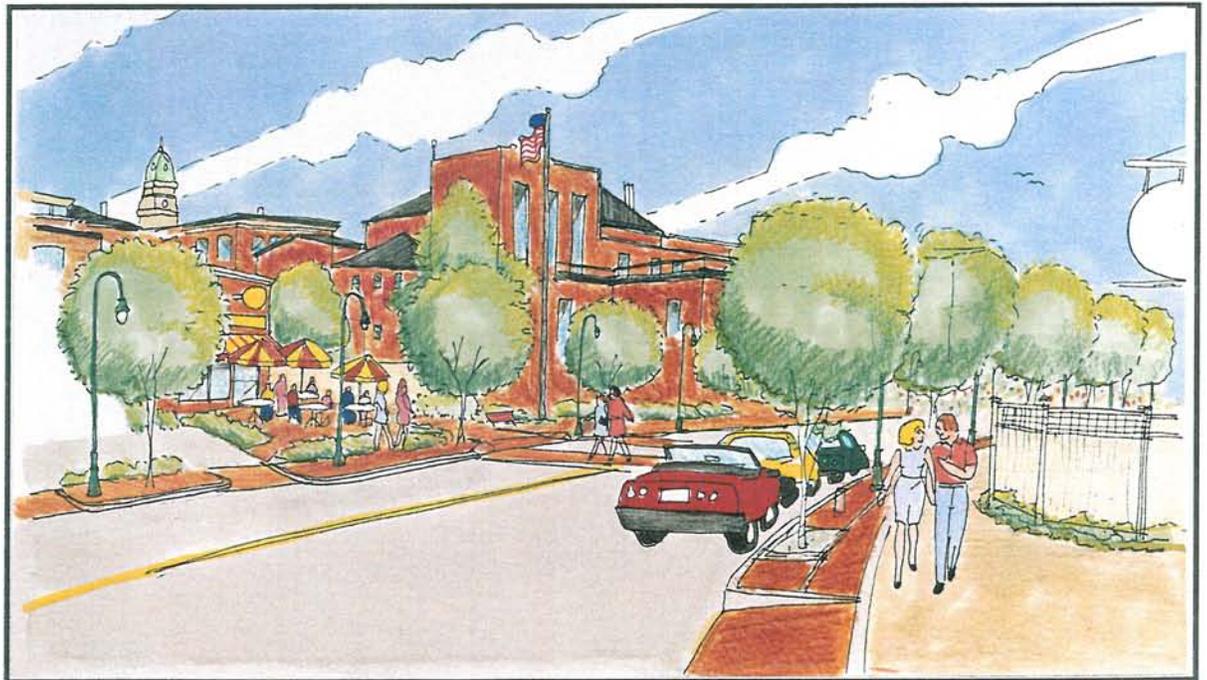
*Figure 4.6 View of Rogers Street Looking East - Existing Conditions*



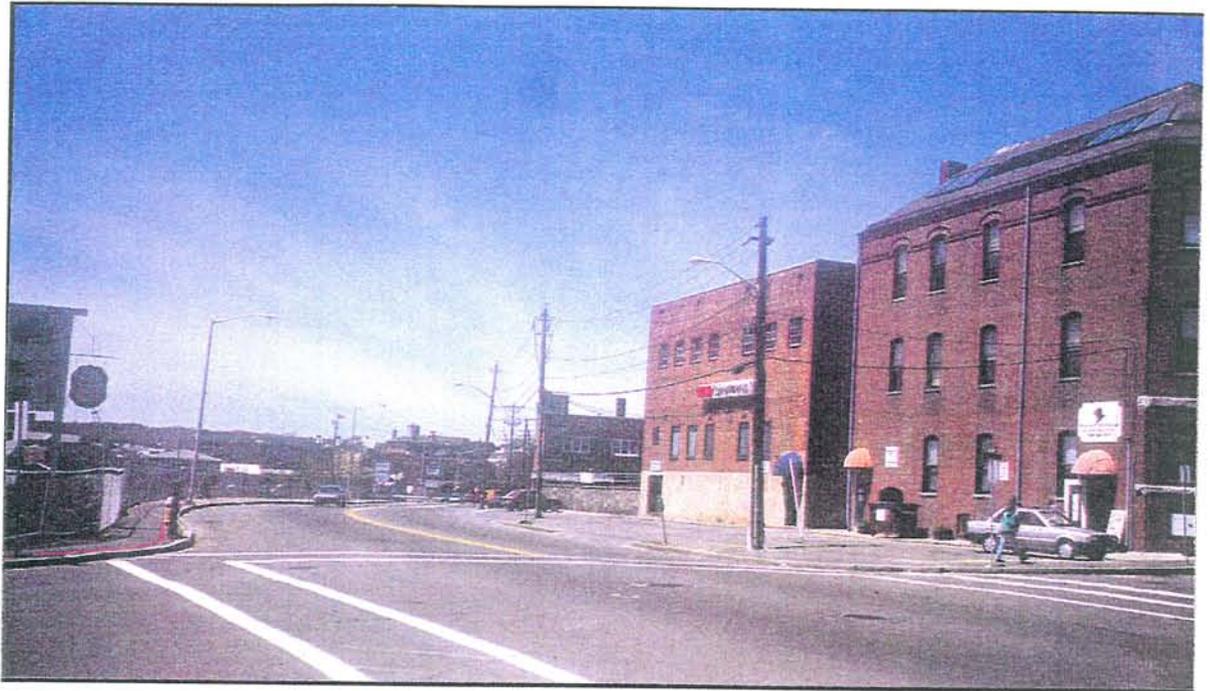
*Figure 4.7 View of Rogers Street Looking East - Proposed Improvements*



