

CITY OF GLOUCESTER

THE COMMUNITY DEVELOPMENT PLAN FOR THE CITY OF GLOUCESTER, 2001



A Comprehensive Plan

Prepared for:
The City of Gloucester, Massachusetts

Assembled by:
The Cecil Group, Inc.

August 13, 2001

A VISION FOR GLOUCESTER



As a place to live. Gloucester will be a satisfying home for residents of diverse cultures and economic circumstances, who will have the choice to live within the community and in neighborhoods that maintain their special identities.

As a place to work Gloucester will be a productive and supportive community that provides excellent jobs based on existing knowledge and skills of residents with diverse skills, interests and needs, through a range of thriving businesses.

As a place to visit Gloucester will provide a variety of experiences and destinations that are appealing because they are part of a genuine and unique living community that proudly reflects its history.

As a place to appreciate . . Gloucester will protect the astonishing diversity of environments, natural resources, waterfronts and working port, landscapes, built areas, and open spaces . . . each that provide different perspectives throughout the changing seasons of the year.

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SUMMARY

People in the City of Gloucester love their home-city - largely because it really is a PLACE, as the Vision states, a place to live, to work, to learn and appreciate, and because of that, a place to visit. Those were the sentiments expressed in the Community Development Plan, 2000 planning process in a variety of ways: through photographs submitted to the Photo Essay project, through contributions to a long list of Special Places, and in comments during meetings, workshops, and Forums. The Vision for the City reflects that thinking.

Furthermore, the residents like the city as it is, and they hope to maintain the present character as much as possible, placing high value on the diversity of people, cultures, talents and skills, work opportunity, and spectacular natural beauty. Where change is inevitable, people express a desire to manage that change in a way that new will blend and fit in with what is already here. Where change is preferred: cleaning and repairing the city, providing for housing for all income levels, and stimulating job placement so that people can live and work in the city, people want pro-active policies and actions to encourage change, and they want to be involved in planning for those changes.

During the two years of discussion, people from throughout the city were encouraged to participate in the Plan 2000 planning process, called "citizen-driven" by the Planning Board, charged by City Charter and State law to produce a plan. "Citizen-driven", it was, as Plan 2000 participation grew and reached out to residents of the city, eager to be included. Together, those participants raised issues, discussed issues and arrived at ways to resolve differences of opinion and value, and explored ways of working to meet the Vision of maintaining the character of the city.

Plan 2000 participants prepared a set of Goals and Objectives and developed Strategies for reaching those Goals and Objectives, which are presented in this Plan as policy recommendations and suggestions for actions. The intent is that this Plan will guide, rather than dictate, official decision-making in the city and will influence public, private and individual actions in the next five to ten years. The following is a brief summary of the City of Gloucester Comprehensive Plan:

ELEMENTS OF THE PLAN

The Plan is comprehensive in scope, and establishes coordinated recommendations that address fundamental, citywide issues. It is organized by categories linked to City administration and regulation. These elements are interrelated; the order of presentation does not express priority.

The Land and its Resources

This section of the Plan focuses on the physical environment of Gloucester.

- Land Use - The Plan calls for new policies and regulations on land use, to protect the quality-of-life and environmental and visual assets, to increase the supply and decrease the cost of housing, and to control the intensity of use by following existing development patterns. It establishes the basis to revise zoning and subdivision regulations that meet performance standards, and to create new tools to manage growth and realize Plan objectives.
- Open Space - The Plan establishes a process to set priorities for the preservation and protection of private and public open space and recommends establishment of an Open Space and Recreation Committee to plan and manage open space protection.
- Natural Resources and the Environment - The Plan reinforces existing policies to protect environmental and natural resources by recommending new actions and regulations to preserve water, air, and the very rock and ledge upon which much of Gloucester is built.

Community Focal Points

This section addresses protection and enhancements of special districts of Gloucester.

- Harbor and Waterfront - The Plan incorporates recommendations of the Harbor Plan and provides additional recommendations to enhance public access and water-dependent use.
- Downtown - The Plan recognizes the importance of the downtown to the civic and economic life of the city and provides recommendations to bring renewed resources to its stewards, the Downtown Development Commission and City departments.
- Villages and Neighborhoods -The Plan proposes processes to reinforce the distinctive qualities and identities of villages and neighborhoods, so that they are not blurred by sprawling new development.

Life of the City

This section of the plan proposes ways to enrich the quality-of-life for everyone.

- Housing - The Plan calls for City actions that will promote an increased supply of quality housing for all levels of income, with modifications in land use regulations and practice, supporting increased density, where appropriate. A Housing Coalition of multi-discipline housing interests, to address and assist in housing issues, is recommended.
- The Economy - This Plan recommends that the City prepare an Economic Plan and take

actions to expand the local economy and support excellent jobs for residents. It emphasizes the role for the City to support infrastructure that will allow businesses to grow and expand. The Plan recognizes the importance of tourism to the local economy and recommends actions that enhance the value of tourism, while protecting the character of a genuine, living community.

- Historic Resources - The Plan calls for actions and recommends methods and assistance to protect historic places, and to celebrate the heritage of the city. It includes suggestions for actions by the Historical Commission and Historic District Commission.
- Education - The Plan links educational priorities to broad community goals, with emphasis on literacy programs, adult training and education, and other programs that serve the community's needs and aspirations, in addition to continued commitment to quality education for children.
- Arts and Culture in the Community - The Plan recognizes Gloucester as home to an extraordinary artistic and cultural community and suggests actions to strengthen both the artistic and economic aspects of this wealth of expression. These include promoting opportunities to connect with the community through the efforts of the Gloucester Cultural Council and the Committee for the Arts.
- Health and Social Services - The Plan seeks City and public support for continued acute care services at the Addison Gilbert Hospital. It recommends actions for the Health Plan Steering Committee and City action to maintain a healthy environment through enforcement of regulations and attention to public health issues.

Public Infrastructure

The health of the city is determined in large part by the infrastructure that supports it. This Plan asserts that public infrastructure should be managed to meet planning goals.

- Transportation - The Plan recommends taking steps to direct and calm traffic and prioritize and implement improvements to public safety. It promotes expansion of the bus system, supports improvements at the rail stations, encourages expansion of water transportation, and recommends sidewalk upgrades to encourage walking. It recommends a Mobility Planning Committee and preparation of an Access Management Plan.
- Public Facilities and Services - The Plan places high value on quality services to maintain quality-of-life and value to the entire community. It recommends linking decisions on public facilities and services to the larger context of the City's goals through the Capital Improvements Program (CIP).

Planning and City Administration

The Plan recognizes the need to broaden the decision-making process. It calls for improved coordination among the actions of the Mayor, City Council, boards, commissions, City departments, and the public, through planned communication and participation and public information. Coordination and communication is assigned to the Community Development Department, which will require organization and staff adjustments. And finally, the Plan recommends a process to monitor progress on implementation of this Plan.

Implementation

Any plan is successful only in its implementation. With thoughtful new direction for policy and rule changes recommended throughout this Plan, a system of implementation is required and is supplied in an Implementation Table. This Table outlines tasks, assigns responsibility and suggests a time-line and priority for actions throughout the next ten years. The Implementation Table will be useful to City staff, boards and commissions and to the Plan Implementation Committee and Planning Board, as they monitor progress and conformance. Most important, the Plan and Table can be used by interested citizens to maintain stewardship for the City Vision and to assess actions and decisions.

Acknowledgements

This section includes a list of participating residents and City staff, who gave time, thought, and creativity to the process.

Plan Approval

The Planning Board approved this Plan, by unanimous vote, on August 13, 2001.

I. INTRODUCTION

I.A THE COMMUNITY'S VISION

This Plan expresses a Vision for Gloucester, founded on its cultural, economic, and environmental diversity. The Vision serves as the introduction to this document, and should be read carefully, its messages echoed throughout the Plan. This Vision shows appreciation for the existing qualities of Gloucester; and recognizes that preservation of these features can happen only through thoughtful action. Change and growth will occur, with or without a plan; the Plan seeks to control that change, reflecting the widespread community concern that diversity will diminish and that character will fade.



This Plan was prepared through citizen participation, rather than through traditional methods of planning. The Plan has many authors who have labored over the issues and choices that confront the city.

This Plan is constructed around community values that set standards for success into the foreseeable future, while recognizing that progress in realizing the Vision will be incremental. Some steps should be taken very soon, others will take longer. By following a steady path, the City can reach the full, long-term Vision of this Plan.

I.B. THE ROLE OF THE PLAN IN GLOUCESTER'S FUTURE

Setting a Policy Framework and an Agenda for Action

This Plan establishes a positive policy framework that sets expectations for performance. Interrelated Goals and Objectives and agenda for action are built on strategies to achieve the City Vision. This is not a traditional plan of data collection and analysis followed by specific recommendations. The Plan should guide decisions by the Mayor, City Council, and of the boards and commissions. Existing regulations and policies should be reviewed and revised to reflect the Goals and Objectives of the Plan. As a policy framework, it can also inspire parallel adoption of supportive policies by organizations with missions linked to the future of the City.

As an agenda for action, the Plan lists suggested strategies and responsibilities. In most cases, existing boards, commissions and City agencies will be responsible for carrying out the agenda. It should be used to assign tasks and responsibilities. In some cases, the Plan recommends new committees and staff positions to provide focused guidance. The agenda should be used to allocate resources through operating budgets and capital expenditures to meet specific purposes. It will also be a basis for seeking new resources from within the community and in seeking funds from state, federal, and foundation sources to achieve community goals.

Charting a Better Future for Gloucester

The Comprehensive Community Development Plan for Gloucester charts a future that could not be achieved without the new initiatives and coordinated efforts envisioned by the Plan. Without new tools, resources and commitment, the City will be far less capable of setting its own course. This Plan responds to pressing current problems and trends that have potential to reduce the quality-of-life and special identity of Gloucester.

The attractions of Gloucester and the success of the regional economy have led to tremendous pressure on the housing market as prices rise throughout the region. As long as the region maintains this economic health, there will be steady pressure for more development, resulting in higher prices for land and homes that benefit from Gloucester's geography and natural beauty. The visual character of a picturesque and distinctive community will be diminished, as traditional village patterns become blurred by dispersed low-density development. Existing pressures on the environment will increase. The City currently has limited means to alter these trends.

The economic and cultural diversity of Gloucester could gradually disappear, as those with wealth or high incomes steadily become an increasing proportion of the community. People with limited incomes - including the elderly on modest, fixed incomes - will find Gloucester increasingly unaffordable and gradually move elsewhere. People who have grown up in the community will find it too costly to continue to live in Gloucester unless they can develop the skills needed for jobs with higher-than average salaries. Workers, artists and craftspeople in the city will choose to live elsewhere, so that their paychecks are not consumed by the local high living costs. Many local employers already find it difficult to hire because of the high cost of housing; this trend could continue, choking the ability of local businesses to remain profitable, stifling growth or encouraging relocation, with a resulting loss in the tax base. The City today lacks a comprehensive strategy to protect affordability for its citizens or expand the prosperity of the community.

Meeting a Civic Obligation

A Comprehensive Plan is mandated by Section 5-1(b) of the Gloucester City Charter which states in part: "Community Development Plan - The planning board shall prepare a community development plan as authorized by MGL chapter 41, section 81-D" which, in turn, states in part: "A planning board established in any city or town under section 81-A shall make a master plan of such city or town...and from time to time may extend or perfect such plan." The Plan 2000 Committee, under the auspices of the Gloucester Planning Board, prepared this Plan through a public, citizen-driven process, called Plan 2000, administered by the Community Development Department. The last Plan for the city was done in 1990. After public

review and comment, the Plan was formally adopted by the Planning Board on August 13, 2001 and will be submitted for review and consideration by the Mayor and City Council.

Setting the Stage for the Next Steps

The recommendations of the Plan assign specific responsibilities and emphasize the need for ongoing stewardship, through an Implementation Committee. This Committee will monitor progress on the recommendations, and provide a clearinghouse to keep citizens informed on issues that must be addressed to maintain the schedule of actions called for in this report. The Plan Implementation Committee will be linked to the Planning Board, and provide annual reports to the Mayor, City Council, and boards and commissions charting the successes and additional challenges

I.C. THE PLANNING PROCESS

Process Overview

"...what remains interesting in those talks is not what we agreed upon but how, through all the complexity and confusion, we found a path to agreement. The task was to fix on the broad line along which we wanted to move, and then by increasingly specific development find what was common ground and what was not. Disagreements could be dealt with last, and would then appear not as isolated points of principle but as items in an otherwise workable scheme. We did not begin with papers, which so often divert readers to trivia, but with dialogue. To aid in it we had colleagues of high quality."

Interestingly, although this quote describes a Cold War negotiation recorded by Dean Acheson, a mid-twentieth century secretary of state, it aptly summarizes the planning process of Plan 2000 and provides guidance in implementing the resulting Plan.

Planning Process Chronology

During the first phase of Plan 2000's evolution, meetings were held to seek public opinion regarding the future of the City of Gloucester, fixing on a broad line along which we wished to proceed, culminating in a Planning Festival, held on a Saturday morning in late January 2000. Several hundred people gathered in City Hall to share their deep concerns for Gloucester's future. Two committees were instrumental in planning the Plan: the Plan 2000 Committee, a broadly based group with a purposely fluid membership and the Coordinating Committee, to organize and advise the Plan 2000 Committee on issues and activities for consideration, discussion and approval. Use of the City's web page and internet access provided new opportunities for citizens to learn about the Plan and to contribute their ideas.

The second phase "of increasingly specific development to find what was common ground and what was not" spanned the spring, summer and fall of 2000, starting with a series of meetings on key topics - land use, housing, open space, the harbor and the economy. Planning consultants, the Cecil Group, assisted in facilitating meetings and recording and interpreting results. During the Fall, interactive meetings were held in four geographical areas of the city, and five interest-area workshops - economic, housing, growth management, environment and social/cultural resources. They presented information and recorded comment. Subsequently, a citywide meeting with over 100 participants compressed and dovetailed results from the Fall meetings into prioritized Goals and Objectives.

The third and final phase of the plan's evolution, during which disagreements were dealt with last "not as isolated points of principle but as items in a workable scheme," began with a Planning Forum in City Hall in late January, 2001. Alternative strategies to meet Goals and Objectives were presented, discussed and refined through facilitated discussions among over 300 participants. Those strategies became the working drafts of this Comprehensive Plan; these were reviewed and revised by the Coordinating Committee and interested Plan 2000 Committee members and distributed as a final draft for public review and comment, prior to finalization, adoption and . . . action.

I.D. USING THE PLAN

General Considerations

This Comprehensive Plan 2001, a Community Development Plan for the City of Gloucester, is meant to be a guide for framing decisions in the city. It is a dramatic departure from typical master plans. It does not dictate, recognizing that it will function in an uncertain political climate where the level of uncertainty increases the farther one looks into the future. It was fashioned to adapt to that climate. Consequently, strategies, rather than specific solutions for specific problems, have been developed to achieve a broad range of goals and objectives. These strategies are presented as consistent comprehensive policy recommendations and suggestions for actions.

Meeting expectations and dealing with recommendations of the Plan will follow time-tested public processes in the city. Boards and commissions and the City Council will follow the same procedures that they have followed with past plans - unless they, themselves, adopt new procedures. The 2001 Plan, through its strategies approach, suggests how recommendations can be carried out to meet Plan Goals and Objectives. The 1990 Master Plan, by way of contrast, specified actions themselves. Here, it is important to emphasize that once a recommendation for action is transmitted by well-established procedures to the Council, the process by which that recommendation was generated is largely immaterial. At that point, the Council, as the city's legislative body, swings into action and ultimately votes "yea" or "nay" based on the merit, relevance and political acceptability of the recommendation.

Performance Standards

Throughout this plan, recommendations suggest actions and development to conform to neighborhood character, to meet certain expectations, and to protect special places. This can not be accomplished through traditional zoning (the basis of existing Gloucester land use regulations) with specifications and numerical standards that apply inflexibly to all projects. Suggested approaches to regulations rely, instead, on performance standards that allow a range of actions, as long as the impacts perform to clearly articulated objectives and meet previously agreed expectations. Performance standards may apply to neighborhood character, to individual site features, environmental integrity, or traffic or noise that might be generated, and become the basis for determining acceptable proposals. Performance standards will be added over a baseline of acceptable zoning standards. The Community Development Department and City boards and commissions and the City Council, all with liberal measures of public process, will be responsible for developing and approving performance standards and application procedures.

Implementation

Successful implementation of the 10-year plan will depend upon careful monitoring, thoughtful oversight and periodic reporting by the Plan Implementation Committee, called for in the Plan. Because implementation of the Plan will require the combined efforts of current and Plan-proposed City staff, as well as citizen-member boards, commissions and committees, the Implementation Table presented in the last section of the Plan will prove useful for managing implementation activities and for providing a baseline to monitor progress. This table summarizes the recommended actions and suggests priorities and a time frame for these actions. From that summary, readers can refer to the Plan elements that include Goals and Objectives and the strategies for realizing these Goals and Objectives that were agreed upon throughout the lengthy public process and approval period. Nothing is set in stone; responsibility may be more effectively carried out by entities different from those envisioned by Plan authors; the Table is a starting place.