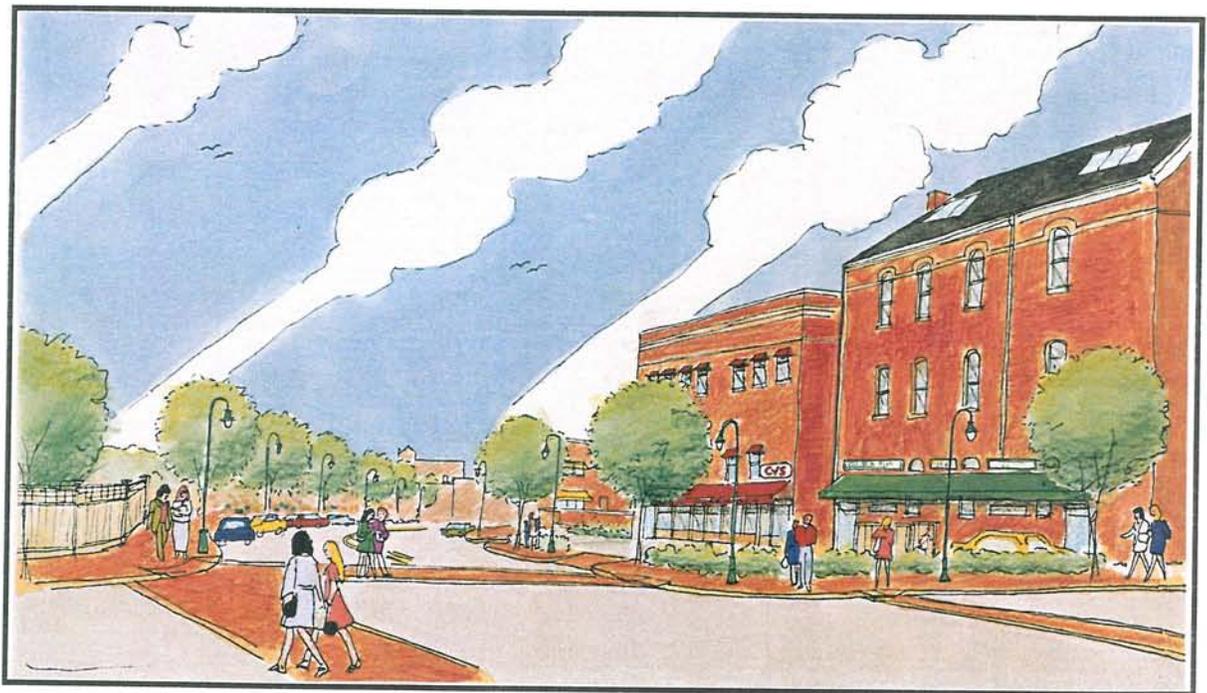
*Figure 4.8 View at Rogers & Porter Street Looking East - Existing Conditions*



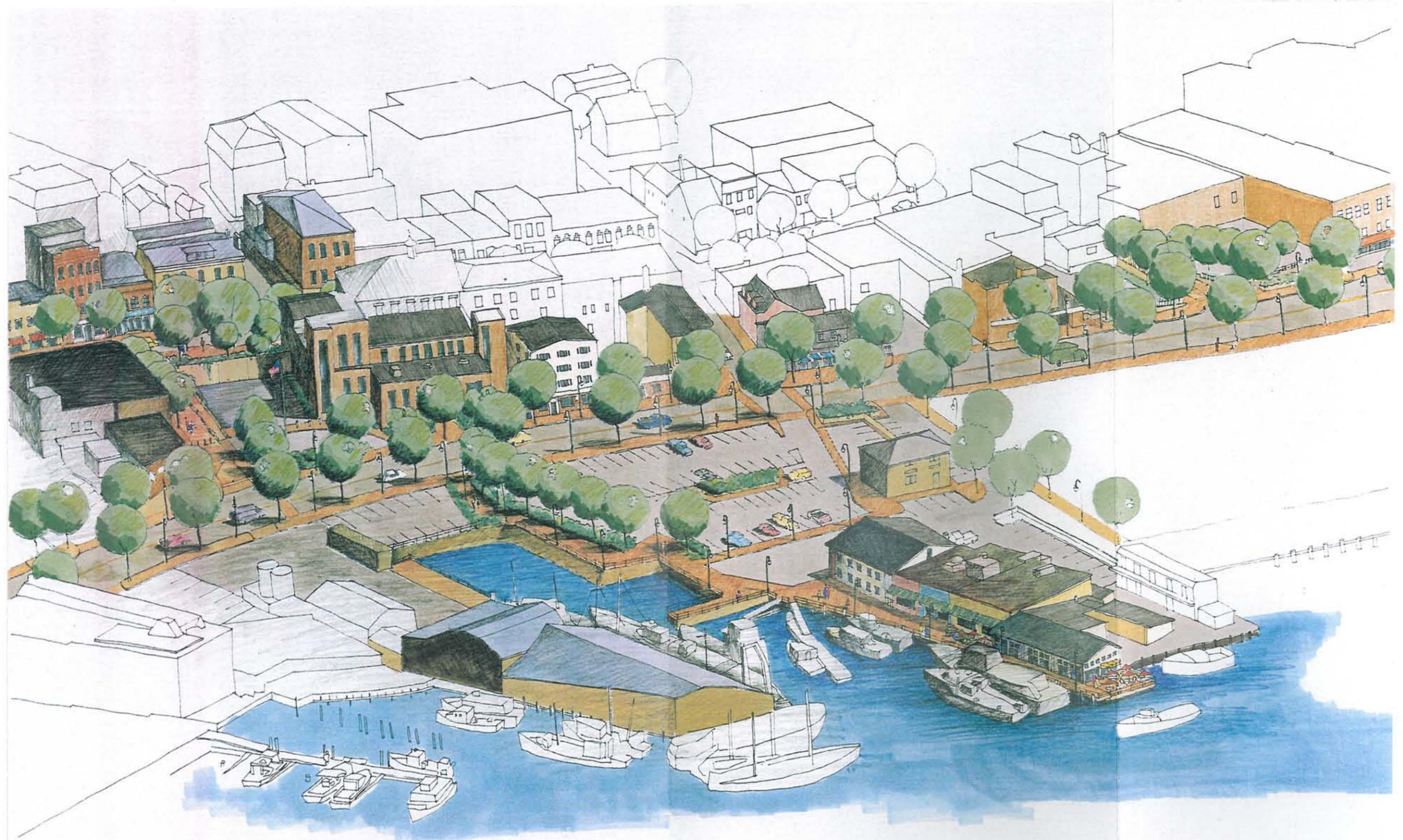
*Figure 4.9 View at Rogers & Porter Street Looking East - Proposed Improvements*