Amending The Plan

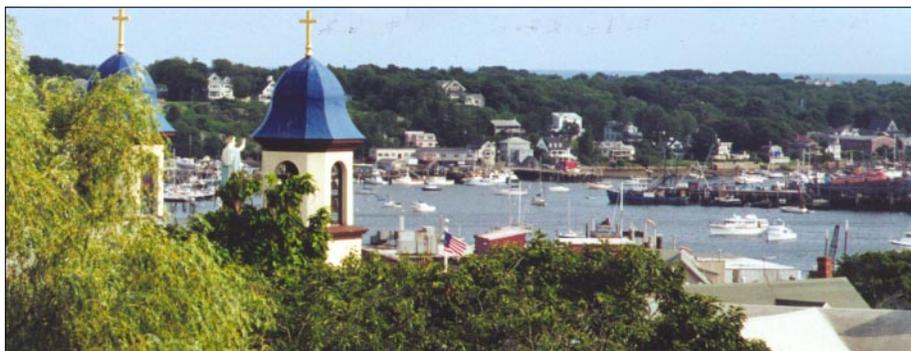
In situations where formal amendments are necessary, the same public process employed in generating the Plan can be used in proposing amendments to the Plan. Massachusetts General Law, Chapter 41, Section 81-D dictates that the procedure for amending the Plan is the same as adoption of the original Plan. In this way, the Plan can continue to evolve as the City Council and boards and commissions and the Plan Implementation Committee present draft amendments for approval by the Planning Board.

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II. THE LAND AND ITS RESOURCES

The land that is Gloucester is twenty-six square miles of varied terrain, coastal natural resources and spectacular views. A large part of the city is an island, shared with the Town of Rockport, separated from the cape-mainland and remainder of the city by the Annisquam River and Ipswich Bay. The island side is reconnected to the mainland by two automobile bridges: the beautiful, 20th Century, A. Piatt Andrew Bridge, and the Blynman Drawbridge, affectionately called "The Cut," and a railroad bridge. This rocky cape is defined by the sea around it, with over thirty-five miles of coastline along the Atlantic Ocean, harbors and coves, and the Annisquam River.

Originally called "le Beau Port" (Beautiful Port) by Samuel Champlain who visited in 1605-06, Gloucester was officially colonized in 1623, one of the first settlements in the country. Some of the land, a few remaining houses, and a large part of the natural splendor remain much as they were 400 years ago. Whenever two or three people are gathered together in the city, talk eventually centers on the importance of that past and how we can retain at least a part



of it, while continuing to meet the needs of a changing society. And those were the thoughts uppermost in Plan 2000 participants and the essence of this first section of the Plan: to provide the tools to maintain the wonder of the land, to manage change and growth, and to provide for the quality-of-life that people have come to expect.

Nearly half of the land area of the city makes up the West Gloucester and Magnolia neighborhoods, which are less densely populated than the city as a whole. Much of this land is undeveloped and maintains its natural qualities - from beach dunes and marsh to inland wetlands to massive ledge outcroppings, a large part of it set aside for watershed protection, and much of it is owned by the City or non-profit organizations for recreation and preservation purposes. On the other hand, much of this undeveloped land is privately owned, with several large tracts of land that are ripe for development. With the pending introduction of sewer lines, this area offers the City both challenges and opportunities to harness growth to meet community goals. The City is taking measures to exercise some control over development potential with the "West Gloucester Land Use and Wastewater Plan."

Naturalists and scholars have written volumes about the land and the natural resources of this bit of geography called Cape Ann. People believe passionately that planning should pay close attention to these studies. The following is a sample of that writing:

Terminal Moraine across Cape Ann

"The geology of Cape Ann has been an important resource for the scientific community for over a hundred years. Texts of the late 19th century used the terminal moraine across Cape Ann, particularly Dogtown as primary evidence for the glaciation of the East Coast and the eventual changes in the topography which resulted. At the time of those studies Cape Ann was virtually denuded of trees and the distribution of rocks was easily read. A large proportion of the rocks dropped by the glacier are still located across Cape Ann, including Magnolia where unique rock formations and distributions have been hidden and largely forgotten as 20th century woodland regeneration and housing density increased ...

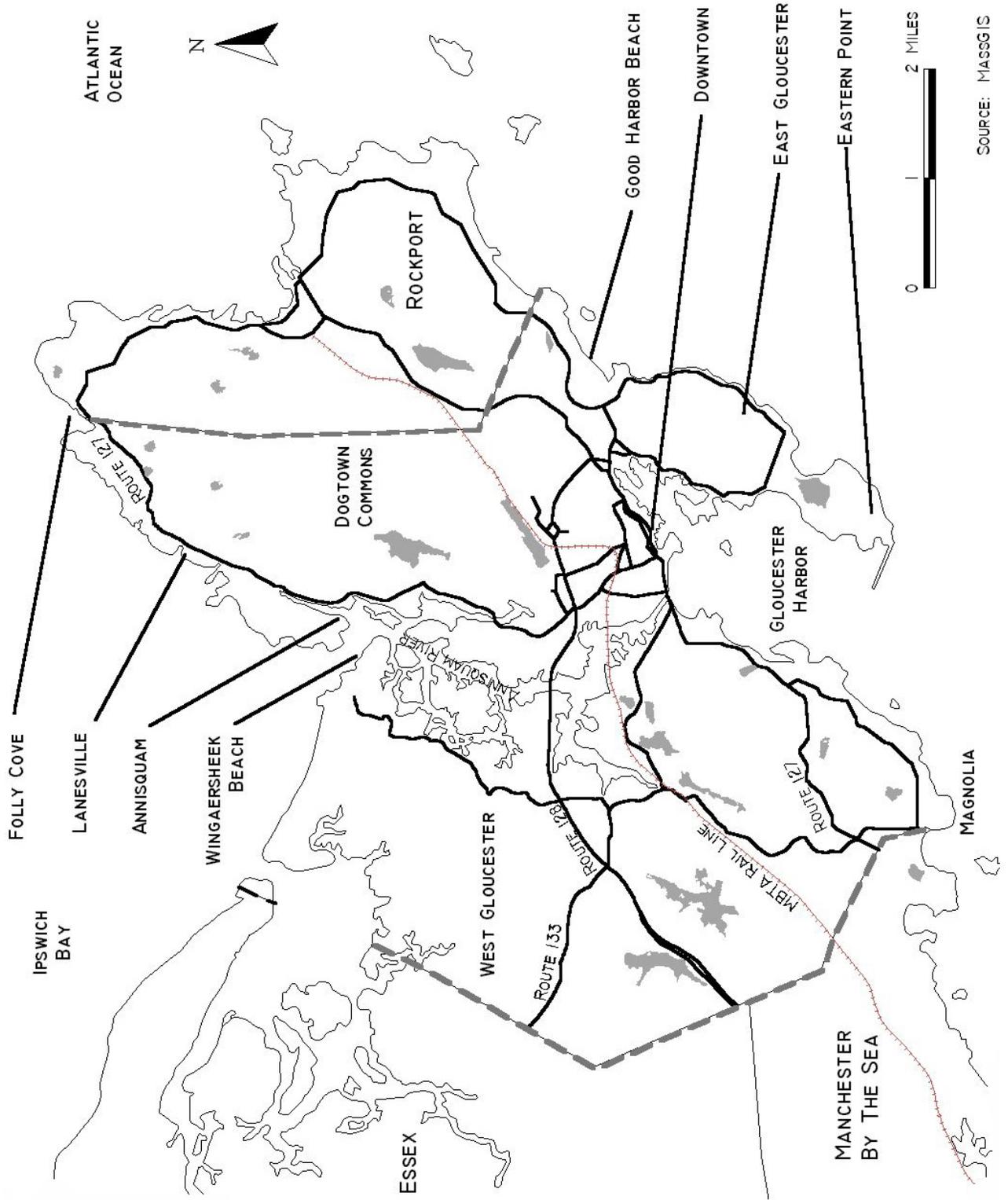


Today open space loss jeopardizes the natural ecological features that are part of the immediate location of a rock or tumble of rocks - owls watch over them to catch small mammals and leave their pellets as evidence." - Vilma R. Hunt, Magnolia

The historic pattern of development concentrated settlements along the rocky shoreline, and only occasionally in the interior of Gloucester. This traditional use of the land can be a model for the future, providing historic patterns responsive to Gloucester's geography and efficiency in terms of the infrastructure that serves them.

With the varied terrain and landscape and natural features throughout the city, adequate controls and protective measures must be tailored to fit the different requirements of each characteristic. These values and controls cross back and forth among the areas covered in these first three sections of the Plan: Land use, Open Space, and Natural Resources and the Environment.

THE CITY OF GLOUCESTER



II.A LAND USE

Regulation of land use provides the City with one of its most powerful tools to shape the future. Through zoning and land use regulations, the City can influence the character and extent of land uses employed by the private sector. The City can influence public stewardship and use of land through its own actions. This section of the Plan provides a new perspective on making land use decisions to assist in fitting new development and land use changes to the community's long term vision. Because of the importance of open space as a land use, this dimension of Gloucester is emphasized in a section of its own.

II.A.1. RESOURCES AND TRENDS

Gloucester's land is predominately devoted to residential uses and open space. As true of most communities, current zoning sets aside a relatively small amount of land for commercial uses. Of the land available for new development or reuse, relatively little area remains for commercial uses, with significant implications in terms of the tax and employment base for the City. At the same time, substantial tracts of open land remain available for residential

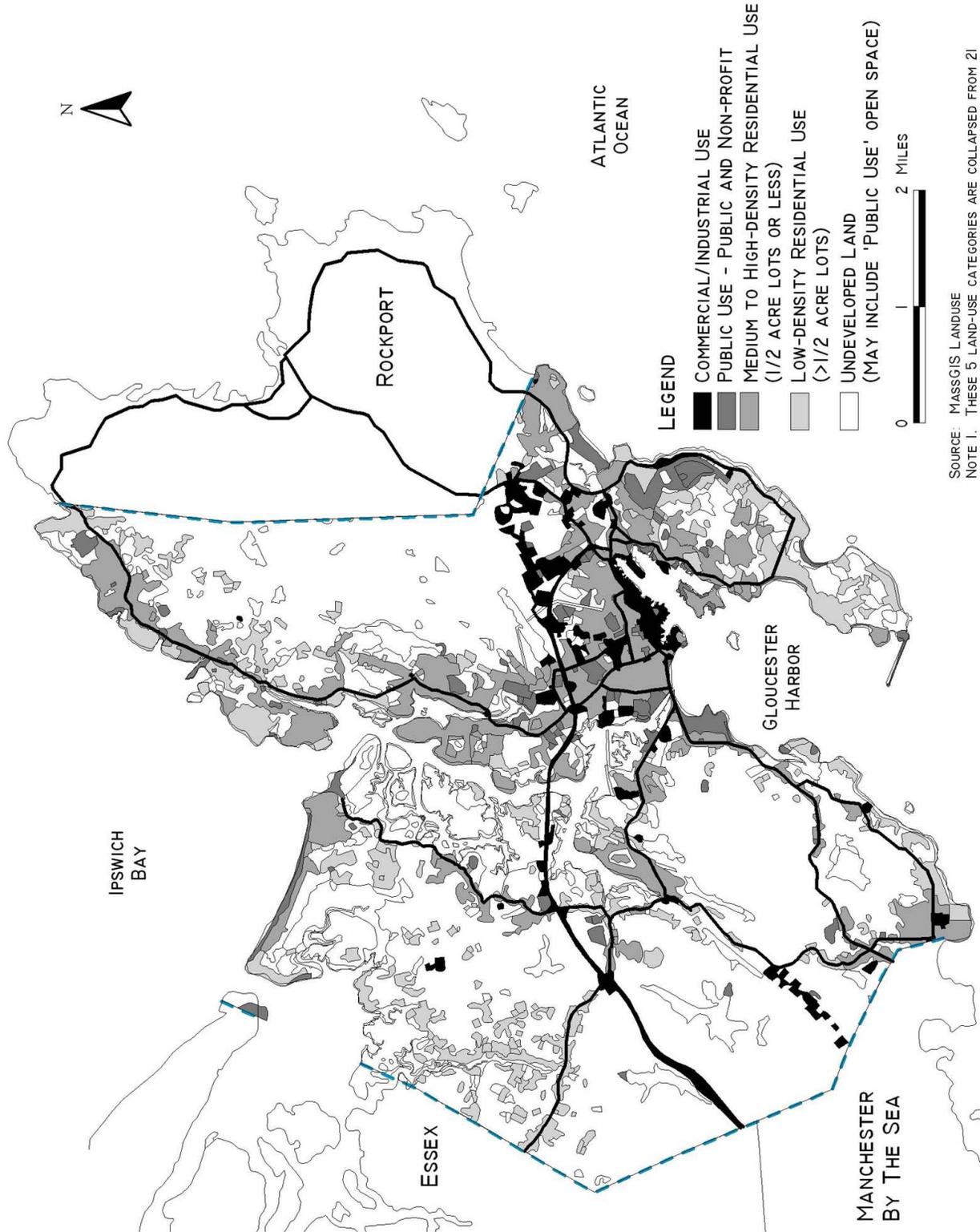


development. This residentially-zoned land is vacant today because of high infrastructure and site improvement costs relative to the market returns on investment. However, market forces are changing, and may dramatically shift from those past trends and toward new large scale residential development that can absorb the higher costs of developing remote and difficult areas.

Development pressure and demand for housing have increased throughout the entire North Shore region. Gloucester is a particular target for this demand, in large part because of the natural beauty of its geography and the waterfront views and locations. Residential infill development has occurred on land that was previously considered 'unbuildable' because of granite ledge that was expensive to remove, and wetlands or generally poor drainage that limited use of sites. Increased land values and sewer extensions, both private and public, have opened these locations to potential for development.

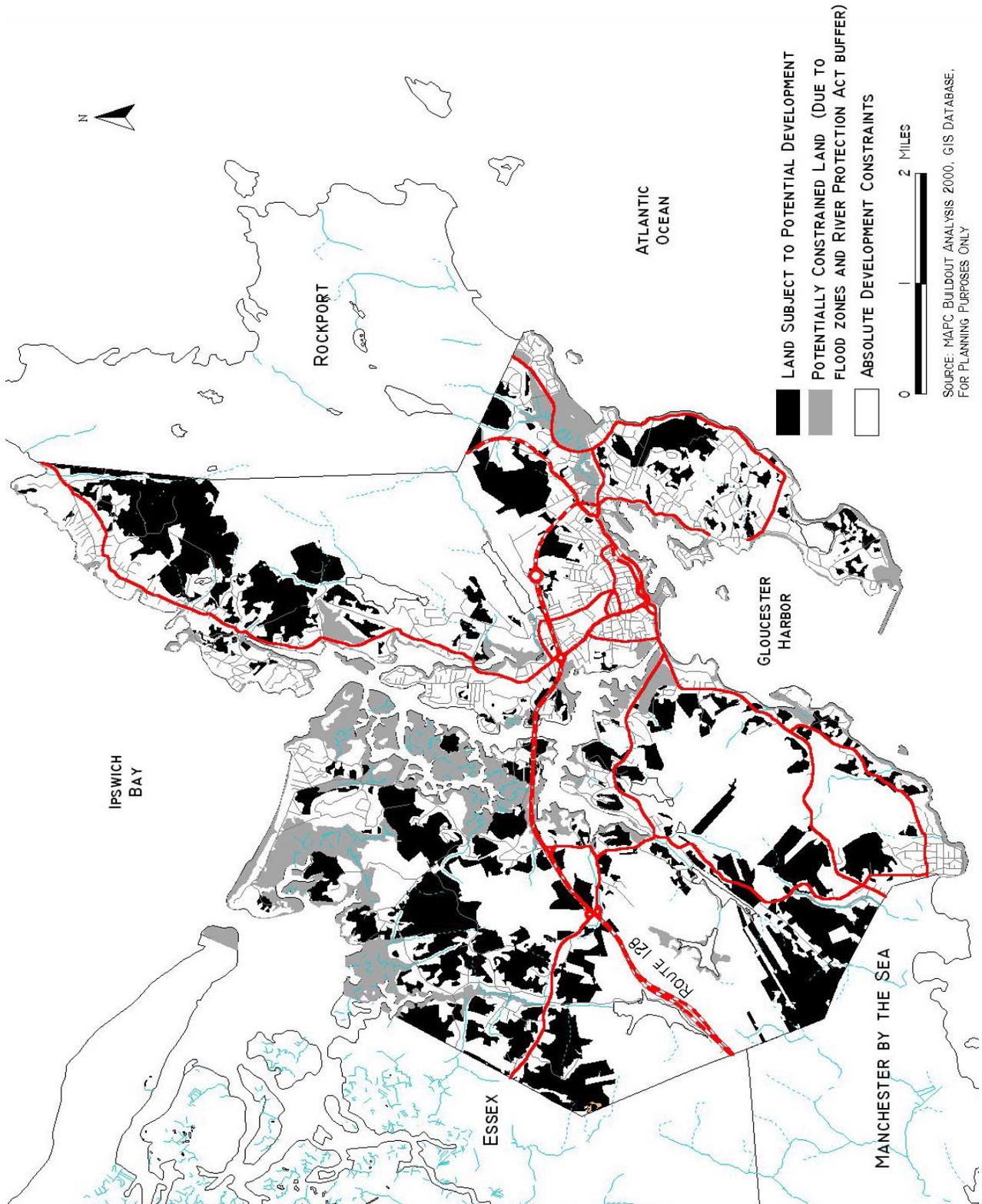
A useful measure of potential change in land use is called a "buildout study", which projects the logical limit of development under existing zoning and land characteristics. Buildout analysis performed for Gloucester by the Metropolitan Area Planning Council, the regional planning agency, dated December 1999 shows that 4,046 new single family residential units are possible in the future under prevailing zoning. Applying a rate of 64 new single family residential units per year from the period 1991 to 2000, one estimate is that there would be an addition of 1,280 new residential units by 2020. Assuming 2.3 persons per unit, this number translates to approximately 2,944 residents in the 20-year period, about a nine percent increase -- if

EXISTING LAND USE PATTERNS



SOURCE: MASSGIS LANDUSE
 NOTE 1. THESE 5 LAND-USE CATEGORIES ARE COLLAPSED FROM 21 CATEGORIES THAT WERE ORIGINALLY DERIVED FROM AERIAL PHOTOGRAPHS. (THE INFORMATION IS NOT PARCEL SPECIFIC)
 NOTE 2. FOR PLANNING PURPOSES ONLY.

LAND SUBJECT TO POTENTIAL DEVELOPMENT



those units were all single-family. If this trend continues, new services to support residential development will be needed, increasing demand on schools, water infrastructure, parks, police and fire protection.

Land uses in Gloucester are also linked to the infrastructure system that has developed over the past 400 years, including the network of roads. A single arterial road, Route 127, circles the outside of the northern part of Cape Ann, which includes Gloucester and Rockport. Route 127 and an inland road, "the high road", are the only connections to Rockport. Commercial, industrial and residential development has followed the roads and moved inland onto secondary roads. The trend continues, with new roads carved into the woodlands and hills, inviting new development with its accompanying infrastructure, leading to further cycles of infrastructure and development investment.

Strategies to redirect development to areas already served by infrastructure and limiting extension into remote, low-density areas could help minimize impacts on the environment and reduce the public costs of roads and City services, such as water and sewer.

Persistent water supply and distribution limitations can affect the City's capacity to sustain population growth. State of the art water supply protection techniques promote preservation of water quality and existing supplies. There are increasing challenges in providing the quality and quantity of water that users expect. As discussed in Public Facilities and Services, an essential question that must be addressed is whether it is feasible to expand water supplies, or whether supply limitations provide a rationale to manage future growth to a greater degree? As watersheds do not recognize political boundaries, it is essential to work with the towns of Rockport, Essex and Manchester-by-the-Sea to foster adequate water reserves for the future.

This Plan recognizes that the vision for the future will require revising zoning provisions and conditions. Current zoning employs standardized approaches to development, with little variation to account for the special quality of Gloucester's land and environmental resources. This Plan recommends "performance zoning" as the alternative to traditional land use zon-

Performance Standards for New Development

Throughout this Plan, recommendations direct development to conform to neighborhood character and protect special places. This cannot be accomplished with inflexible specifications or numerical standards that apply to all projects within the same zoning designation. That traditional approach is the basis of existing Gloucester land use regulations. New approaches to regulations rely instead on "performance standards" that allow a range of actions, as long as the impacts "perform" to clearly articulated objectives. Such performance standards may be concerned with the amount of traffic or noise that might be generated, and employ this as a basis for determining acceptable proposals. The Community Development Department will have to work closely with boards and commissions to develop a set of performance standards to meet the expectations of this Plan.

ing. Performance zoning provides for flexible use of planning tools and regulations to meet goals for development. Standards are further refined through public debate and process. Setting these new standards and conditions requires information and public participation to understand what people value and wish to see preserved, building on the steps taken in the Plan 2000 process.

II.A.2. GOAL

Manage growth with methods that reinforce the existing pattern of developed density and open space and are in harmony with the special site features and existing scale and fabric of the neighborhoods that distinguish Gloucester.

II.A.3. OBJECTIVES

- Ensure that the Zoning Ordinance, regulations and codes reflect Gloucester values.
- Develop comprehensive and innovative policies and practices that require new development to be environmentally sustainable.
- Establish an effective land-use oversight system, by formulating strong standards, precise evaluation criteria, clear guidance and flexible, powerful regulations that are unambiguous to the public, applicants and interested parties.
- Ensure that new development fits into existing infrastructure capacity or ensures that new development pays its way by providing durable utility extensions that are affordable to service.
- Work with neighboring communities to identify common land use interests, establish strategies and address mutual concerns, such as watershed management, preservation of natural greenbelt wildlife corridors and transportation issues.
- Develop a process for securing funds for land banking, planning for historic preservation, open space preservation and affordable housing development.
- Support enforcement of land use regulations, plan approval conditions and restrictions on development.
- Provide regulations and official actions to protect public view sheds, by-ways and special places that are unique to Gloucester.
- Institute site plan and design review to guide and promote high quality development, minimize adverse impacts, and preserve the visual character of the natural and built environment.

- Promote efficient land use, by providing increased opportunities for multi-family dwelling units, live/work and loft space development, and mixed-use.
- Promote transit-based development that improves the relationship between bus and rail facilities and the surrounding areas.
- Encourage streamlining of permitting process as a potential means to encourage desired development and greater coordination between the permitting boards and commissions and staff.
- Distribute land use information.
- Provide zoning that encourages development of affordable housing.
- Protect industrial park space and land zoned for non-residential use.

II.A.4. STRATEGIES

Strategy I. Revise the Zoning Ordinance and Subdivision Regulations to reflect and protect natural and built assets and to realize the City's vision.

Planning for the future of the city should direct development to fit into and blend with the extraordinary and unique land that makes up Gloucester rather than the current generic regulations that impose use, density and site organization without regard to site conditions. Currently, variances and waivers are often used to remedy unrealistic requirements that have little to do with the site or with good planning. This project-by-project approach should be replaced by a more consistent process that promotes good site planning in the first place. Zoning should protect special site features, respect physical constraints, promote consistency in scale with existing neighborhoods, follow existing public infrastructure, and support business development in appropriate locations.

Criteria for permitting should be established to meet site-specific conditions and to blend with the neighborhood. These criteria should be applied in expanded site plan and design review of projects that exceed certain scale, types or impacts.

Such site-specific considerations require extensive revision to existing ordinances and regulations, which will take time and dedicated effort. The revision process should include the following steps:

- Establish interim zoning regulations that restrict new development projects unless they satisfy interim site planning standards.
- Review current requirements to assess their strengths and weaknesses, investigate ap-

proval records and granted waivers and variances and establish a list of issues to be addressed, as an example -- from recent experience -- the Common Driveway Provision, Adequate Access Requirement and the Road Improvement Plan.

- Conduct a neighborhood land use review with public participation, establishing desirable use and site planning concepts and creating recommendations for use patterns, buffers, density, scale, siting, and site development standards. Permitted uses, consistent with this Plan, might introduce new categories of housing, and a mix of uses that support village character, such as small scale neighborhood businesses that provide convenient goods and services with few impacts.
- Refine the inventory of special places developed as part of the planning process, and as a result of neighborhood public input, on special places, scenic resources and views that might be protected through new site planning and design standards.
- Review the literature and evaluate successes and failures of similar communities who have sought to manage growth through new zoning and subdivision regulations.
- Prepare draft revisions for public review, discussion, further revision and subsequent formal adoption by the City.
- Evaluate the success of the zoning ordinance on an annual basis, and amend the ordinance, if required, to ensure that the effect is as intended.

Strategy 2. Develop density standards based on existing infrastructure and development patterns.

Gloucester's desirable qualities are linked to variable density, from the clustered buildings of the downtown and village centers to the concentrations of homes in neighborhoods to rural, low-density areas. Stretches of open space with sparse development create clear and attractive separations between clustered development. The utility and roadway networks follow a similar pattern.

Using the Computer to Plan for Change

Illustrative studies should be conducted to help plan new density standards. For example, Using Geographic Information System (GIS) mapping, the Community Development Department might prepare an illustrative "build out" analysis that directs new development and reuse to land and locations already served by public infrastructure and are already developed. New use and reuse should be encouraged to blend with existing densities and neighborhood character through standards and zoning incentives. Density might be reduced in other areas in order to maintain the balance sought by this Plan. In all cases, "smart growth" principles should be employed, adding to existing structures and already built and serviced uses.

Strategy 3. Develop standards for Site and Design Review, to encourage new development patterns to fit this Plan and City vision.

Standards for Site and Design Review should be proposed by the Community Development Department to be approved and used by permitting boards, commissions and City Council. Design standards typically convey qualities to be achieved rather than the uniform prescriptions of traditional zoning.

Thoughtfully crafted Design Review guidelines inform all participants, the applicant and agents and the permitting board or commission, of desirable design approaches before plans are prepared or submitted. These guidelines can inspire inventive and appropriate ways to blend projects, additions and renovations with the surrounding neighborhood and natural features of the site.

Strategy 4. Develop procedures for identifying and protecting special places, view sheds and by-ways.

The Community Development Department should develop a consistent process for identifying features of the city that residents hold dear. The process should coordinate consistent regulations and programs to preserve and protect these features. A preliminary listing was begun during the Plan 2000 process.

Gloucester is widely known for the variety of natural beauty - from beaches and dunes to granite quarries to extensive native woodlands to majestic scenic vistas. These all require policies for protection and preservation. The Open Space and Recreation Plan provides an inventory of many of these special places; others are more commonplace and undocumented. In cooperation with the Open Space and Recreation Plan, the Community Development Department should develop a process to consult the public on further identifying these special places and features and then to recommend methods to preserve them - while preserving the private right to use of the land, when possible.

Methods of protection might include the following:

The Essex Sewer Project: Gloucester's Model for Coordinated Infrastructure and Land Use Planning

The City has initiated a model program for coordinating sewer improvements and providing land use planning at the same time. The City has commissioned a professional study to measure the impacts of the new sewer and provide recommendations to mitigate undesirable indirect impacts. The City sponsored the study because it recognized that the "Essex sewer connection can be a solution to pollution, but it must be properly managed or it will destroy the reason people live in the area. The West Gloucester of the Future should not find "McMansions" and increased congestion replacing the region's trees, stone walls, or open space."
(from the Request for Proposals for Wastewater Management Consultant)

- Scenic Roads ordinance to provide protection for trees and stone walls; designates selected local roads for protection.
- Tree ordinance to protect critically important trees.
- Terminal moraine protection to recognize the importance of preserving glacial deposits.
- Conservation or preservation easements to allow continued private use of land, with clearly defined restrictions that preserve special features of the land.
- Purchase or transfer of development rights or parcels of land.

As another means to protect special site features, the City, through the Planning Board and the City Council should continue to work toward adoption of the Open Space Residential/ Subdivision Design permitting process. This process of working with all interested parties, in the pre-application stage of a development proposal, identifies special features of the site and cooperatively plans the development for other locations on the site. Originally designed to apply to residential development of a certain size, this concept might be applied to single lots, to all types of development projects, to neighborhoods, and to the city as a whole.

Strategy 5. Connect land use planning with infrastructure planning and implementation.

In order to minimize costs of development - both real costs and costs to the land and environment - new development should be directed toward locations where there is existing infrastructure. Expanding land uses requires reconfiguration or extension of infrastructure - roads, power, water and some form of sewer systems. And, once new infrastructure is installed, it dramatically increases the potential for development nearby. In the past, the interdependent relationship of land use and infrastructure was only partially considered as private development and public investments advanced into the landscape.

Extensions or improvements to utility and transportation infrastructure should be evaluated in terms of growth-inducing impacts, before approval. Impact studies should be part of the permitting or approval process for both public and private projects to extend infrastructure. The growth-inducing impacts must be shown to be compatible with this Plan or should be mitigated so that new infrastructure supports the overall land use vision for Gloucester.

These impact studies should be part of the permitting process for the following:

- Public and private sewer extensions
- Public and private road improvements and extensions
- Commercial or industrial development that may have additional infrastructure requirements.

Strategy 6. Manage existing and future development to meet City environmental and economic objectives and reserve Business and Industrial Park space for commercial and industrial purposes.

Gloucester has several Industrial Parks, publicly and privately developed, that are important to the economy of the City. Since the potential for developing more parks is limited, the City has a responsibility to ensure that this land is used for this important part of the local economy. The City should ensure that industrial park space is reserved for industrial/commercial, non-residential use, maintaining the space and infrastructure for that use, thereby reducing need to search for new space to dedicate to this purpose. From an environmental perspective, the City should confirm that the parks and their tenants comply with all covenants and regulations that were agreed upon during permitting. At the same time, industrial park infrastructure should respond to technological advances and provide for access to telecommunication and other innovative technology.

These standards should apply to an entire set of permitting and location decisions that the City may be called upon to make: decisions that could influence public health and well being of neighbors or the city as a whole. These uses include, among others, truck parks, junkyards, adult services and entertainment, recycling operations, protein recovery plants, sewer and water pumping stations, and casinos.

Strategy 7. Use financial mechanisms to manage development, including incentives for desirable development and reasonable fees to mitigate impacts associated with new development.

Among tools to guide development, the City should consider greater use of financial mechanisms and incentives to encourage specific types and appropriate locations of development. Some of these mechanisms may apply to all development and recovery of the associated public costs; other financial incentives might be applied to applications where substantial benefits to the city might accrue. These tools could allow the City to dedicate future tax revenues from new development

Using Financial Tools to Manage Growth

There are some useful financial tools that the City might employ to help direct and manage future growth. Among the tools that have been useful in Gloucester and other communities are the following:

- *Tax Increment Financing: A portion of future tax revenues from a new project is set aside to provide the infrastructure that it requires, such as roadway, parking or sewer improvements.*
- *Transfer of Development Rights: This allows density to be transferred between parcels to meet public policy, with a consequent transfer value.*
- *Betterment Policy: The City can charge for the installation of public infrastructure that benefits private landowners on an equitable basis.*
- *Incentives: These exchange a financial benefit to the private sector for a corresponding benefit to the City. These incentives can include provision of additional development density to accomplish public goals, such as providing public open space or public use.*

to finance common infrastructure, and realize associated short term and long term benefits. Similarly, the City should examine the potential benefits of providing tax abatements to encourage the development of affordable housing.

The City should evaluate the direct impacts of new development on infrastructure, and recover the incurred public costs through developer-funded actions or fees to provide for a fair and accurate compensation of incremental costs due to private sector development.

Strategy 8. Ensure conformance of development to applicable standards and agreements, and examine necessity for policy changes.

Most regulations and City land use policies are followed and enforced by City staff and participating boards and commissions. Issues arise when there is a lack of staff to enforce compliance, or when the public has unrealistic expectations given existing resources, or the policy, itself, is unrealistic. These situations should be carefully examined and recommendations for remedy should be made. Areas where this examination might apply, include the following:

- Adequate City staff - may be too few or inadequately prepared for the performance expected.
- Wetland protection - the public may expect more protection than provided for by state or local regulation.
- Protect landscapes, drainage and other use patterns from negative effects of tree-cutting and vegetative clearing - protect native trees and other vegetation from clear-cutting; local ordinances and state law will have to be examined to determine which prohibitions are possible.
- Following the Capital Improvements Program (CIP) - more information and structure may be needed to increase coordination and information so that the Capital Improvements Program is followed. The report of the Capital Improvements Advisory Board should be official and public.
- Limitations on public powers - in some cases, the ability of the public to manage change is limited. For example, "Approval Not Required (ANR)," actions by the Planning Board that endorse proposed lot-line changes. The Board currently has no effective ability to alter the proposal or outcome. State law dictates ANR procedures; to change these will require working with state officials, elected and staff.

Strategy 9. Contribute to regional solutions to land use issues through expanded coordination with neighboring communities.

The City should cooperate with regional efforts to address issues that transcend municipal boundaries. On a yearly basis, neighboring communities should hold a 'summit meeting' to discuss issues near city borders. Rockport, Essex, and Manchester-by-the-Sea officials should be notified when any action is taken in Gloucester that might influence land-use in their towns. The Community Development Department should develop a procedure to allow official input into major development projects on the borders of these neighboring communities. Additionally, the City of Gloucester should develop policies to address cross-border issues, in particular watershed management, wildlife corridors, and transportation.

Strategy 10. Provide information to the public on land use regulations and decisions.