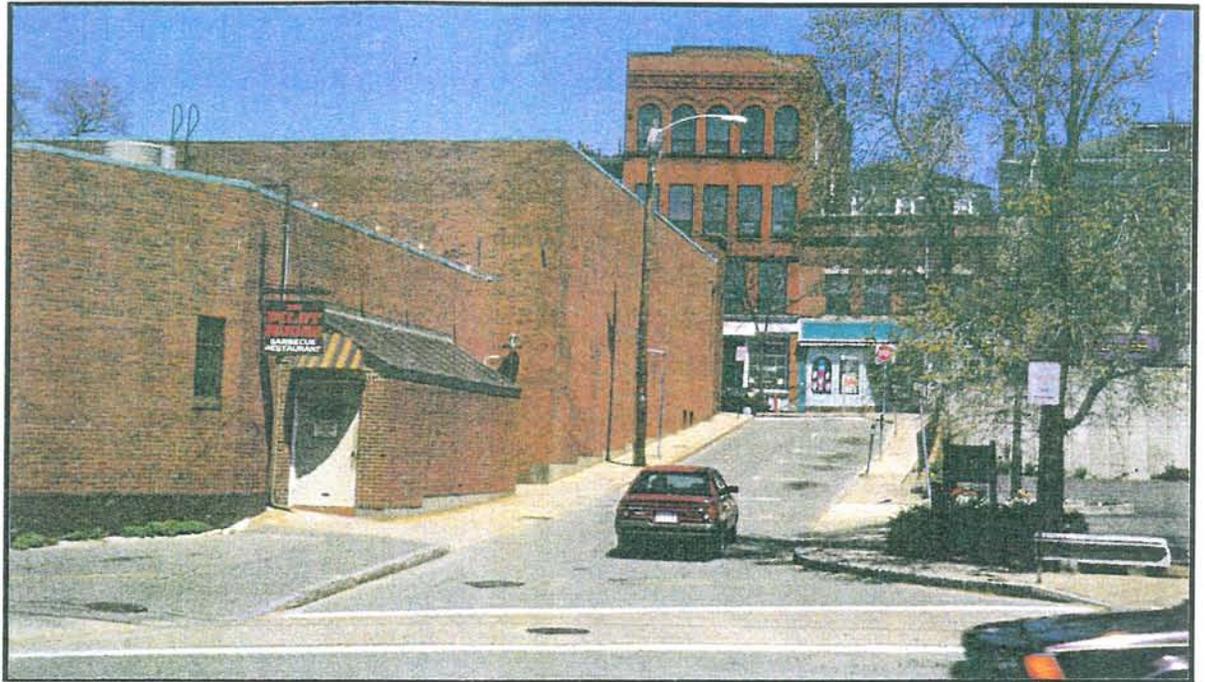
*Figure 4.10 View at Rogers & Duncan Street Looking West - Existing Conditions*



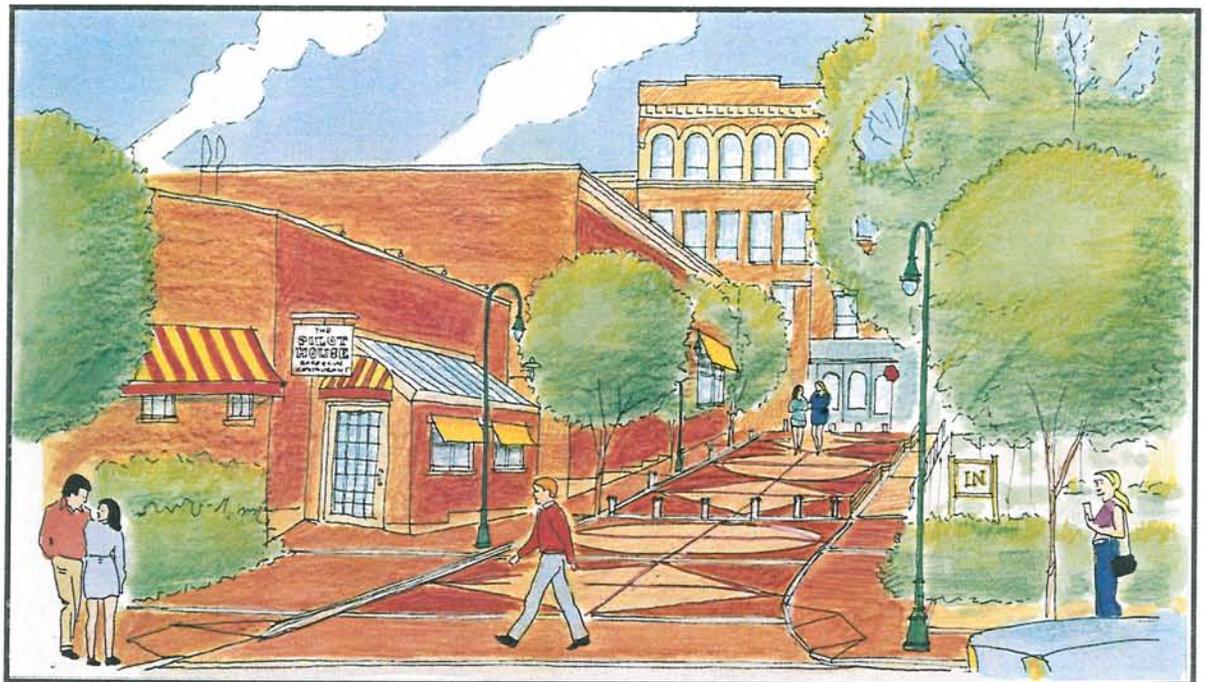
*Figure 4.11 View at Rogers & Duncan Street Looking West - Proposed Improvements*



*Figure 4.12  
Aerial View - Rogers and Porter Street Area*



*Figure 4.13 Porter Street View - Existing Conditions*



*Figure 4.14 Porter Street View - Proposed Improvements*

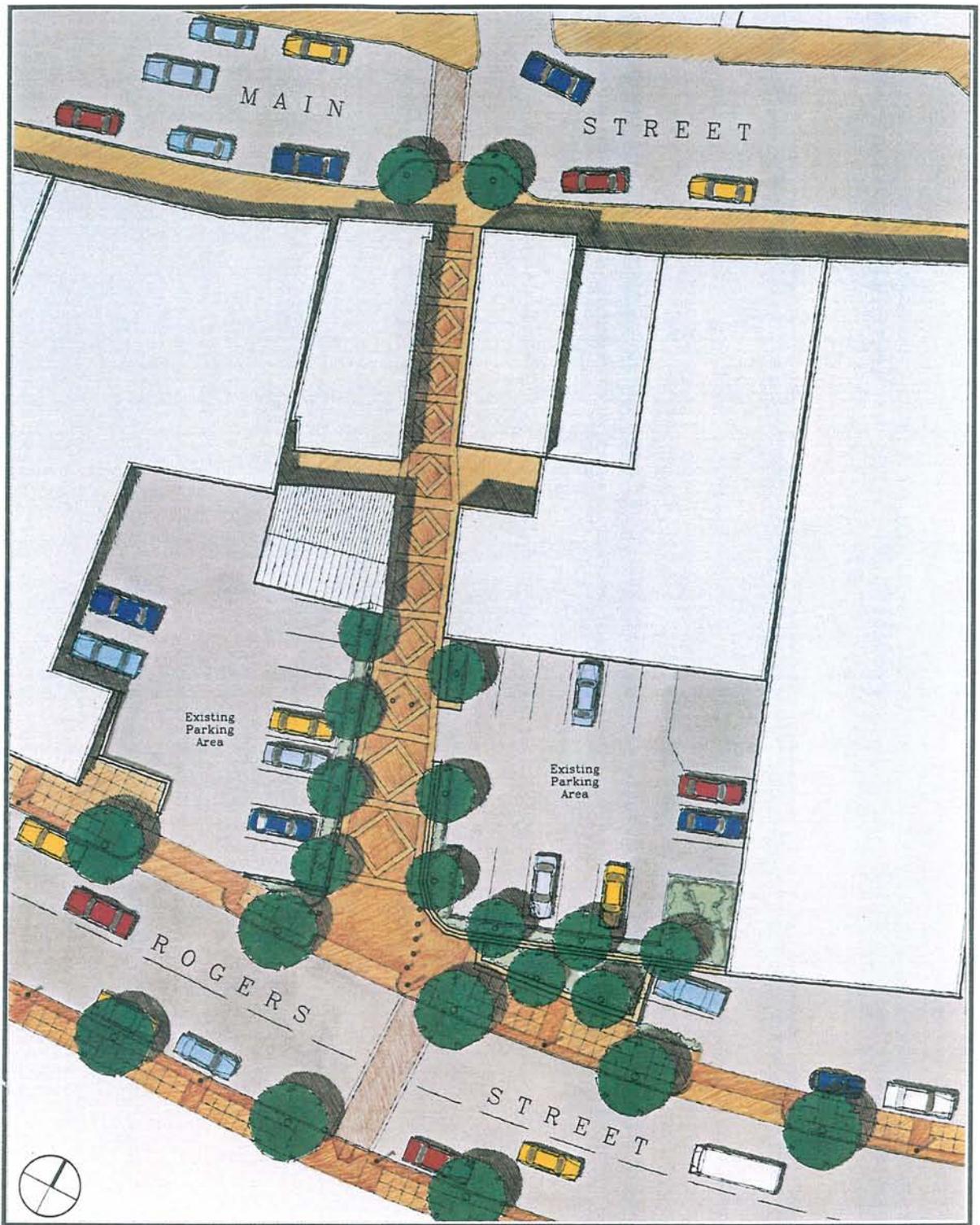
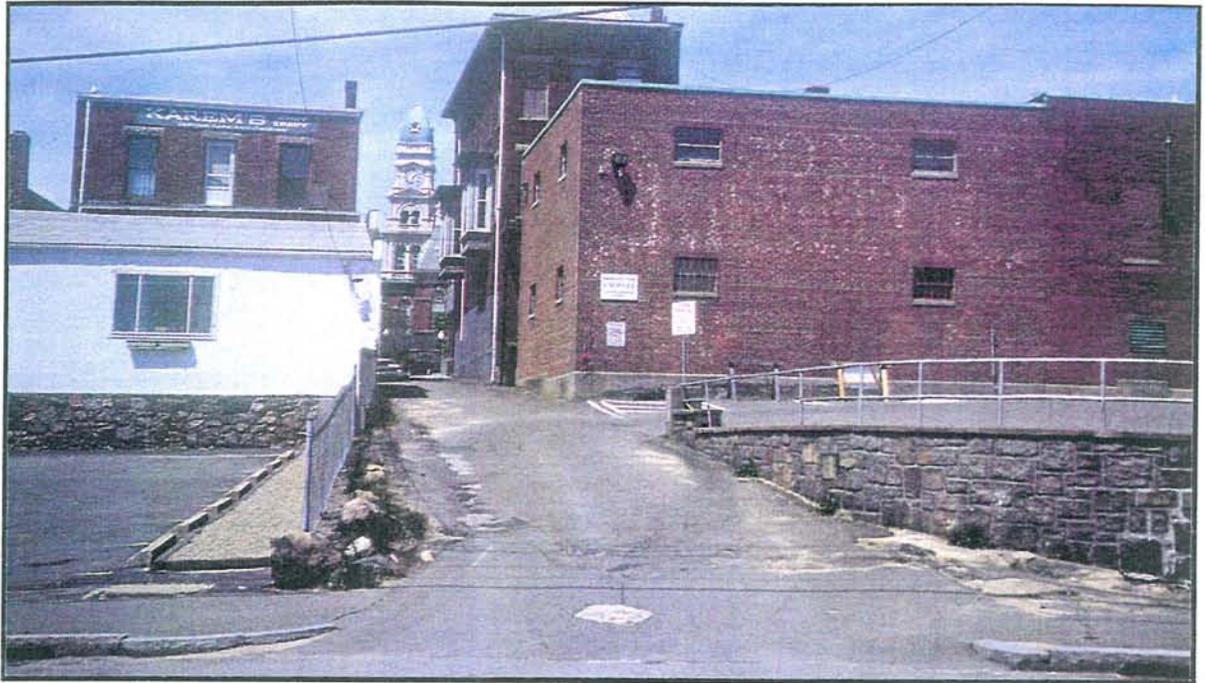
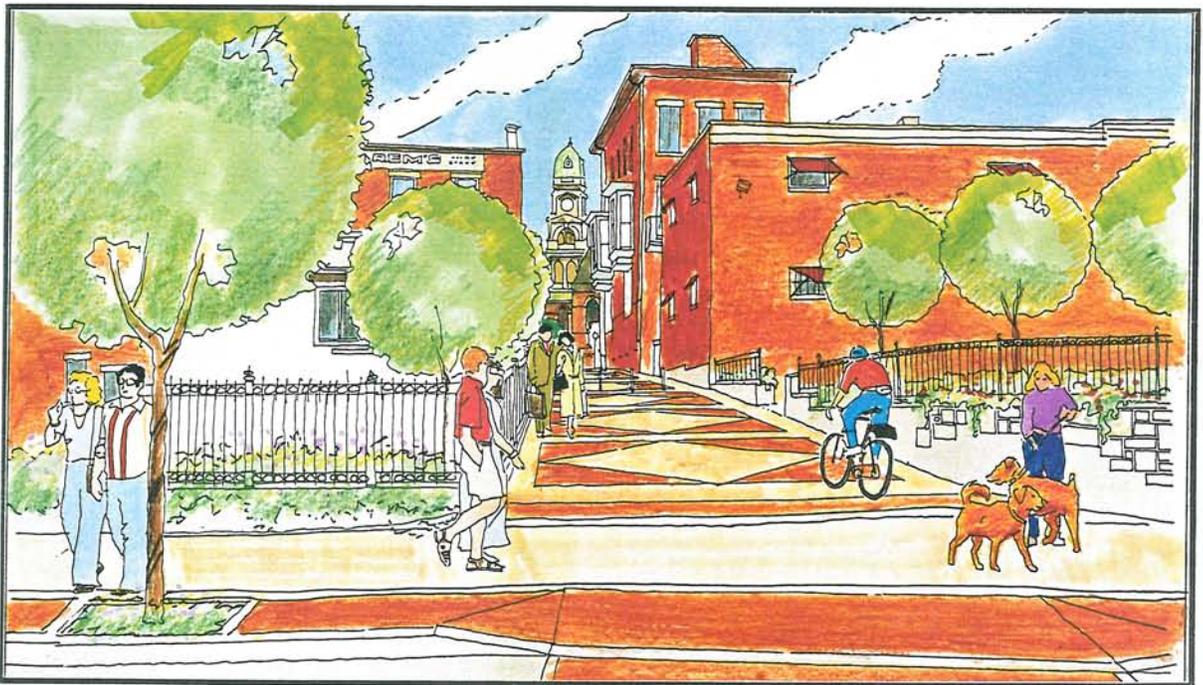