Broader public understanding of new land use techniques is needed if the City is going to create effective new tools to guide development that is consistent with the City Vision. For example, the City could enhance public information and outreach on site planning, stormwater management and drinking water protection, and it could post land use permit decisions on the City web site to enhance public awareness. The Community Development Department and the City Council should work with boards and commissions to evaluate innovative planning tools and to provide information to interested residents.

Strategy 11. Explore ways to allow land and special resources preservation, including examining benefits of adopting the Community Preservation Act.

Land preservation requires an assortment of dedicated resources and cooperative effort, not the least of them funds and continued search for more funds. Staff resources within the Community Development Department will be required to manage policy and work with the public, boards and commissions, associated non-profits and other city staff to accomplish significant preservation. Those tasks should include the following:

- Provide information on methods of accomplishing open space preservation.
- Encourage and work with organizations and individuals to create conservation and preservation easements, using tax incentives and conditions on development rights.
- Seek additional resources and funding to allow preservation.
- Manage land acquisition and land banking.

Much of this preservation effort may be done in cooperation with non-profit organizations and advising residents about avenues to dedicating land to open space and natural-state use.

Among the potential funding sources is the recently enacted Commonwealth of Massachusetts Community Preservation Act, which allows participating communities to direct new resources to three categories: preservation of open space, creation and support of affordable housing, and acquisition and preservation of historic buildings and places. The Act requires communities to prepare a plan to preserve these assets so that Gloucester's own priorities would direct the funds and actions. Local voters decide if they prefer to dedicate additional local property tax revenues to support projects identified in the Community Preservation Act Plan. The Commonwealth will match locally generated revenues, in amounts determined in part by timing of participation and the number of communities that elect to participate in the program. Annual revenues targeted to preservation purposes could range from \$400,000 to approximately \$2 million a year, depending upon the extent of participation chosen by the voters and the amount of matching funds released by the Commonwealth.

If, after careful examination of the benefits, the City chooses to pursue these state funds, all interested parties should work cooperative and aggressively for passage and release of this important money.

II.B OPEN SPACE

Traveling around Gloucester, one sees large stretches of undeveloped land; nearly all of this is categorized as "open space" for the purposes of this Plan. Some of this land is in public ownership, set aside as parks or recreational areas. Other areas in public ownership are preserved in undeveloped state for their critical contribution to water supplies. Much of the open land is privately owned, but is either undeveloped or has been developed at very low densities. Of the privately held open space, most of it has potential for development of housing.



The Plan 2000 process underlined the importance that the citizens place on this open land, and the need to establish a proactive approach to its public and private preservation. This Plan expands the framework of potential participants, exploring the value of non-profit land trusts and conservation organizations to protect land. By coordinating City and volunteer expertise, and identifying and using a variety of fiscal and planning tools Gloucester can identify, prioritize, and permanently protect open spaces and maintain them for their best use. This Plan provides strategies to assist that effort.

II.B.I. RESOURCES AND TRENDS

Of the 26 square miles of land in Gloucester, more than 40 percent, about 6,500 acres, is classified Open Space. Residents of Gloucester cherish, enjoy and benefit from this diverse space that ranges from neighborhood ball-fields to large tracts of forest, from sandy beaches to moorland bogs and upland blueberry patches, from public ways to the sea to walking trails



and historic sites, from vernal pools to hilltop lookouts. Gloucester's open spaces are found in urban locations and in wilderness, protected and unprotected conditions, and private and public ownership.

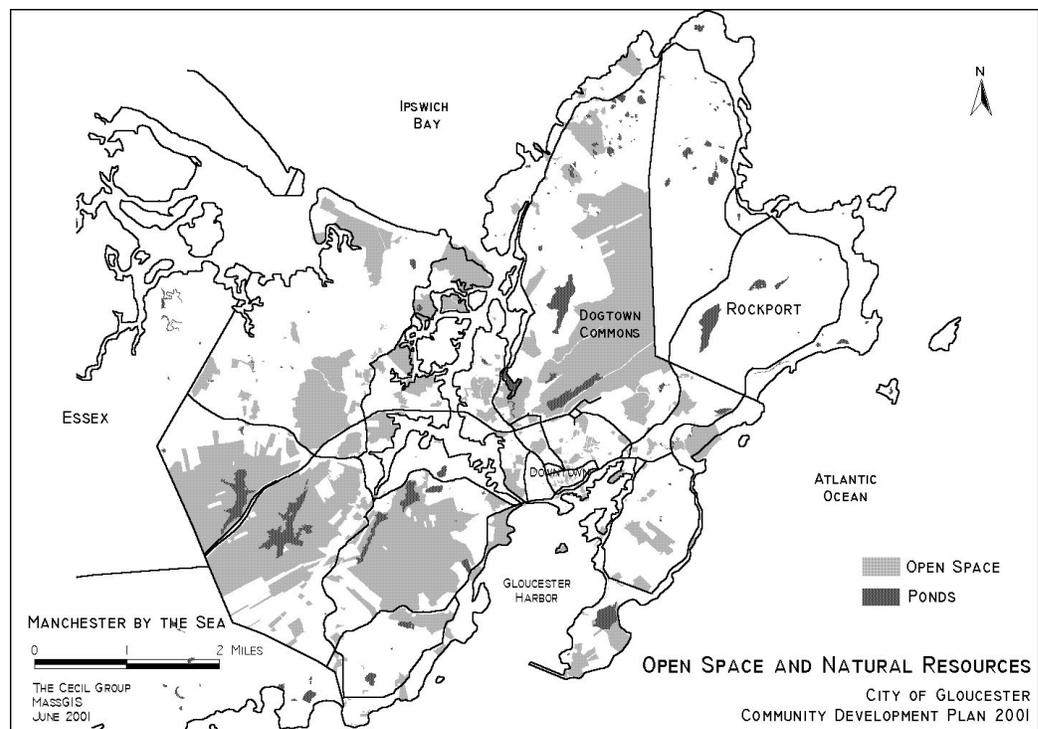
The value of the open space rests, in part, on the preservation of habitat and natural resources that can be damaged by other uses. Rare plants and animals, for example, inhabit the wild interior of Dogtown, in the middle of Cape Ann, also remarkable for its historic, recreational and watershed protection features. Hundreds of acres of land have been set aside for watershed protection, to ensure that the quality of available water will not be eroded by development.

The Open Space designation includes a wide variety of uses, including cemeteries, a private golf course, and nearly 50 public and semi-public outdoor recreation areas, such as school grounds; about 100 acres is designated for active recreation.

OPEN SPACE

Other areas emphasize more passive uses, in balance with recreation. Summer weekends, for example, bring hundreds to Stage Fort Park and adjacent Half Moon Beach, overlooking Gloucester Harbor. People stroll 'the Boulevard' along the Harbor for exercise, to enjoy the views, or watch the 'Festival of Lights' on a summer evening. Bass Rocks and Goose Cove Reservoir are other walking venues. Soccer fields, woods and trails replace the former City landfill, now called The Magnolia Woods Park. This park connects with Rafe's Chasm Park to form one tract of land, over 200 acres - with direct access to the Magnolia Rocks and the sea. Ravenswood Park, owned by the Trustees of Reservations, is used by walkers - with or without dogs - cross-country skiers, school athletic teams, mountain bikers, birdwatchers and botanists.

In addition to the beauty, scientific and recreational value, open space contributes to the local economy. Good Harbor and Wingersheek Beaches typically attract thousands of beachgoers on hot summer days, collecting parking fees, which help fund parks and recreation. Other visitors travel to Gloucester to enjoy the ocean air and appreciate land and seascapes made famous by Gloucester artists. They explore on foot, boat, bike and car and patronize hotels, restaurants, shops and other visitor-services. Businesses benefit, and the City benefits from the tax revenue.



Designated Open Space Areas

The inventory of open space in Gloucester requires thorough and accurate updating that clearly classifies underlying environmental, social and economic values. Some open spaces - existing baseball diamonds and tennis courts, for example - are used and needed as recreation sites; others should be protected for their natural resource and wildlife habitat values. Some open spaces can tolerate use by large numbers of people; others should remain pristine. Some open spaces might be opened up to trails; others could be negatively affected by increased traffic. This Plan recognizes that all decisions concerning use and management of open space should be based on delineation of features, followed by careful decision-making.

II.B.2. GOAL

Identify, prioritize, and preserve highly valued open space through permanent protection, and increase public access to open space and waterfronts, consistent with preservation of environmental resources and consideration of needs and amenities of neighborhoods and the City as a whole.

II.B.3. OBJECTIVES

- Ensure public participation in planning for open space preservation and protection by forming an Open Space and Recreation Committee.
- Update Open Space and Recreation Plan, including an inventory and prioritization of open space in Gloucester.
- Expand City resources dedicated to Open Space preservation and protection, including a staff position in the Community Development Department.
- Seek funding for acquisition, protection, preservation, and maintenance of open space.
- Keep open spaces clean through aggressive enforcement of maintenance programs.
- Provide information on ways to preserve and maintain open space and promote permanent protection through purchase, gifts, easements, and covenants.
- Protect the continued public use of public rights-of-way and prevent private encroachment into these ways.
- Increase number of access points to the water.

II.B.4. STRATEGIES

Strategy I. Form an Open Space and Recreation Committee and encourage citizen participation in planning for acquisition, protection and management of open space.

An official Open Space and Recreation Committee should be appointed by the Mayor, following guidelines outlined in the Open Space Planner's Workbook, published by the Massachusetts Executive Office of Environmental Affairs, with tasks to include the following:

- Develop processes for including the general public and consulting with the public in planning for open space preservation, acquisition and management.
- Review and maintain the existing Open Space and Recreation Plans, develop the 2004-2009 Revised Plan and all future Plan updates, and make recommendations for Open Space and Recreation Plan implementation.
- Establish a public review and comment process for proposed disposition or sale of City-owned land or tax-title land.
- Coordinate existing and future committees to prepare and implement management plans for significant Gloucester properties, such as Magnolia Woods, Pole's Hill, Dogtown, Stage Fort Park, and all the Gloucester beaches and recreation areas, elevating them from "Advisory" or Ad Hoc to permanent status, with assistance from City staff.
- Examine public access to public open spaces and waterfront areas in the city and recommend improvements, as appropriate.
- Recommend capital improvements, recreational programs and maintenance programs, including specific recreational uses and bicycle and walking paths, as appropriate.
- Recommend directional and interpretive signage where appropriate.
- Explore and recommend funding mechanisms to acquire open space.
- Examine need for native tree preservation or reforestation, especially in denser areas, and make recommendations for maintenance and planting.
- Investigate advisability of adopting the Community Preservation Act and make recommendations to the City Council and Mayor.

This Committee has a long task list and will require appropriate resources to accomplish them. The Committee will need coordination and assistance by the Community Development Department. To meet the Plan intent of integrating the varied interests of the City, a member of the Housing Coalition should be included on the Open Space and Recreation Committee.

Strategy 2. Review and update the Open Space and Recreation Plan, prioritizing protection measures to provide the greatest long-term value.

The City of Gloucester maintains an Open Space and Recreation Plan, a comprehensive inventory of City-owned open space and recreation facilities that is updated at five-year intervals or as needed to meet specific requirements. The Open Space and Recreation Committee should review the 1998 - 2003 Plan to assess City compliance and to make recommendations for short-term action. In particular, the committee should assess the recommendation: "Consider acquisition of privately owned lands within the city's seven primary watersheds; lands adjacent to other designated conservation or open space lands to create contiguous greenbelts, lands designated as wetland which are significant to groundwater supply, protection of fisheries, shellfish, and wildlife, or prevention of pollution, lands providing access to the water, and lands providing scenic vistas."

In order to conduct the above assessment, the Open Space and Recreation Committee should inventory and develop a process to evaluate undeveloped publicly and privately owned land in the city, including small parcels in densely populated areas. Following the inventory, the Committee should prioritize and make recommendations for preserving the most highly valued spaces.

This blueprint should then be used to guide protection and acquisition actions, for site plan review of permit applications, and to plan expenditures on parks and recreation areas. To strike a balance between open and developed land needs throughout the city, the Committee will need to be flexible in following recommended actions.

City resources, coordinated by a new staff position within the Community Development Department, will be required to support the work of the Open Space and Recreation Committee.

Strategy 3. Explore and adopt funding mechanisms to acquire open space.

Purchase of property or the development rights to property is often the most effective way to preserve open space, requiring significant amounts of money. The Open Space and Recreation Committee should review methods of accumulating funds for this purpose, to include the following actions:

- Examine benefits of the Community Preservation Act and act accordingly, urging passage if that is the conclusion.
- Assign City staff to pursue State and Federal grants that will aid in open space preservation and associated recreational activities.
- Establish an Open Space Preservation Organization and Fund, adjunct to the Open Space

and Recreation Committee, to encourage and receive tax-deductible donations of funds, property or development rights, to seek and manage grants, and to accept property from varied sources.

- Dedicate special income streams, such as real estate transaction fees, sale of tax-titled land, or regular City appropriations, to the Open Space Preservation Organization and Fund.

Strategy 4. Expand City resources for enforcement of regulations that protect open space.

Many current ordinances and regulations already protect open space in Gloucester. The Conservation Commission, for example, has responsibility for oversight of wetlands and applies this oversight during the approval process. Wetlands and wetland buffers can be damaged through inappropriate on-site activities that were not submitted for an approval, or conditions of approval that were not followed over time, even if initial construction did comply with the regulations. The City should expand enforcement of regulations that protect open space by allocating staff and resources.

Strategy 5. Develop new ordinances and regulations to protect open space, unusual landforms and unique places.

Additional regulations are needed for adequate protection of open space. Regulations should include incentives and requirements for clustering improvements away from the valuable open areas of sites. In certain locations, provision of publicly accessible open space may be negotiated as a condition of approval.

Part of Gloucester's charm and attractiveness are the unusual landforms and natural places. Formations of sea-worn rock line the edges of coves. The peak of a hill may be seen from several miles. A quiet vista to the sea may suddenly appear as one travels along a roadway. These features can have permanent public protection when preservation can occur through acquisition. However, often acquisition is not possible; in these cases, locations should be identified and have restrictions placed on alteration, while preserving ownership rights that allow appropriate use of the land.

Wetlands and salt marshes are particularly precious natural and open space assets within Gloucester. Because of their extraordinary value, the Open Space Plan should determine whether current Federal, State, or local restrictions are adequately protecting open space values linked to these special environments. If the study determines that degradation is still occurring because of inadequate regulations, additional protection measures should be adopted.

II.C NATURAL RESOURCES AND THE ENVIRONMENT

The geography and geology of Gloucester provide a unique combination of natural features. The physical landscape is characterized by rocky seacoast, beaches and dunes, estuaries, freshwater wetlands, forested uplands and surface waters. The physical features, in turn, provide a variety of habitats for diverse vegetation and wildlife. The integrity of these varied



ecosystems has important implications for environmental quality and public health. Gloucester's natural resources are also economic, scenic and recreational resources.

These natural resources provide invaluable health, environmental, recreational and economic benefits. Gloucester relies upon surface water resources (reservoirs) for its drinking water. Significant losses of natural vegetation cover in our watersheds not only threaten ecosystem health, but also the safety of our public drinking water supply.