Figure 4.15 Plan at Parsons Street - Proposed Improvements



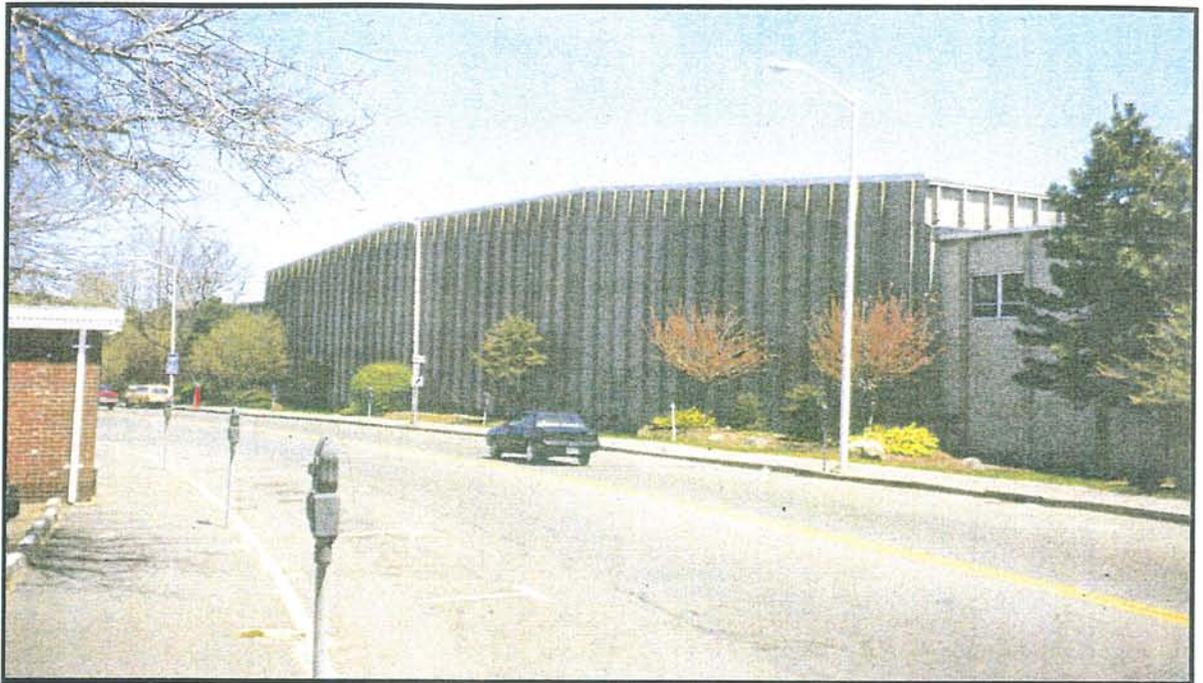
*Figure 4.16 Parsons Street View - Existing Conditions*



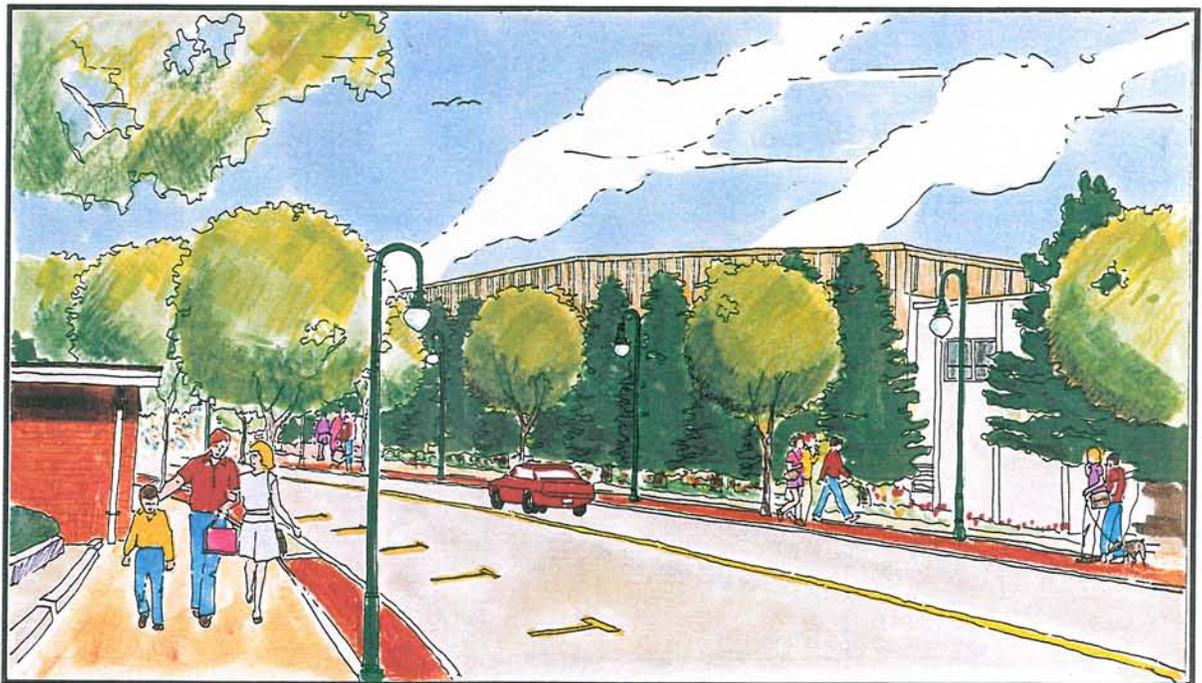
*Figure 4.17 Parsons Street View - Proposed Improvements*



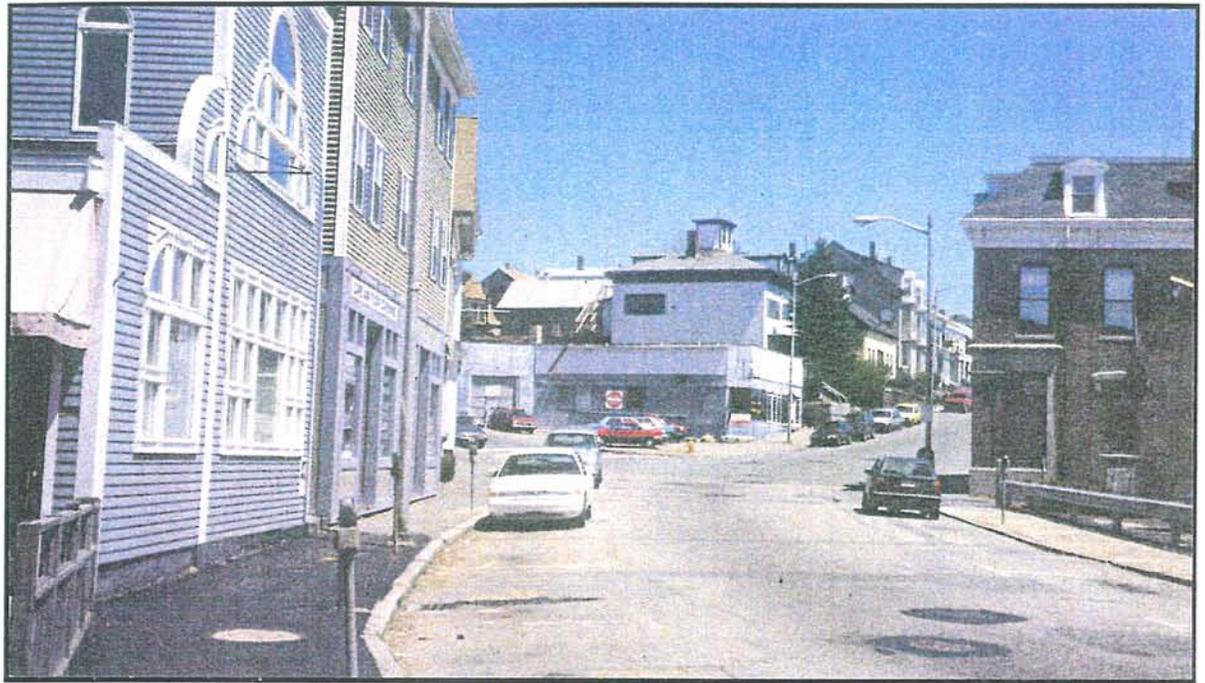
Figure 4.18  
 Study Area Urban Design Plan  
 Eastern Section



*Figure 4.19 Rogers Street View at Americold - Existing Conditions*



*Figure 4.20 Rogers Street View at Americold - Proposed Improvements*



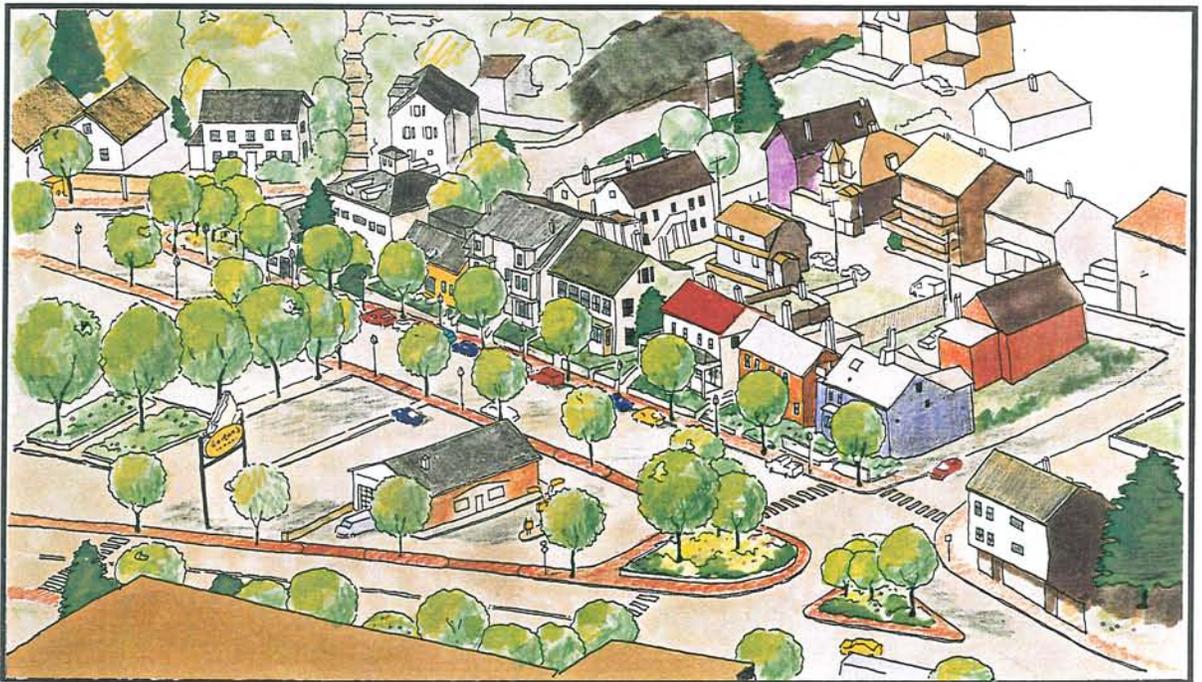
*Figure 4.21 Main Street View Looking East - Existing Conditions*



*Figure 4.22 Main Street View Looking East - Proposed Improvements*



*Figure 4.23 Aerial View at East End of Main and Rogers - Existing Conditions*



*Figure 4.24 Aerial View at East End of Main and Rogers - Proposed Improvements*

## **5. Implementation & Funding**

### ***Project Costs***

Table 5.1 presents a summary of estimated project construction costs by area for the plans shown in Chapter 4. These costs represent a mid-point cost level between the maximum improvement level shown in Chapter 4 and a more minimal improvement level. Costs for the entire project were originally estimated to range between \$2 and \$4 million depending on the level of improvements provided. The principal cost difference is attributable to the number and kind of street lights provided and whether the aerial utilities along Rogers Street are to be placed below grade. The cost summary shown in Table 5.1 represents a preferred middle course. Aerial utilities along Rogers Street are left in place along with some high level street lighting and the number of pedestrian scale light fixtures is reduced. The total cost of all improvements shown under this option is approximately \$2.5 million. Appendix A of this report provides a more detailed breakdown. Note: All costs are preliminary and are based on a conceptual level of design only. Costs shown are construction costs only and do not reflect any escalation to future bid dates. These estimates are subject to change as the design is further defined and better understood.