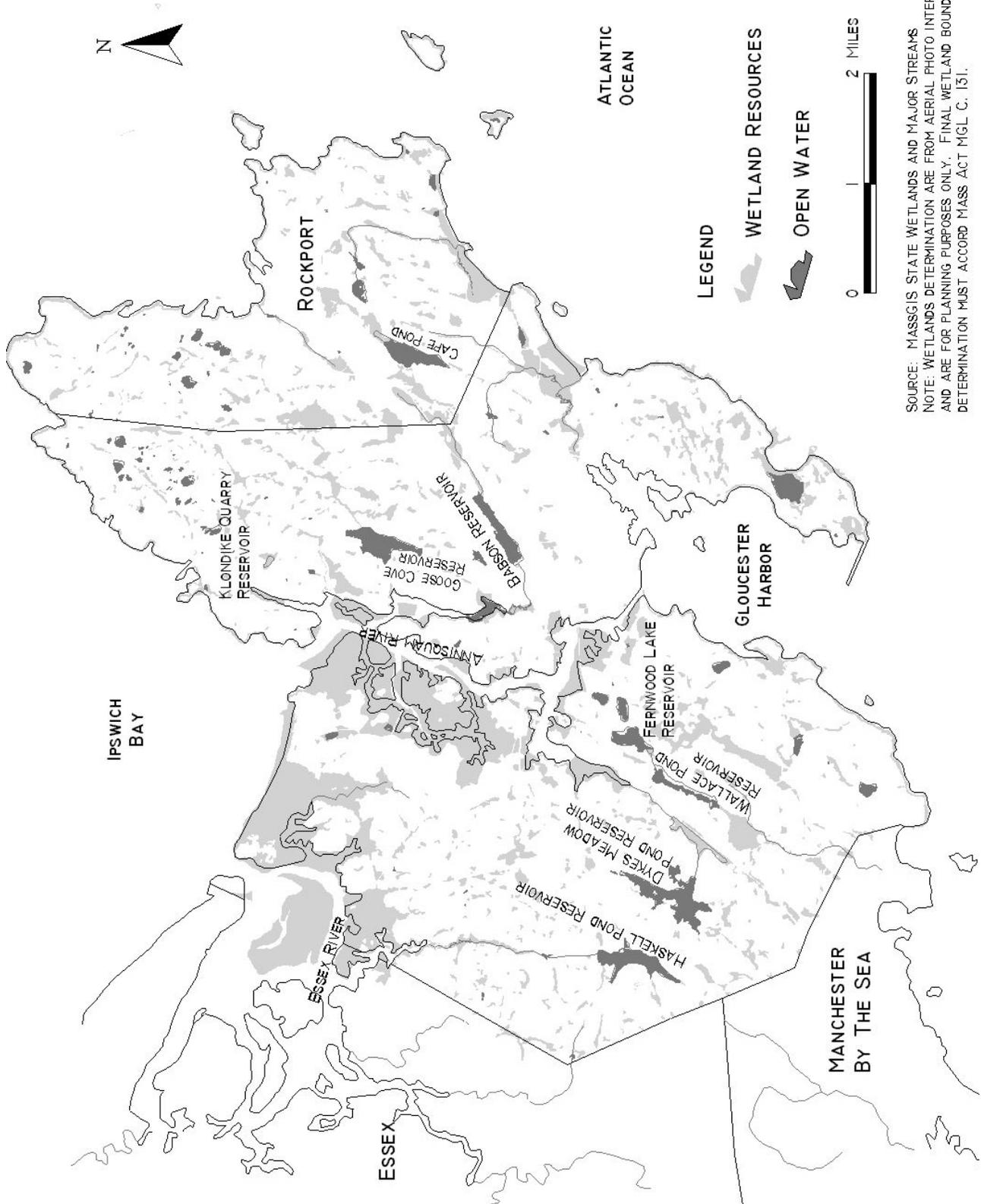
Clean ocean water, rivers and ponds for swimming and fishing, and improved habitats for shellfish in the Annisquam River are just some of the benefits of healthy environment. Fresh and moderating breezes off the ocean, panoramic views, and clean water along much of the coast are some of the health and recreational benefits. Many of these resources support passive and recreational activities including beach-combing and surfing, kayaking, picking blueberries, diving, bicycling, fishing, boating, picnicking, sight seeing, walking and running.

Many of the natural open spaces in the city are wetlands and open waters - bays, ponds, beaches, and fresh and saltwater wetlands and marshes. The wetlands and marshes function as water quality filters by trapping silt and organic materials, provide flood control, and support the habitat for rare/endangered plants and animals, migratory birds and other wildlife. Salt marshes are among the most productive lands on earth, out-competing even the best-managed farms.

Increased development pressures and the lack of management threaten to degrade these natural resources and the environment to which they are linked. More and more open land is being developed, generally degrading the quality of the environment. Inappropriate development divides ecosystems and reduces critical habitats needed for wildlife to survive. Development can increase stormwater runoff and damage water quality.

To safeguard Gloucester's natural resources for the future, responsible management is needed. This Plan strengthens management tools to reduce detrimental impacts on resources and improve their quality. In concert with this approach, the public will benefit from an expanded understanding of the environment and natural resources.

WETLAND AND WATER RESOURCES

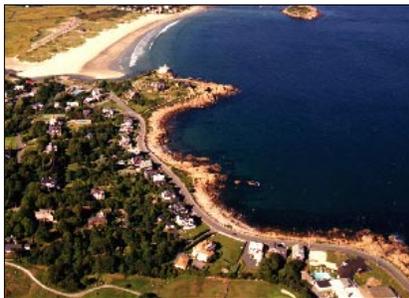


II.C.1 RESOURCES AND TRENDS

Over 7 percent of Gloucester's area is surface water, including reservoirs, natural ponds, and streams. Seven reservoirs supply all the city's drinking water. State and local regulations have classified more than 20 percent, or 3,300 acres, of Gloucester's land area as "watershed protection" to safeguard many of these drinking water sources. However, incremental development and careless use can adversely impact them. A watershed management program could provide additional protection for Gloucester's water supply.



More than 10 percent of the area in Gloucester is classified as wetlands, both fresh and salt water, including much of the area bordering the Annisquam River and the beach areas. Freshwater wetland and salt marsh functions include: improving water quality by trapping silt and organic materials; providing flood control; and providing essential habitat for birds and other species and rare/endangered plants and animals. Salt marshes are among the most biologically productive lands on earth, with two-thirds of all marine fish and shellfish depending on them during some part of their life cycle. A portion of this land in Gloucester is designated as an Area of Critical Environmental Concern (A.C.E.C.), including marshes and clams flats that are among the most pristine in the state.



A healthy salt marsh ecosystem requires unrestricted tidal flow. Portions of some marshes, including the one behind the Good Harbor Beach barrier spit, have had tidal flows partially restricted by road and bridge construction. This can cause increased sedimentation in the marsh and proliferation of invasive species that do not tolerate salt water, such as phragmites. Restricted tidal flows, increased areas of impervious surfaces, stormwater runoff, and other negative impacts on salt marshes should be addressed to preserve, protect and restore this irreplaceable natural resource.

Over 35 miles of coastline includes bays, beaches, coves, estuaries, and tide pools. Coastal and offshore waters are habitat for marine species ranging from whales to pipe fish, and sea worms to sea lettuce. Many marine species are vital to the local economy through fishing, lobstering, clamming, and whale watching. This plan aims to reduce negative impacts on marine species by reducing stormwater pollution and avoiding pollutants that degrade the coastal system.

Gloucester has beautiful beaches, some would say among the most beautiful in the world. The beach and dune systems are recreationally and environmentally important. Thousands

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of recreational users visit Gloucester's beaches every year throughout the seasons. Though beaches and dunes provide enduring protection from storms, minimizing flooding in coastal areas, their shifting sands are fragile environments that require special protections and management. The City needs to protect and enhance these resources with specific programs and policies.

Many special natural features in the landscape are a result of glacial action. Some of the most striking glacial features are "erratics," large boulders transported and deposited by ice sheets that retreated north from Cape Ann over 10,000 years ago. Whales Jaw, in Dogtown, is a well-known local example of an erratic. Many bedrock outcrops are evidence of glacial erosion of the landscape. At some of these outcrops, evidence of the glacier's movements over the rock are visible including grooves, striations (scratches), and areas of polished bedrock. These features exemplify a unique landscape that deserves protection and management for residents and visitors to enjoy, and for posterity.

II.C.2. GOAL

Protect the environmental resources of Gloucester through regulation, vigilance, and actions that preserve the water supply and water quality and conserve rare and sensitive natural environments and habitats.

II.C.3. OBJECTIVES

- Dedicate City resources and staff to environmental and natural resource protection.
- Develop a comprehensive Resource Management Plan to ensure that all relevant programs are integrated and coordinated with City policies and meet state and federal programs and requirements.
- Make wetlands, anadromous fish, and shellfish bed restoration and protection, priorities for action, revising City regulations as needed.
- Continue improvement of the environmental quality of the inner harbor and other coastal waters, including establishing City policies to reduce and mitigate pollution from marine-related activities.
- Develop and promote methods and incentives to increase the efficiency of water and energy uses.
- Inventory and certify all streams and rivers, and perennial and intermittent streams and wetlands, and establish associated restoration programs as necessary.

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- Identify and promote restored fish runs of herring, alewives, and smelt.
- Identify and plan for protection of natural resource features that are peculiar or special to Gloucester, including geologic formations.

II.C.4. STRATEGIES

Strategy 1. Establish an Office of Natural Resources to assist in managing natural assets effectively, efficiently, and in a coordinated manner with other City departments and policies.

Gloucester's wetlands, soils, shellfish, wildlife, granite and other natural resources are subject to changing conditions and need protection and management to preserve them. This level of management requires long-term stewardship and financial and staffing decisions. The City should establish an Office of Natural Resources, within the Community Development Department, to coordinate the management of natural resources, work with other City departments, land preservation trusts, neighborhoods, seek funding, and plan and implement long-term preservation and protection plans.

Strategy 2. Develop a Natural Resource Management Plan.

The Open Space and Recreation Committee and the Community Development Department should prepare a Natural Resources element of the Open Space and Recreation Plan update. This element should establish priorities to adequately manage and protect the environment and natural resources, and include the following:

- Existing conditions of riparian rivers and streams, coastal waters, watersheds, wetlands, beaches and dunes, soils and vegetation, and special features.
- Uses, activities and impacts associated with point and non-point source pollution, open space areas, water use, watersheds, non-discharge areas and shellfish bed resources.
- Areas that need restoration, mitigation, and additional protection.
- An implementation plan and recommendations.
- Sources of funding to help implement recommendations.
- Policy areas to address include the following:
 - Seeking to achieve "sustainability" in public and private actions, and consideration of an "environmental sustainability indicator" program.

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- Minimizing impervious surface throughout the city.
- Promoting "green development" design, for buildings and public works.
- Coordinating natural resource planning with transportation and other City planning.
- Promoting actions to reduce "greenhouse" effects and "global warming", especially as they affect the waterfront and beaches.

Strategy 3. Strengthen City policies that address pollution from marine-related activities, and continue programs to reduce pollution in the inner harbor.

The Community Development Department, in cooperation with the Waterways Board and the Health Department, should recommend policies and regulations to be adopted by the City, to accomplish the following:

- Promote pump-out facilities at all commercial marinas.
- Examine potential for "No Discharge Areas" in Gloucester waters.
- Eliminate direct drainage of storm water to bathing beaches and other environmentally sensitive waters.
- Establish, implement, and fund a program to gradually eliminate all combined sewer overflows (CSO), as advised by the Capital Improvements Advisory Board.
- Develop an information program to encourage the gradual replacement of two-cycle air and water cooled engines with four-cycle engines.
- Develop an information program to inform the public about the application of potential pollutants such as herbicides, pesticides, fertilizers and deicers to ensure that they are either properly used in ecologically sensitive areas or prohibited.

Strategy 4. Develop a stormwater management plan that meets proposed federal Environmental Protection Agency (EPA) mandates.

The City should have a stormwater plan that meets EPA objectives. The first objective is to achieve reasonable progress toward attaining water quality standards in impaired water bodies before EPA approval or establishment of a Total Maximum Daily Load (TMDL). The second objective is to achieve reasonable assurance that an established TMDL will be implemented. Additional regulations to reduce impervious surfaces and non-point source pollu-

NATURAL RESOURCES AND THE ENVIRONMENT

tion will help improve the water quality of the streams, rivers, and coastal waters, and especially beaches and harbors.

Strategy 5. Develop programs that promote stewardship of natural resources and their associated ecosystems.

Stewardship programs assist in the long-term protection of natural resources by creating and then building on citizen support. This often results from both formal and informal programs to inform people about actions that would negatively affect the environment. The City should work with other public agencies and organizations to promote and sponsor programs that connect the citizens of Gloucester to specific areas and resources as stewards of the future.

Strategy 6. Promote programs that encourage water use efficiency and conservation.

Water is a valuable natural resource. Preserving high quality and adequate supplies is a fundamental service in the community. The City, acting through the Department of Public Works, Building Inspector, City Council and Mayor's Office, should establish water use reduction programs through tools such as plumbing code changes, revised rate structures, water reuse and recycling measures, encouraging retrofit to low-flow water devices, promotion of native species landscaping, and by providing information to citizens.

Strategy 7. Consider increasing protection of wetlands by enforcing wetland buffer restrictions and establishing a "no activity/no disturb" zone within wetlands buffer zones.

In some cases, the buffer areas around wetland areas contribute substantially to the adjacent wetland resources. Existing City regulations provide little guidance on how to establish the value of these buffers, and where special restrictions may be required on permitted to appropriately protect the wetlands. The City should undertake an evaluation of the wetland buffers throughout Gloucester, and determine if and where additional regulations would benefit the wetland resources. For example, creating a "no activity/no disturb zone" within a narrower buffer zone may provide more protection than allowing some activities within the wider buffer zones in use today. The City should examine the potential of this regulatory approach as part of the Open Space and Recreation plan update, and determine its merits for improving protection of wetlands.

Strategy 8. Seek funds, grants and gifts for preservation and protection of natural resources.

Funding sources should be identified as part of the open space protection and acquisition strategies. The City Grants Program should be expanded to provide assistance to city departments in identifying and seeking funding and applying for grants.

In addition, the city can provide information to landowners and potential donors of land on the significant tax benefits that can accrue from gifts and granting conservation restrictions and easements.

Short of acquisition, open space can be somewhat protected by regulation. Where taking of land for public purposes requires compensation to the landowner, lesser demands by regulation, such as setbacks and open space percentages, are clearly within the police powers of the City.

Mini-Treatise on the Background of Police Power

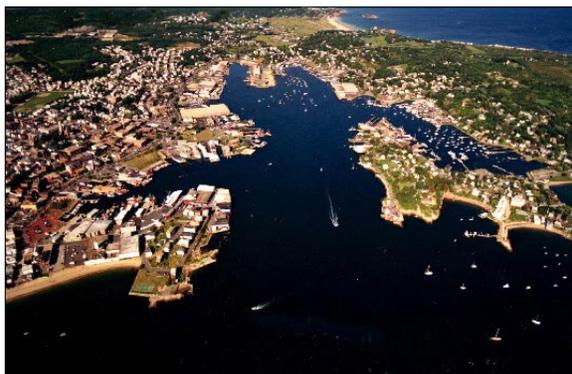
Police power, in the context of the Plan, refers to the regulation of land use; it is one aspect of municipal police power in Massachusetts derived originally in 1692-93 Mass. Acts 28, s5 granting towns the authority to enact general ordinances and by-laws. Currently, the major source of authority for land use regulation in the Commonwealth's towns and cities is the 1975 Zoning Act (Mass. General Law chapter 40A), a statute permitting considerable flexibility in municipal ordinances and by-laws subject only to consistency with the constitution and other statutes. Together with M G L. chapter 40, s21 (referred to as the backbone of municipal police power), the 1966 Home Rule Amendment (Mass. Constitutional Amendment LXXXIX), and a number of other statutes, a municipality such as Gloucester has at its disposal a number of regulatory devices with which to control land use, called "police powers."

III. COMMUNITY FOCAL POINTS

III.A. HARBOR AND WATERFRONT

Gloucester's commercial harbor and waterfront are the foundation of its history, economy, and culture. Gloucester's unique character relies on an enjoyable, accessible, and productive harbor and waterfront.

Critical to the future of these resources is responsible use, management, and development. This section addresses two distinct areas of the harbor and waterfront - the maritime industrial harbor, which is highly regulated by the City Marine Industrial District zoning requirements and state Designated Port Area



regulations, and the remainder of the waterfront, where use is less restricted.

This plan builds upon the vision expressed in the 1999 Gloucester Harbor Master Plan, a detailed evaluation and proactive plan to improve and maintain the inner harbor. This 2001 Comprehensive Plan recommends further actions necessary to implement

the Harbor Plan in the larger context of the City's other needs. It also addresses other waterfront areas and issues of accessibility and quality that are fundamental to the future of the city, many of them under jurisdiction of the Gloucester Waterways Board.

III.A.1. RESOURCES AND TRENDS

The centerpiece of Gloucester's waterfront has always been its inner harbor. Protected from Atlantic storms, it is a natural haven close to some of the most productive fishing grounds in the world. Fishing fleets filled the harbor and created the wealth that built the land-side community. Up until about the last 20 years, the commercial fishing industry dominated the activity of the inner harbor, with the wharves and piers providing off-loading and handling of fish, marine supply, repair and other support services. At scattered locations, non-water dependent uses also occupied a place along the harbor.

In the last two decades, however, the fishing industry has undergone dramatic changes, leading to a decline in some fishing-related activities and a shift in harbor use patterns. Fishing remains a key part of



the harbor's identity and surrounding land use, providing supply, docking, off-loading handling, fish processing, and shipping accommodations. The inner harbor today consists largely of marine-related industries, such as docking of whale watch boats, vessel repair, commercial vessels marina businesses and moored vessels. Non-marine dependent businesses along the harbor, including a few restaurants and retail outlets, continue. Recent changes include an expansion in facilities at the Jodrey State Pier and an increasing demand for a wider range of use.

To this end, the Harbor Master Plan documents economic trends, land and water use conditions, and reviews the extensive framework of federal, state and local regulations. Specifically, it reviews the standards of local zoning and state "Chapter 91" regulations that emphasize the priority of water-dependent uses within the inner harbor.

Chapter 91 is of particular importance in planning for the future of the harbor since the state, which has jurisdiction over the waterways and the water edge, has designated Gloucester's inner harbor as a Designated Port Area. This designation ensures that maritime industrial uses will be protected and enhanced, and limits inclusion of other uses.