### ***Implementation Strategy***

The following implementation strategy has been recommended based on meetings and discussions with the DDC, the Mayor's Office, the Department of Community Development and Planning and the City Council.

#### ***Cross Streets***

The principal cross street circulation paths recommended in the plan would be among the first to be implemented. These include Parsons Street and the Porter Street/Gus Foote Park pathway. This Porter/Gus Foote project would include redesign of the municipal parking lot in front of the Gloucester House. The costs of these initial projects could be borne by the city. These projects could also be broken into smaller phases if desired. Immediate actions might include Parsons and Porter Streets while additional funding sources might be sought for the parking area and Gus Foote Park. The city projects could be funded in part by CDBG funds and/or city bond funding. Bond funding could be either general obligation bond funding or revenue bonds.

The parking lot and Gus Foote Park might also be candidates for state and federal funding sources as outlined below.

#### ***Rogers and Main***

The strategy for these areas would be longer term with funding to be sought principally from the following sources:

- Massachusetts Public Works & Economic Development Funds (PWED)
- Federal Intermodal Surface Transportation Efficiency Act funds (ISTEA)
- Massachusetts Chapter 90 Funds

These sources require grant applications to be filed with different state and regional agencies. PWED applications are filed with the Executive Office of Transportation and Construction (EOTC). Chapter 90 monies are available from the Massachusetts Highway Department (MHD) through the local MHD District. ISTEA funds are to be applied for through the Metropolitan Area Planning Council (MAPC). PWED funds could be used on the basis of anticipated leverage of currently underutilized development parcels as well as adding a stimulus to the downtown economy generally. Gloucester already has PWED funding in place for a proposed parking facility project and has applied for additional PWED funding for other projects.

ISTEA funds might be pursued on the basis of intermodal transportation needs along Rogers Street (bus, trolley bus and water taxi). If ISTEA is to be utilized, some thought might also be given to using the same funding source for Gus Foote park and the municipal parking lot for intermodal connections to the proposed water taxi.

#### *Other Funding Sources*

Other funding sources which might be pursued include Community Development Action Grant (CDAG) funds through EOCD. These funds might be sought for 1997. Gloucester has already received CDAG funding for 1995 for the State Fish Pier and has applied for additional CDAG funds for 1996 for the Blackburn Industrial Park.

Gloucester has already earmarked Community Development Block Grant (CDBG) funds for use in assisting facade restoration projects downtown.

#### *Next Steps*

The next steps for putting the plan into action will include the following:

- Final prioritization of projects and funding sources and presentation to the Mayor and the City Council.
- Adoption of the plan by the City Council as a formal policy and action plan for improving downtown.
- Designation of a project manager from within the city government or the DDC to oversee the implementation of the plan. The

project manager must have the clear cooperation and support of all other city agencies, and be freed of other competing duties to the maximum extent possible during the project duration. The project manager must also have the full support and backing of the Mayor and the City Council.

- Follow-up on potential state and federal funding sources (particularly ISTEA, Chapter 90 and PWED) including formal grant applications. Involvement by CATA may be required for ISTEA funding.
- Identification and dedication of city funding for an immediate action project.
- Development of a master schedule for implementation including coordination with other city projects such as the sewer projects.
- Hiring of final designers to complete design development for longer term elements of the plan and final construction documents and cost estimates for immediate action elements.

**Table 5.1**  
*Summary of Estimated Streetscape Construction Costs*

<b>Element</b>	<b>Estimated Construction Cost</b>
1) Legion Memorial Plaza	\$95,000
2) Washington Street - Middle to Rogers	\$120,000
3) Rogers Street - Washington Street to M.F. Lewis Road	\$713,000
4) Rogers Street - M.F. Lewis Road to Prospect Street	\$209,000
5) Main Street - Pleasant Street to Prospect Street	\$733,000
6) Flanagan Square	\$63,000
7) Porter Street	\$94,000
8) Parsons Street	\$101,000
9) Police Station Plaza Ramp	\$58,000
10) Gus Foote Park	\$125,000
11) Municipal Parking Lot	\$174,000
12) Gloucester House/Harbor Cove Entrance	\$72,000
<b>Total</b>	<b>\$2,557,000</b>

*Appendix A: Project Costs*

**City of Gloucester**

**Streetscape and Building Facade Improvements Study**

Draft - June 22, 1995

**Cost Estimate for Streetscape Improvements**

**Option C**

	Quantity	Units	Unit Price	Total
<b>1) Legion Memorial Plaza</b>				
Site demolition	4,945	Sq Ft	\$1.50	7,417.50
New plaza paving	4,145	Sq Ft	\$6.00	24,870.00
New granite curb	350	Ln Ft	\$33.00	11,550.00
Trees	5	each	\$800.00	4,000.00
Planting beds	800	Sq Ft	\$12.00	9,600.00
Lights	5	each	\$5,000.00	25,000.00
Subtotal				82,437.50
Contingency @ 15%				12,365.63
<b>Total this area</b>				<b>94,803.13</b>
<b>2) Washington Street - East sidewalk from Middle St. to Rogers St.</b>				
Remove existing sidewalk	5,955	Sq Ft	\$1.50	8,932.50
New sidewalk paving	5,955	Sq Ft	\$6.00	35,730.00
Trees	8	each	\$800.00	6,400.00
Lights	9	each	\$5,000.00	45,000.00
Reset granite curbing	420	Ln Ft	\$15.00	6,300.00
New granite curbing	50	Ln Ft	\$33.00	1,650.00
Subtotal				104,012.50
Contingency @ 15%				15,601.88
<b>Total this area</b>				<b>119,614.38</b>
<b>3) Rogers Street - Washington St. to M.F. Lewis Rd</b>				
Remove existing sidewalk	35,925	Sq Ft	\$1.50	53,887.50
New sidewalk paving	35,925	Sq Ft	\$6.00	215,550.00
Trees	85	each	\$800.00	68,000.00
Lights	34	each	\$5,000.00	167,500.00
Reset granite curbing	3,250	Ln Ft	\$15.00	48,750.00
New granite curbing	478	Ln Ft	\$33.00	15,774.00
Street Patch & Seal	9,777	Sq Yd	\$2.50	24,442.50
Catchbasin relocation	20	each	\$1,300.00	26,000.00
Subtotal				619,904.00
Contingency @ 15%				92,985.60
<b>Total this area</b>				<b>712,889.60</b>