The Harbor Plan endorsed the continued use of the harbor for a mix of uses that include and are compatible with maritime industry. It recognized that the harbor must serve many sectors of the economy, yet that the physical and institutional infrastructure is not adequate to support its full and effective use. The Plan contains many recommendations of relevance to comprehensive planning for the entire city, including the following directives:

- Upgrade public infrastructure in the harbor;
- Strengthen the traditional port by creating a new private Gloucester Harbor partnership organization that will assist small business on historic finger piers. (Revitalization of the Gloucester Redevelopment Authority is contemplated to support this effort);
- Develop a Maritime Heritage Center;
- Attract private investment into the downtown area.

The Annisquam River is important to Gloucester's unique coastal character. The tidal river and its tributaries provide a highly valued environment linked to its ecology. The shellfish beds, for example, are vital and irreplaceable resources that require protection. The wetlands along its edges are more than picturesque; they play a key role in the sensitive coastal ecology.

At the same time, the River and the coves along its edges serve a large recreational boating population with many marinas and moorings. Classified as a navigable waterway, the Annisquam connects the interior of Gloucester to the ocean. Therefore, maintaining the channel is a consistent issue to address.



Other issues along the Annisquam are the same as those along the entire coastal edge of the City. Landside demand competes for the water's edge and creates a need for planning everywhere. For example, although some open space remains near these private places, residential uses have colonized the water's edge in many locations. Beaches and parks are major attractions, but do not have management plans or improvement programs to guide their future. Marina uses need parking and service areas that fill valued space along the water's edge. Water-dependent uses must be at the water's edge, which then compete with commercial uses that hope to attract business by taking advantage of the views and proxim-

ity to the coastline. In the midst of this, the public retains certain access rights and could benefit from even more. The means and location of access, however, has yet to be fully defined, a mission of the Waterways Board.

The City is faced with many choices and opportunities to improve the future of its harbor and waterfront, maintaining landmarks and seeking the best use of properties. The public cares about these choices, and hopes to be consulted in establishing consistent priorities.

III.A.2. GOAL

Protect, maintain and invest in the harbors, coves, riverfront and waterfront of Gloucester to serve the uses and environments that are essential to the image and economy of the city.

III.A.3. OBJECTIVES

- Continue to implement recommendations of the Gloucester Harbor Plan and integrate its conclusions into planning for related areas and actions.
- Strengthen Gloucester's traditional port activities within the inner harbor, by working with private owners to upgrade facilities, promote diversification, and facilitate investment.
- Promote public investment that will preserve and revitalize the inner harbor.
- Establish a clear process for determining uses of special locations along the harbor and waterfront, and take subsequent actions to promote appropriate redevelopment in the public interest, recognizing the historic mixed use of the inner harbor and support the economic viability of the businesses that depend on it.

- Rebuild harbor infrastructure through dredging, improvements at public landings, seawall reconstruction and repair, and maintaining the roadway network that feeds the harbor edge.
- Increase public access and views within the inner harbor and along the waterfront wherever practical and compatible with its marine industrial uses.
- Protect and develop historical and cultural assets along the harbor and waterfronts of Gloucester.
- Identify areas appropriate for mooring recreational boats, in balance with commercial fishing, shellfishing, lobstering and other public uses.

III.A.4. STRATEGIES

Strategy 1. Support the recommendations of Gloucester's Harbor Plans.

The 1999 Harbor Master Plan presents practical approaches to meet current needs and to position the harborfront and its users for productive future development. It outlines a program of specific projects and broad initiatives to meet the three main goals of the plan:

- Rebuild the Harbor infrastructure.
- Strengthen the traditional port.
- Develop historic and cultural assets.

Through the Harbor Plan Implementation Committee, the City should continue to implement the recommendations of the Harbor Master Plan as part of this Plan.

In addition, the City's 1993 Harbor Plan remains in effect, and its recommendations should be consulted as part of overall planning strategy. The 1993 Harbor Plan established policies and recommended programs and facility improvements that are not yet fully accomplished. These responsibilities should remain primarily under the jurisdiction of the Waterways Board and the Office of the Harbormaster.

Strategy 2. Promote economic development along Gloucester Harbor.

Economic development along the harbor should be expanded and promoted to ensure that the waterfront remains an active and productive contributor to the local economy. The City Economic Plan should consult existing businesses and seek to attract innovative waterfront

businesses that meet city and state regulations. The Community Development Department should assist desirable proposals in meeting regulatory requirements. The Economic Plan should encourage value-added product development and collaborative research and marketing efforts, including aquaculture.

The City can also help to support high quality jobs by encouraging job training for marine related disciplines in local and regional educational institutions and organizations. Educational programs should be used to expand an array of skills ranging from practices in the modern seafood industry, to boat building and restoration, to marine science and biotechnology.

Community Initiatives: Supporting Maritime Skills and Jobs

The International Yacht Restoration School in Newport Rhode Island is an example from another community of an educational program supporting maintenance of maritime industries and skills. This program provides practical training in the complex art of using traditional and modern technologies to restore historic craft that are highly prized today.

Strategy 3. Identify harbor and waterfront parcels and places that have special qualities and features and develop a process to determine their preservation, development or redevelopment.

Several private parcels of land may be redeveloped in the future, and City policies toward these parcels have not been defined. The City should first develop a clear process for determining the public interest in these properties. The City should, then, actively support preferred redevelopment by assisting in locating public funds to support redevelopment and by requesting proposals that meet its policy goals. The Community Development Plan 2000 process identified "retaining views of the harbor" and "providing waterfront access" as actions that would improve the quality of life. The City should respond to these preferences by insisting that development of these properties enhance these qualities and features, rather than detract from them.

Public Interest and Public Action: Steps towards a Better Harbor

One example of the positive direction that might be taken in the redevelopment of waterfront parcels has been the acquisition of the Gloucester Marine Railways on Harbor Loop by the Gloucester Maritime Heritage Center. This institution will be able to promote reuse of the site that enhances the traditional values and appreciation of Gloucester's harbor.

Strategy 4. Improve the infrastructure that serves the harbor and the waterfront by making public investment in these areas a high priority.

The Harbor Plan lists many specific improvements to the harbor infrastructure that should be accomplished in order to promote its economic success. The City, through the Community Development Department, the Department of Public Works, and the Waterways Board should raise these proposals to a high level of priority as it seeks and assigns federal, state and local funds for projects.

For example, the Harbor Plan provides specific recommendations for improving circulation and access to and along the waterfront. The Downtown and Transportation sections of this Plan also support transportation improvements that would promote economic development and a higher quality of life. In order to realize the compounded opportunities brought by transportation improvements, the recommendations from the 1992 Gillham and Gander Report, the Façade Improvement Program, and the 2000 Traffic Circulation Study should be followed. The Community Development Department and the Capital Improvements Advisory Board should then create a single, coordinated program of improvements with targeted resources and a planned time frame for implementation.

Increased vessel and vehicle uses have resulted in both land and water traffic congestion at the state operated and managed Blynman Bridge. This is an acute problem, especially during special events and summer days when either many boaters are passing through the Blynman Canal or many vehicles are crossing the Blynman Bridge, or a combination of both situations. The City should urge a management plan, including scheduled bridge openings for boaters and signage for motorists to ease congestion caused by bridge openings, as recommended in the Harbor Master Plan. In the long term, redesign or replacement of the bridge should be evaluated.

Strategy 5. Complete a waterfront and harbor public access plan for the entire coastal edge.

A list of preferred access locations along the coastal edge should be included in the Open Space Plan. In some cases, access will be expanded through improvements in existing public landings through effort of the Waterways Board. In other cases, public access may be provided adjacent to private property as part of the Chapter 91 licensing and permit process, in keeping with the public rights and policies associated with the Commonwealth's interest in tidelands. The City, through the Waterways Board, the Harbormaster and the Planning Board should work with the Department of Environmental Protection and the Chapter 91 Licensing process to ensure that public access requirements placed on private waterfront development provide the greatest possible public benefit, consistent with regulatory requirements. In other cases, access planning may call for new acquisitions of property or access rights to further the public use and enjoyment of this resource.

Access planning should include visual access to the water in some locations. Visual corridors should be identified, preserved, and linked to land use guidelines or other implementing measures.

Strategy 6. Use the Arts and Cultural Strategy to define specific places and cultural links that should be celebrated through interpretation, artwork and events.

The history and the culture of the harbor and waterfront are central to the identity of Gloucester, and should be emphasized in the arts and cultural strategy recommended in this Plan. The City should use the state's Chapter 91 licensing process to advocate inclusion of interpretation, artwork, or provision for special events as part of new developments along the harbor and other waterfront locations. This is an excellent method to help fulfill public obligations in ways that are unique and meaningful to Gloucester.

Strategy 7. Improve public boating access opportunities along the waterfront.

The Office of the Harbormaster and Waterways Board currently manage the City's public access facilities, ranging from small, unimproved public landings with little or no parking accommodations and where use is limited by the tides, to the major regional boat launching facility at Dunfudgin Landing. The Waterways Board should aggressively pursue the ongoing effort to improve parking facilities, ramps and floats at the landings where appropriate, and continue efforts to address encroachment that infringes on the public's rights.

III.B. DOWNTOWN

Busy Downtown Gloucester, adjacent to Gloucester Harbor, reflects the commercial history of the city, from late Federal brick and solid Victorian buildings, with varied uses, to working wharves, and a lumberyard and the Coast Guard Station at the water's edge.

Residents and visitors like to be in the downtown, doing business or just walking. Traffic is sometimes heavy, and parking is often tight. It is truly a mixed-use district, with retail and commercial services, the Post Office and City Hall, library, social institutions, and a new generation of residents and businesses. Despite long-standing public and private effort to upgrade buildings and amenities to keep downtown and Main Street commercially alive, the area requires continued attention and investment. Much of downtown remains underused; some public and private properties are in relatively poor condition. The future offers continued opportunity for upgrading and face-lifting.



III.B.1 RESOURCES AND TRENDS

Downtown can be generally defined as the area inside Route 128, from Grant Circle Rotary to Fort Square, along 'the Boulevard', to the intersection of Main Street and East Main Street, and back to Grant circle. It includes an active civic center and is fundamentally linked to the harbor - physically, economically and historically.

City land use maps reveal a patchwork pattern of interwoven uses in this district, with clusters of similar uses along the meandering, yet linking, streets. Downtown is densely developed and densely populated, by any measure. With only about 5 percent of the city's land area, it is home to nearly 22 percent of the population, in a combination of single family and multi-family housing units. Zoning includes the R4 designation, the city's highest residential density, allowing up to 5 units per 5,000 square-foot lot, and makes up about half of the land in the downtown area. Architecture is primarily vernacular, with simple lines and peaked roofs.



At the same time, the downtown area supports almost half of the largest employers - Gorton's with over 250 employees, Shaw Markets, Gloucester High School, Fuller School, Strong Leather, and the YMCA contribute substantially to the employment base. These figures reveal the array of businesses and institutions located here; retail, office, restaurants - from European bistros to traditional seafood - industry, institutions and government are all well represented.

Variety makes downtown inviting. The West End of Main Street, featuring wonderfully restored brick buildings and sidewalks and period lighting, with occa-

sional open spaces and side-streets, provides a pedestrian-friendly walkway. The central section has been enlivened with building façade improvements, planters, benches, and trees. The East End, however, has little "street furniture", is too wide in places, needs sidewalk and lighting improvements, and generally feels less hospitable. Rogers Street, which runs parallel to Main Street, is wide and unfriendly to pedestrians, with few amenities and heavy large truck traffic and parking. Many recommendations from the 1992 "Gillham & Gander Streetscape Study", a downtown improvement plan, remain to be completed; these would extend pedestrian amenities to Rogers Street and the length of Main Street.

As true of most busy commercial districts, parking and traffic are concerns, and downtown and the civic center depend on a well-orchestrated system for both. These issues are discussed in the Transportation section of this Plan.

The City has long recognized that the downtown needs special support because of the economic and physical challenges it faces. Although many improvements have made downtown more pleasant and efficient, the work is not complete. The Downtown Development Commission (DDC) has lead responsibility for working in concert with City agencies, businesses and institutions. Together, they should expand their stewardship in order to maintain the community vision of a diverse and busy downtown.



III.B.2. GOAL

Make Downtown Gloucester the center of the commercial and civic life of the city, with a variety and vitality of uses and attractiveness of historic buildings, pleasant streetscapes and connections to the harbor.

III.B.3. OBJECTIVES

- Accomplish consistent and progressive steps to enhance the visual quality and vitality of the Downtown, through the Downtown Development Commission and a centrally managed process.
- Secure funding and implementation of a range of improvements, including public restrooms and completion of the sidewalk and streetscape improvement program.
- Revitalize the East End of downtown.

- Keep downtown clean of trash and litter.
- Maintain diversity of downtown services that attract residents and visitors.
- Expand opportunities for both market and affordable housing in the downtown, including use of space above street level businesses.
- Establish design guidelines and review processes for new development, additions, and restorations.
- Implement a comprehensive traffic and parking management strategy, including public transit improvements.
- Improve signage to destinations, attractions, and parking areas.

III.B.4. STRATEGIES

Strategy I. Establish clear stewardship responsibilities for the Downtown, and provide the resources to fulfill them.

Gloucester's downtown, perched at the edge of the harbor, embodies the positive qualities of a commercial and civic center, where public and private uses are concentrated to create a high level of activity and special identity. Gloucester has maintained the historic character and vitality of its downtown, yet has a list of improvements and visions yet to be accomplished. Unlike in the past, the quality of the downtown environment cannot be sustained through market forces and isolated public investment; it needs constant stewardship to coordinate public and private investments and programs to ensure a positive future.

City leadership, the Community Development Department and business community must establish a clear allocation of responsibility and dedicate resources to the ongoing stewardship of the Downtown, through the Downtown Development Commission (DDC), with assistance from the Grants Office and the Cape Ann Chamber of Commerce. The DDC needs a renewed formal charge and direction for program initiatives, an infusion of resources to design and implement plans, and supportive and energetic participation of business and community leaders. The mission of the DDC is broad, as follows:

"It shall be the mission of the downtown development commission to encourage economic revitalization within a context of historic preservation, community involvement and activities, a strong identity and tourism. The commission shall undertake, but not be limited to, the following activities:

- Examine and evaluate conditions on an ongoing basis.
- Propose and promote physical improvements.
- Coordinate public and private efforts.
- Encourage, in cooperation with the Cape Ann Chamber of Commerce, a creative marketing plan, coordinated advertising, promotions and special events.
- Promote establishment of new business.
- Encourage the establishment of special committees, composed of municipal officials, bankers, merchants, industrialists, preservationists, chamber of commerce officials, downtown residents, design professionals, developers, real estate brokers, and others concerned with downtown.
- Promote and encourage the proper mix of goods, services, housing, recreation and entertainment.
- Coordinate, through the community development department, the activities related to downtown of the historical commission, the historic district commission, the waterways board, the planning board, the tourism commission, the economic development and industrial corporation, the redevelopment authority, and the housing authority."

Strategy 2. Complete physical improvements to the Downtown through a coordinated effort to secure funding, finalize designs and implement recommended changes.

Physical improvements are needed Downtown to enhance it as a place to work, visit and live. Downtown should provide interesting streets, with well-kept streetscape and the varied uses that line the sidewalks. It should express the historic heritage of Gloucester through preservation and restoration of its architecture. The district should be animated by activity, as the venue for delightful public events and art displays. The adjacent civic center is a pleasant place for the Library, museums, YMCA, City Hall and other resources. Downtown should be linked to the sea through attractive sidewalks and views to the Harbor.

Many of these improvements have been suggested in earlier plans and studies, including the streetscape program in the 1992 report by Gillham & Gander and the 1997 Downtown Vision process. Other improvements are linked to recommendations within this Plan: pedestrian and parking improvements, historic preservation, and improved harbor access. The DDC, assisted by the Community Development Department and the Department of Public Works, in cooperation with the Cape Ann Chamber of Commerce, should review potential

improvements and prepare a program to design, fund, and implement a coordinated set of changes, to include the following:

- Direct available state and local resources to already planned streetscape and landscape improvements as recommended by the 1992 Gillham and Gander Report, including completion of handicapped access accommodations.
- Continue the building and Façade Improvement Program, administered by the Grants Office.
- Maintain and improve visual and pedestrian links to the harbor and to the civic center, reinforced by streetscape improvements.
- Clean up and maintain streets and sidewalks, routinely, with well-coordinated plans.
- Provide public restrooms in convenient locations, with easily understood directional signage.

The Downtown Development Commission should prioritize recommendations, actions and grants to improve the east end of the downtown. This end of downtown lags behind other areas in development, condition of the streets and sidewalks, buildings and parking areas. Public investment may stimulate private initiatives to improve the area.

Strategy 3. Create and manage ongoing programs to improve the image and market the Downtown.

There is more to a vital downtown than "bricks and mortar". The following promotion and maintenance program should provide for a consistent and high quality image, through cooperative stewardship:

- Support business-based programs for special events and seasonally marketed programs.
- Promote downtown to Gloucester visitors, improving market vitality.
- Clean up and maintain the streets and sidewalks, providing trash receptacles and routinely removing trash and litter.
- Market downtown to prospective businesses to fill vacant storefronts and office space.

Strategy 4. Encourage mixed use of commercial and residential properties.

Downtown Gloucester is well suited to the preferences of an increasing number of people at all income levels who elect to live in urban locations. Downtown and the entire city will benefit from new development that uses second and third floor space to create a mix of commercial and residential uses, including artists' live/work spaces, and contributes to the sense of activity and security on the street.

Furthermore, several buildings on Main Street, and the adjacent commercial areas, are single-story and provide an opportunity to add height and space for residential and/or commercial use.

Strategy 5. Develop a Site Plan and Design Review process.

The economic future of downtown is linked to quality and character of design. More so than in any other part of the city, unattractive buildings and poorly planned and uncoordinated sites detract from the appearance and function of the entire district and discourage investment in neighboring properties.

A common-sense strategy for the mutual benefit of all property owners, as well as the city-as-a-whole, is to develop design guidelines and a review process to support a consistent quality of development and protect historic character. Design guidelines should be developed in concert with the district-based planning discussed in the Villages and Neighborhoods, Section III. C, element of this Plan. This review process that protects historic character and connections to the Harbor and the Civic Center should include the DDC, downtown business and property owners, design professionals, Historical Commission, Historic District Commission, and appropriate departments in City Administration.

Strategy 6. Coordinate efforts with the Historic District Commission, and the Civic Center and Historic District.

Downtown Gloucester, the so-called "heart of the city," includes a civic center core, with historic and architecturally interesting buildings. This area should be included in general downtown planning, the Site Plan and Design Review Process, and Façade Improvement Program, where it applies, in cooperation with the Historic District Commission, which has stewardship for the Historic District.

Strategy 7. Improve the Railroad Avenue railway station and adjacent area as a gateway to Downtown.

The Railroad Avenue railway station is one of several gateways to the city. Plans for the improvement of the station and the adjacent neighborhood have long been in the making. The DDC should continue to urge these improvements and work with city and state officials

to bring the plans to fruition. The DDC should aggressively pursue station façade improvement, additional parking for commuter train riders, and thematic links between the station and downtown.

Strategy 8. Create a Downtown Traffic and Parking Plan that improves accessibility and supports the vitality of the downtown area.

Cooperative effort by the DDC, City staff, and the business community should continue to seek evolving improvements to traffic movement and convenient parking in downtown. The city-wide Transportation and Access Management Plan should include a Downtown Traffic and Parking element that promotes effective locations and efficient management for parking, and improves the perception of convenience. This effort should direct employees of downtown businesses and City agencies to alternative long-term parking locations, reserving central spaces for visitors and business patrons. This effort should also include signage that directs people to appropriate locations for both long and short-term parking.

The Traffic and Parking Plan should examine methods to increase service and use of public transportation, including innovative methods of shared vehicles and service-on-demand.

Strategy 9. Seek local, regional, state and federal funding to support Main Street and Downtown improvement.

The DDC should dedicate serious effort to search for funding, and the Community Development Department and the Grants Office should continue to seek and make funds available.

III.C. VILLAGES AND NEIGHBORHOODS

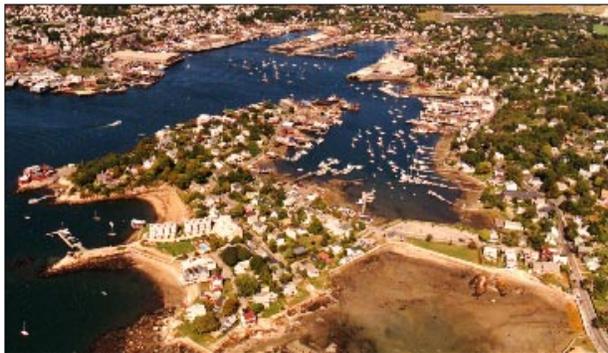
To explore the villages and neighborhoods of Gloucester is to explore a rich and fascinating history. Each neighborhood has its own character and special features, and people express strong desire to maintain both.

III.C.I. RESOURCES AND TRENDS

Most of Gloucester's early villages and neighborhoods hugged the shores. Many of these unique and diverse neighborhood areas were established over three hundred years ago; a few have the look and feel of that past - the Village of Annisquam, as an example. Others have changed a great deal, yet retain a feel of their beginnings, such as Brier Neck, Eastern Point and Folly Cove.



Several Gloucester neighborhoods grew around particular industries and ethnic groups. Rocky Neck is home of the first Art Colony in the country; some of the colony remains, with art studios and galleries open in the summer, attracting residents and tourists. Restaurants and shops add to the appeal, and mix with a dense and tightly knit residential neighborhood. Large summer homes and hotels along Bass Rocks reflect the residential tourist trade. Magnolia, too, was originally residential tourist oriented, complete with branches of New York shops on Lexington Avenue. Still a village with shops and services, Magnolia is now largely residential. The granite industry in Lanesville drew Finnish and Scandinavian immigrants, and Fort Square, on the Harbor, was home to many Italian people who came to work in the fishing industry.



Neighborhood architecture, in many cases, reflects the ethnic and cultural backgrounds of the people who live there. A striking example is the "old world" design of Our Lady of Good Voyage Church, centerpiece of a neighborhood predominantly settled by Portuguese people who earned their living from the nearby sea. The densely settled in-town section of the city is suggestive of the European origins of the early residents. The Upper Parish of West Gloucester and inland sections of Lanesville maintain the rural feeling of their agricultural past.

Some areas, such as the Bass Avenue-Marina Drive neighborhood, several Magnolia neighborhoods, Wheelers Point, Riverview and Riverdale, were developed in the 1950s and 60s, feature suburban ranch style and Cape Cod type homes on uniform lots with wide setbacks.

VILLAGES AND NEIGHBORHOODS

Moderate-sized and small subdivisions have been built in the past 20 years in several locations, with heavy concentration in the West Gloucester neighborhood of Wingersheek Beach.

Recent residential development and trends have already affected the look and feel of some neighborhoods, and people have expressed strong desire to arrest the change and to preserve individual neighborhood character. Eastern Point, still elegant, has many new, large homes of varying design. Riverdale has lost some of its openness and rural character, and homes are, now, moving into the nearby wilds of Dogtown, an open space that maintains a link to the natural landscape of early Gloucester.

Residents have also voiced concerns about infill building that occurs in rock and ledge locations, many with steep slopes, requiring removal of granite in order to build homes. This type of development does not match the patterns that attracted people to their neighborhoods in the first place.

Residents have expressed a need to be informed about what is happening in their neighborhoods. They want to participate in decisions that affect their quality-of-life. This Plan recommends a new approach to planning that actively incorporates neighborhood concerns, where residents assist in decisions that affect development and help guide public services to best serve their needs. The active neighborhood associations of the past served a purpose in protecting community; this Plan envisions a rebirth of those associations for this purpose. And then, it further recommends that neighborhoods should have an official role in planning and decision-making.



Gloucester is at a major crossroads, called upon to manage growth in ways that preserve this wonderful collection of neighborhood character that has made it such a desirable place to live.

III.C.2. GOAL

Retain the character, distinct identity and comfortable scale of the individual villages and neighborhoods that are Gloucester.

III.C.3. OBJECTIVES

- Identify the patterns of use and development that distinguish the desirable qualities of each village and neighborhood.
- Ensure that future development patterns are compatible with desirable, established neighborhood qualities.

- Maintain the transitions between villages and neighborhoods so that encroaching development does not blur the distinctions between them.
- Encourage stewardship of villages and neighborhoods by involving local participants in both planning and development reviews.
- Establish policies and actions that will restore vitality to existing village centers.
- Shape new village centers where there are significant concentrations of commercial or residential uses.

III.C.4. STRATEGIES

Strategy 1. Identify predominant historic and architectural character of neighborhoods and functions of village centers.

Each neighborhood and village in Gloucester has special physical qualities that are distinctive and desirable. Identifying and listing these features would document the physical and cultural diversity of Gloucester. An inventory should record the architectural characteristics, the scale and pattern of uses, and the qualities of the streetscape and open space that are linked to each distinct neighborhood and village. The inventory should also establish the traditional density patterns that define each area, and whether there is capacity for additional development.

Patterns of development grew from the economic past and changing customs in building design, and transportation patterns. By understanding the reasons behind these patterns, their relevance to the future can be better understood, and used to shape future land use and design regulations. The inventory should be the starting point for the process that will lead to revisions in land use and zoning regulations within the neighborhoods and villages.

Strategy 2. Ensure neighborhood representation in revising standards and regulations, by encouraging roles for neighborhood associations.

Long-term stewardship of the neighborhoods and villages will depend on continued active participation of neighborhood associations and individual citizens. As site and design standards and review processes are developed, a role should be established for neighborhood input in planning, review and approval. The Planning Board and Community Development Department should develop a process to solicit opinions of local associations and citizens in planning for neighborhood and village standards that lead to revisions in zoning and subdivision regulations.

Strategy 3. Develop land management regulations to preserve village and neighborhood character.

After listing and evaluating the distinguishing characteristics of each neighborhood and village, Design and Site Review standards can be tailored and applied to each location, through the site plan and design review process led by the Planning Board and Community Development Department, and including neighborhood representation.

Standards for design, review and approval should include dimensional standards, guided by neighborhood character and natural features of the surrounding landscape. Although there may no longer be a practical need to mirror traditional development patterns, the character of the villages and neighborhoods can be diminished by new development that is strikingly different from its surroundings. Furthermore, the characteristics and community spirit that have made Gloucester a desirable place to live and work can be lost. In some locations, for example, building setbacks for new structures might match the historic pattern of houses that were set close together and close to the side of the road to provide easy access before use of the automobile encouraged scattered homes with deep setbacks. In other locations, rock outcroppings or densely planted hillcrests might be preserved to reflect the pattern that historically avoided building on difficult construction sites.

Representatives from village and neighborhood associations should be formally incorporated into the planning processes that will shape future use, amenities, and cultural resources in districts of the City. This should become a standard practice of any board, commission or committee charged with preparing a detailed plan or strategy. The City Council and the Mayor should also solicit local input in subsequent decisions that affect individual neighborhoods and villages of Gloucester.

Strategy 4. Protect the distinctions between villages and districts through land use regulations that limit "sprawl" development that would obscure the transitions from place to place.

The transitions between distinct neighborhoods and villages are also important to protect. In some areas, for example, the pleasant landscape and low density of development along a roadway marks the transition from one village to the next. If new commercial or housing uses fill all these transitions without regard to the resulting visual character or density, the traditional sense of Gloucester will be diminished.

Strategy 5. Encourage activities that build and maintain the tradition and quality-of-life in the neighborhoods through programs that expand activity in village and neighborhood centers.

In the past, neighborhood and village centers served their surrounding areas as a place to meet, to shop, or to celebrate special events. This vitality has faded in some locations, with a

loss in local identity and culture. Enlivening these centers can be encouraged, in part, by reasserting activities traditionally linked to neighborhood schools such as after-school programs for youth and adults, artists-in-residence programs at the schools, and other similar activities. Revised land use regulations should promote the viability of village and community centers, village restaurants and stores, neighborhood post offices, and other facilities and services. For example, flexibility in parking requirements in neighborhood areas may be required for some of these uses to make them viable. The Gloucester Cultural Council can also contribute to this strategy by supporting neighborhood cultural organizations or individuals that provide programs geared to local audiences.

The Schools, the Villages and the Neighborhoods

The City, through its schools and with the cooperation of area organizations and institutions, could sponsor programs to expand the knowledge and appreciation of its constituent parts. This effort should focus on both the heritage and current contributions of its villages and neighborhoods to the rich culture of Gloucester.

Strategy 6. Encourage increased density and mixed uses in existing commercial districts, or, in selected residential locations, encourage neighborhood or village centers services and amenities.

The existing development pattern in the city includes several areas where commercial use mixes with residential. In many cases, these are low-rise developments that already serve neighborhood and city needs and are within walking distance of nearby neighborhoods. Additional services and, where appropriate, residential use could add to vitality of the center and meet other needs of the neighborhood and city. Some newly developing residential areas might benefit from carefully sited mixed-use development. Design and site development standards should guide these neighborhood additions.

Strategy 7. Monitor success in reaching neighborhood and village planning goals and objectives.

Preserving neighborhood and village identity is challenging, and the land management tools to achieve this goal are relatively new. Both successes and failures are likely to occur, and time will be required to measure progress. The Community Development Department should schedule formal reviews of progress on these particular goals and objectives on a regular basis, to allow regulations and actions to be tailored to respond to neighborhood preferences. At intervals of no less than every two years nor greater than every five years, change should be measured and forums held to discuss progress in the neighborhoods.

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IV. THE LIFE OF THE CITY

IV.A. HOUSING

The City of Gloucester has a fundamental obligation to ensure that people who now live and work here can continue to afford to live here. The current inadequate housing supply and escalating home prices are causing displacement, individual and family stress, pressure on existing businesses, and deterrence to the development of new business. Furthermore, the salaries of people who provide services to the local community - teachers, city workers, health care providers, and others - are not sufficient to meet the current cost of housing.



The City must be proactive in bringing about choices for a broad spectrum of housing types, costs and locations. Otherwise, the diversity of Gloucester, the backbone of its social and economic identity, will be lost. In keeping with the community's Vision, these choices should be compatible with protection of natural resources and preservation of open space and should blend into host neighborhoods.

IV.A.1. RESOURCES AND TRENDS

There are approximately 9,458 residential properties in Gloucester, with 13,125 dwelling units. About 73 percent of the properties are single family and 27 percent are multifamily. Of the total, 58 percent of the dwelling units are owner-occupied, and 42 percent are rentals. Traditionally, the size and scale of Gloucester's housing has been modest: 62 percent of the single family homes have less than 1,600 square feet of floor space. Only 12 percent of the units are larger than 2,400 square feet. Current trends are toward larger houses.



Gloucester has a pleasing layout of contrasting dense and rural areas. Housing density is greatest in the downtown area and in the scattered villages of Magnolia, East Gloucester, Rocky Neck, Annisquam, and Lanesville. Rental and multifamily housing are distributed throughout the City, with the greatest concentration downtown.

Gloucester and the surrounding region have experienced extraordinary housing pressures in the last five years. High-paying technology jobs along Route 128, within commuting distance of Boston, and the beauty and quality-of-life in Gloucester, have created a market where affluent newcomers steadily bid up prices. The median sale price for single family

homes rose from \$135,000 in 1995 to \$203,000 in 2000. The situation is no better in nearby cities and towns; to move out of Gloucester for economic reasons, means moving beyond Essex County.



As a result, the need for affordable housing is a dominant theme in the community and in this Plan. This is true of the official government definition of "affordable", which emphasizes the importance of providing quality housing for those within specific income standards. The need for affordable housing also applies to a simple, common sense conclusion for most of the population as well - the high cost of housing in Gloucester is no longer affordable for virtually anyone with even a moderate income, and is leading to a dramatic reduction in choices for a place to live and the way of life for Gloucester citizens.

The official state definition of "affordable" housing is linked to government-sponsored support programs. Massachusetts General Law Chapter 40b, presumes that 10 percent of the housing units in all cities and towns in the Commonwealth should qualify as "affordable", and counts units that are subsidized by certain approved programs. In Gloucester, 6 percent of the housing units fall into that category. For communities such as Gloucester that do not meet the 10 percent level, Chapter 40b further allows relaxation of zoning requirements in order to permit development applications that meet certain financial requirements and include a percentage of affordable units within the development. The Zoning Board of Appeals is the permitting board for such applications. Environmental and public health and safety requirements do apply.

Housing subsidies in the city include 616 housing units and 579 state and federal rental vouchers and certificates issued through the Gloucester Housing Authority. The average voucher subsidy is \$573 per month, with the tenant paying the balance of the rent; vouchers may be used wherever accepted by the landlord. Yet, only 25 percent of families with vouchers can find apartments that they can afford. Landlords report dozens of calls for available apartments.



Unless measures are taken to protect or increase the supply of moderately priced housing, the market will gradually reduce choices for many Gloucester residents, as those who can pay more steadily outbid those of lesser means, resulting in displacement at the moderate and lower end of the income spectrum. There is real danger that, unless the supply of housing

that working families can afford is increased, people who were raised and who work here will no longer be able to afford to live here. The people being squeezed out are workers in the schools, city services, fishermen and artists, who have all traditionally been a part of our community fabric. Business, city government, and the public schools report that selected candidates do not take jobs, or do not stay, because they cannot find housing in the community.

The antidote to this trend is expansion of opportunities for many market segments simultaneously, gradually reducing pressure and opening new options for everyone. Each of the following strategies will assist in meeting certain housing demands. Implementation of any individual recommendation would be inadequate. Therefore, it is imperative that comprehensive policies and actions support strategies simultaneously in order to retain a diverse and healthy residential community.

IV.A.2. GOAL

Adopt policies and take actions to ensure that the housing supply meets the needs of Gloucester residents.