**City of Gloucester**

**Streetscape and Building Facade Improvements Study**

Draft - June 22, 1995

**Cost Estimate for Streetscape Improvements**

**Option C**

	Quantity	Units	Unit Price	Total
<b>4) Rogers Street - M.F. Lewis Rd. to Prospect St.</b>				
Remove existing sidewalk	10,465	Sq Ft	\$1.50	15,697.50
New sidewalk paving	10,465	Sq Ft	\$6.00	62,790.00
Trees	85	each	\$800.00	68,000.00
Reset granite curbing	825	Ln Ft	\$15.00	12,375.00
New granite curbing	192	Ln Ft	\$33.00	6,336.00
Street Patch & Seal	6,745	Sq Yd	\$2.50	16,862.50
Subtotal				182,061.00
Contingency @ 15%				27,309.15
<b>Total this area</b>				<b>209,370.15</b>
<b>5) Main Street - Pleasant St. to Prospect Street</b>				
Remove existing sidewalk	38,734	Sq Ft	\$1.50	58,101.00
New sidewalk paving	38,734	Sq Ft	\$6.00	232,404.00
Trees	76	each	\$800.00	60,800.00
Lights	35	each	\$5,000.00	172,500.00
Reset granite curbing	3,505	Ln Ft	\$15.00	52,575.00
New granite curbing	405	Ln Ft	\$33.00	13,365.00
Street Patch & Seal	8,505	Sq Yd	\$2.50	21,262.50
Spring Street Park:				
Trees	4	each	\$800.00	3,200.00
Paving	1,290	Sq Ft	\$6.00	7,740.00
Landscape beds	360	Sq Ft	\$12.00	4,320.00
Lights	2	each	\$5,000.00	10,000.00
Benches	2	each	\$500.00	1,000.00
Subtotal				637,267.50
Contingency @ 15%				95,590.13
<b>Total this area</b>				<b>732,857.63</b>
<b>6) Flanagan Square</b>				
Site demolition	5,635	Sq Ft	\$1.50	8,452.50
New sidewalk paving	2,010	Sq Ft	\$6.00	12,060.00
Trees	5	each	\$800.00	4,000.00
Landscaped areas	2,500	Sq Ft	\$12.00	30,000.00
Subtotal				54,512.50
Contingency @ 15%				8,176.88
<b>Total this area</b>				<b>62,689.38</b>

**City of Gloucester****Streetscape and Building Facade Improvements Study**

Draft - June 22, 1995

**Cost Estimate for Streetscape Improvements****Option C**

	Quantity	Units	Unit Price	Total
<b>7) Porter Street</b>				
Site demolition	5,752	Sq Ft	\$1.50	8,628.00
New sidewalk paving	5,252	Sq Ft	\$6.00	31,512.00
Lights	4	each	\$5,000.00	20,000.00
Trees	5	each	\$800.00	4,000.00
New accessible ramp	500	Sq Ft	\$35.00	17,500.00
Subtotal				81,640.00
Contingency @ 15%				12,246.00
<b>Total this area</b>				<b>93,886.00</b>
<b>8) Parsons Street</b>				
Site demolition	4,315	Sq Ft	\$1.50	6,472.50
New sidewalk paving	3,865	Sq Ft	\$6.00	23,190.00
Trees	14	each	\$800.00	11,200.00
Landscaped areas	1,243	Sq Ft	\$12.00	14,916.00
New metal guardrails	187	Ln Ft	\$35.00	6,545.00
Bollards	7	each	\$500.00	3,500.00
New granite curb @ planter	65	Ln Ft	\$33.00	2,145.00
Lights	4	each	\$5,000.00	20,000.00
Subtotal				87,968.50
Contingency @ 15%				13,195.28
<b>Total this area</b>				<b>101,163.78</b>
<b>9) Police Station Plaza - New Accessible Ramps</b>				
Ramps	1,450	Sq Ft	\$35.00	50,750.00
Subtotal				50,750.00
Contingency @ 15%				7,612.50
<b>Total this area</b>				<b>58,362.50</b>
<b>10) Gus Foote Park</b>				
Site preparation/ demolition		Sq Ft	\$1.50	0.00
New sidewalk paving	4,475	Sq Ft	\$6.00	26,850.00
Planting beds / hedges	1,715	Sq Ft	\$12.00	20,580.00
Trees	5	each	\$800.00	4,000.00
Lights	9	each	\$5,000.00	45,000.00
Bollards	6	Ln Ft	\$500.00	3,000.00
New Metal Railing	225	Ln Ft	\$35.00	7,875.00
Benches	3	each	\$500.00	1,500.00
Subtotal				108,805.00
Contingency @ 15%				16,320.75
<b>Total this area</b>				<b>125,125.75</b>

**City of Gloucester**

***Streetscape and Building Facade Improvements Study***

Draft - June 22, 1995

**Cost Estimate for Streetscape Improvements**

**Option C**

	Quantity	Units	Unit Price	Total
<b>11) Municipal Parking Lot</b>				
Repave/restripe parking area	23,656	Sq Ft	\$5.00	118,280.00
Landscaped areas	1,050	Sq Ft	\$12.00	12,600.00
Lights	4	each	\$3,000.00	12,000.00
New granite curbing	266	Ln Ft	\$33.00	8,778.00
Subtotal				151,658.00
Contingency @ 15%				22,748.70
<b>Total this area</b>				<b>174,406.70</b>
<b>12) Gloucester House / Harbor Cove Entrance</b>				
Site Grading	200	Cu Yd	\$1.50	300.00
Pave roadway and parking area	1,815	Sq Yd	\$5.00	9,075.00
New sidewalk	2,550	Sq Ft	\$6.00	15,300.00
New granite curb	250	Ln Ft	\$33.00	8,250.00
Trees	6	each	\$800.00	4,800.00
Lights	5	each	\$5,000.00	25,000.00
Subtotal				62,725.00
Contingency @ 15%				9,408.75
<b>Total this area</b>				<b>72,133.75</b>
<b>Total - all areas</b>				<b>\$2,557,302.73</b>