IV.A.3. OBJECTIVES

- Establish a City of Gloucester housing policy.
- Establish a coalition of parties to examine housing policy and housing supply issues.
- Encourage housing development where it is consistent with the land planning vision of this Plan.
- Increase the supply of permanently affordable rental and owner-occupied housing in the city.
- Facilitate building of more multifamily housing in a variety of neighborhoods, in a variety of ways supporting opportunities for infill-housing construction, consistent with existing neighborhood patterns.
- Expand funding to help meet affordable housing costs, seeking revenue from all sources.
- Provide assistance to senior citizens to remain in their homes.
- Encourage housing options that would allow residents to remain in Gloucester, by subdividing large living spaces and promoting options for smaller units.
- Modify regulations to allow a variety of living arrangements, including live/work and accessory apartments, under appropriate conditions.

- Encourage housing rehabilitation, tax incentives, subsidy programs, and regulatory simplification, modification, and compliance.
- Cooperate with regional efforts to promote development of affordable housing.
- Continue search for funding to meet housing needs and goals.

IV.A.4. STRATEGIES

Strategy 1. Assign the Community Development Department to take responsibility for housing policy and housing issues.

The Community Development Department should be charged as the oversight entity for housing issues throughout the city. Currently, responsibility for housing policy and housing issues is dispersed among public and private organizations, with no official City assignment of responsibility and/or coordination. These organizations have worked independently and cooperatively to provide housing choices, typically to the traditionally under-served. An assertive, official city role might strengthen and augment the current effort. The City, through the Community Development Department, can serve that centralizing function. Every two or three years, the Department should conduct a Housing Needs Assessment, examine policy and recommend policy and code changes to ensure that established needs are met. A variety of City resources - from staff to vacant land to zoning techniques and financial incentives - can be applied to meet housing needs; these should be managed by the Community Development Department in close coordination with the Grants Office and the Gloucester Housing Authority.

Strategy 2. Form and empower a coalition of parties with an interest in housing to supply avenues to financial expertise, funding, and materials resources.

It takes a city of resources to meet the variety of housing needs that have been identified during the planning process. A Housing Coalition, coordinated and assisted by the Community Development Department, would be able to pool resources to address the varied needs and demands of providing for additional housing in the city. This Coalition should include representatives from real estate firms, financial institutions, the building industry, housing advocacy organizations, a representative from the Open Space and Recreation Committee, and city decision-makers, including the Community Development Department, the Grants Office, and the Gloucester Housing Authority. This Housing Coalition should meet at least bi-monthly to address issues and explore solutions, and should report to the mayor and City Council at least twice a year.

Strategy 3. Encourage adoption of the Open Space Design siting process.

Housing in Gloucester should strive for a high quality-of-life. Open space and preservation of neighborhood character add immeasurably to this objective. The Housing Coalition and associated housing-interest groups should encourage the concept of Open Space (Residential) Subdivision Design. In this concept, sites that are proposed for development are assessed to identify open space and special features, which are then preserved by clustering the houses - either single or multifamily - in other locations on the site, more closely than conventional zoning would allow. This approach will benefit residents by preserving the most valuable open space and natural resources near their homes.

Strategy 4. Increase housing supply in all neighborhoods through regulation and proactive programs.

In order to expand affordable housing options, the City must take major steps to expand the supply of all housing types and the range of prices throughout all locations in the city. In view of high demand and high prices for housing, many individuals and families must make choices based on financial necessity rather than type or location of housing. Unless housing supply is expanded in many categories, the market will gradually reduce choices for many residents of Gloucester, as those who can pay more for housing out-bid those of lesser means, resulting in displacement at the lower end of the income spectrum.

All market segments should be addressed simultaneously, thereby gradually reducing pressure and opening new options for everyone. A variety of mechanisms should be explored. Strategies are intended to address the broad housing market. City policy should work toward implementation of all strategies, in keeping with the Plan Vision and should be done in concert with neighborhood input.

Strategy 5. Increase the supply of affordable rental and owner-occupied housing in the city to meet at least the goal of ten percent set by the Commonwealth of Massachusetts.

With the goal of maximizing permanent affordability wherever and whenever possible, several measures can work together to open housing-market opportunities. The Housing Coalition should provide information about potential sources of money to housing-interest groups and to individuals. That funding might come from the City Grants Office, other local and regional organizations, and financial institutions. However, money alone will not resolve the housing crisis, which is in large part explained by lack of supply of housing stock. Recommendations to increase housing stock at below market prices include the following:

- Encourage and support the Community Land Trust of Cape Ann to expand or form additional Trust groups, using this one as a model;

- Increase the provisions of the 'inclusionary' housing provision in the Zoning Code of Ordinances (Chapter 5.11), to include all residential development of 15 or more bedrooms, and to assign at least 20 percent of the total number of dwelling units as 'affordable'. Additional incentives can be offered to marginally increase the number of units under certain conditions;
- Promote incentive programs for private property landlords by providing rehabilitation grants in exchange for deed restrictions that allow affordable rents;
- Form housing partnerships with non-housing groups that serve other community needs - employer-sponsored housing; housing on school properties, with teacher preferences; and faith-based initiatives - to rehabilitate or construct housing;
- Cooperate with regional efforts to promote development of housing, in particular the North Shore Housing Trust;
- Create project-based voucher programs through the Grants Office.

Strategy 6. Revise zoning ordinance and regulations to allow easier permitting of multifamily dwellings.

As the City moves toward performance zoning, it should establish citywide standards and conditions appropriate for multifamily units, and replace the current geographic restrictions and special permitting process required by the present Ordinance. Conformance with neighborhood character, existing public infrastructure and amenities, adequate land area, and avoidance of neighbor view obstruction, all should be considered in setting requirements for the permitting process, which should include neighborhood input through the process described in the Villages and Neighborhoods Section of this Plan. Mixed use, where new construction might include, or mix with, existing commercial or certain appropriate industrial uses, should be allowed when specified conditions are met. Site and building design should, in all cases, be compatible with the surroundings and ensured through site and design review through the permitting process.

Strategy 7. Revise zoning ordinance and regulations to allow easier conversions to multifamily dwellings and mixed uses, as appropriate.

A simple method of expanding housing supply with least impact to neighborhoods is by expanding the use of existing supply of houses in built-out areas where expansion can be accomplished without negative impact on the neighborhood. The Zoning Ordinance should set conditions to allow that expansion, which can be accomplished in a variety of ways, including the following:

- Encourage accessory or in-law apartments;

- Convert existing single-family to multifamily units;
- Support 'infill' housing in neighborhood centers where this approach would be consistent with existing building density;
- Encourage vertical expansion where additional stories would be consistent with the neighborhood;
- Promote mixed-use development where housing could be an attractive and beneficial addition to new or existing retail/commercial areas, such as plazas;
- Encourage density in village and neighborhood centers;
- Consider planning for new village centers, as appropriate. Increased density can create vitality where homes and shops are in walking distance and where social interaction is encouraged in appealing public space.

Strategy 8. Explore and adopt measures to assist senior citizens to remain in their homes.

Many senior citizens prefer to remain in their family homes and familiar neighborhoods after retirement and into their senior years. Yet, for many the cost of remaining is greater than they can afford. A variety of assistance programs could make it possible for most to remain in their homes, if that is their choice, including the following:

- Encourage creative multifamily arrangements for seniors in larger homes;
- Expand existing financial assistance, such as tax deferral for elderly, septic installation and rehabilitation and sewer connection assistance, and housing rehabilitation assistance, available through the City Grants Office;
- Encourage reverse mortgages, wherein money is borrowed against the equity of the house and returned at the time of the sale of the home;
- Provide information about the availability of financial assistance to meet living expenses through the Council on Aging and the Community Development Department.

Strategy 9. Promote housing options that will allow people to 'downsize' yet continue to live in Gloucester.

The current tight and costly housing market in the city makes it difficult for people to move from their family homes, when that is their choice. Yet, such a move would add to the housing

stock by making family homes available. Strategies to increase housing stock can be tailored to meet seniors' needs, including creative multifamily and co-housing arrangements, and the addition of accessory apartments in single family homes. Other options include assisted living facilities and retirement villages, with services and amenities, and support for both market-rate and below-market-rate housing in neighborhood or downtown centers where support services and amenities are nearby.

Strategy 10. Allow live/work options, with conditions and standards that protect the quality-of-life of residents and existing neighborhoods.

The Zoning Ordinance should allow live/work arrangements. Often associated with the arts and artisans communities, live/work accommodations meet the needs of a variety of self-employed workers. Certain requirements must be met to ensure compatibility with neighborhoods, including limits on the types of businesses and provisions for adequate parking. Limited equity, live/work cooperatives have been successful in Boston neighborhoods, and could be a model to assure long-term affordability for live/work arrangements as well as traditional housing.

Strategy 11. Modify zoning codes and establish programs to allow more housing options.

New housing options could be allowed through code modifications, tax incentives, subsidy programs and regulatory simplification to accomplish the following:

- Allow and encourage Single Room Occupancy housing;
- Simplify and encourage conversion to multifamily;
- Relax regulations applying to non-family related occupants;
- Provide information to people in need of housing assistance through the Community Development Department;
- Provide assistance to homeowners and landlords for lead paint removal. Lead paint not only poisons children, but the presence of lead paint in many houses limits the supply of rentals for families with young children. The City should identify sources, provide funding, and seek grants for lead paint removal.

The Housing Coalition, the Community Development Department, and the City Grants Office should cooperate to effect the suggested policy changes, to secure funding and to provide information.

Strategy 12. Continue to seek maximum available funding from all sources.

Funding is needed to make housing available to all citizens of Gloucester; the City can assist by exploring further sources of funding and making the funds available as a consistent, standing responsibility. The Housing coalition and associated groups should explore the benefits of adopting the Community Preservation Act as a method of raising money locally and adding Commonwealth matching funds. If the examination shows benefits to the City, the Housing Coalition and associated organizations should work toward passage of the Act.

IV.B. ECONOMY

The economy of Gloucester was historically connected to the sea. Fishing and maritime trade built the City. The wealth that it created supported investment in homes, buildings and infrastructure, all symbols of prosperous times. But the decline in these industries that built Gloucester led to long periods of slow economic decline in the last third of the twentieth century, punctuated by relatively short-lived revivals.

The economy has changed over the past several decades, adapting to the general decline of the fishing industry by diversifying into high technology and light industry services, commercial, and tourism sectors. The City is at its lowest jobless rate in the past 25 years, with only about 5 percent of the workforce unemployed.



Despite these improvements, important issues and trends affect the local economy, including a loss of employers, lack of an employable labor force and salaries inadequate to support those who want to live and work in the city. Gloucester has relatively little commercial land available for new development, has high housing and living costs, and requires relatively high-cost infrastructure investment to support emerging information technologies. Attracting and retaining businesses is extremely important, and strategies are needed to address these issues. A successful economy provides a local employment base, benefits employers, and generates taxes that are substantially greater than the municipal costs required to support them.

IV.B. I. RESOURCES AND TRENDS

The economy in Gloucester is concentrated in several sectors including trade - tourism and retail - manufacturing, services, and, to a lesser extent, government and fishing. The largest employers include the City of Gloucester, Varian, Gorton's, Gloucester Engineering, Addison Gilbert Hospital, and Shaw Markets. Hundreds of small businesses support the local economy, ranging from tourist-related - restaurants and sightseeing operations and commercial boating - health and wellness services, retail shops, construction companies, banks, arts and crafts, and assorted incubator projects and home-based businesses.



Unlike some other communities, the land and facilities available for commercial use are constrained by established patterns and regulations. It is not surprising to find that the total number of businesses and jobs in Gloucester has remained relatively constant over the past ten years. Change is occurring in the types of businesses as they respond to changing regional, national and international market conditions.

Several large industrial businesses with over 200 employees moved out of the City during the last few years. Some of the reasons for their relocation include lack of space for expansion, lack of an employable labor force, consolidation of facilities, and shift in business. Gloucester's geographic location - "at the end of the line" - and small, constant population is not conducive to business expansion.

Gloucester has been part of the decade of economic recession, recovery, and expansion within the region. Longstanding, relatively high unemployment rates have decreased and are now close to the regional average of about 5 percent, the lowest levels in 25 years. The average annual wage has increased about 30 percent over the past 10 years to approximately \$30,000.

The relationship between the location of jobs and the labor force is an important factor in planning. Recent statistics indicate that about 52 percent of Gloucester residents work outside of the city, and that about 33 percent of the employees in Gloucester businesses commute from other cities and towns. In effect, Gloucester is a net exporter of jobs, even though 67 percent of the local employees are also local residents. The balance of local and "outside" jobs affects the character of the community, and people express concern that Gloucester should not become a suburban "bedroom community", and that it should retain the quality of life associated with a large component of local jobs for local residents. Travel patterns related to the location of jobs and employees also impact traffic in the area.

Because of the relatively limited amount of land available for commercial development, opportunities for growth will be associated with strategic development of remaining undeveloped land parcels. Although, the Cape Ann Industrial Park reached full build-out in 1999, other business and industrial parks have available space. Areas of the downtown and harborfront remain underutilized and vacant parcels remain in a limited number of sites in other areas of the city. Providing for the "highest and best use" will be increasingly important.

IV.B.2. GOAL

Enhance the strength and stability of the City's economic base and increase employment opportunities.

IV.B.3. OBJECTIVES

- Establish a citywide Economic Plan to guide public actions and private investment.
- Support and encourage small and family-owned businesses, including fishing and waterfront commerce.
- Analyze public costs and benefits relating to new economic development, as an investment decision.
- Support and participate in programs that enhance the skills and education of Gloucester's work force.
- Encourage additional housing units to attract and retain employees.
- Encourage quality education to ensure the highest skill levels among the City's workforce.
- Support tourism with policies and actions that will enrich the visitors' and the residents' experience, and that are linked to the maritime and cultural heritage.
- Pursue public policies and actions to expand the information technology infrastructure.
- Continue policies to protect and expand the economic contribution of the waterfront and harbor.
- Support the Addison Gilbert Hospital as an important community resource and major employer.
- Recognize and support the economic contribution of the arts.
- Support local business by encouraging "shopping-local", including City procurement, and publishing information to business and the general public on available local resources.

IV.B.4. STRATEGIES

Strategy I. Establish a City Economic Plan that includes an economic development strategy, a detailed database of economic activity, businesses and employment, and an inventory of long-standing skills of residents.

The Community Development Department , in cooperation with the Cape Ann Chamber of Commerce and the business community, should develop an Economic Plan, based on solid research and the needs of the local economy including sectors that have not typically been included in the past: health care, arts and art products, and high technology infrastructure. The first step would create and maintain a long-term comprehensive database of economic activity to establish trends and projections. This database should include measures of eco-

conomic activity and an inventory of the businesses in Gloucester. It should establish trends based on available information, and become a basis for measuring change in the future. Area educational and governmental entities might be enlisted to assist in data collection and interpretation.

The Economic Plan should include a strategic marketing and implementation plan to guide City effort to work with large and small, local businesses, to assist in business recruitment and location, and to set tax policy and incentives. The Plan should identify specific actions that the City should take to support small, local businesses with new initiatives and programs as well as to address constraints (such as certain zoning regulations) to their economic development.

The Economic Plan should also recommend a consistent method for evaluating the economic costs and benefits of public policies and actions, before the City undertakes major commitments. This will help ensure consistent attention to the short-term and long-term implications on taxes, jobs and the overall quality of life.

In order to implement this strategy, the City must assign staff, resources, and seek state and/or federal funds to support the effort.

Strategy 2. Encourage skills training through support of local and regional programs.

Three types of skills training would improve residents' eligibility for employment and allow them to remain as residents of Gloucester:

- Training in response to the rapidly changing technologies and information opportunities in the region and beyond.
- Training that expands and complements existing, but underused, skills of residents.
- Training to empower individuals to start their own small businesses.

Training can be conducted in cooperation with skill training programs at Gloucester High School and regional educational institutions and organizations. The Community Development Department should join with the School Department to develop strategy for identifying and securing financial resources to support skill-training efforts.

Strategy 3. Support efforts to increase a housing supply that is affordable to residents, allowing them to live in the community where they work.

The City has the opportunity to enhance the economy of Gloucester by supporting businesses and helping those people who want to live and work in the same community. Afford-

able housing is essential to attract and keep employees. Availability of housing positively affects the attractiveness for doing business, starting new business ventures, and expanding existing business. As a corollary, a lack of housing options reduces the value of business properties, in turn affecting commercial land value, part of the tax base of City government.

Expanding housing is a matter of preserving community value and economic health.

Strategy 4. Coordinate visitors' experience in the city in a way that enriches their stay yet maintains the image and character of the city.

Gloucester, with a unique blend of working waterfront, culture, art, maritime heritage, beautiful coastlines and beaches, and wooded uplands, is a destination that attracts many visitors. Retaining that image and character should be the centerpiece of the tourism strategy in both the public and private sectors.

The business of hospitality is a significant factor in Gloucester's economy and will continue to play an important role in the future. Coordinating the resources of tourism can expand the economic value while ensuring that the qualities that make Gloucester a desirable place to live and work year-round are not affected.

The economic contributions of tourism should be included as part of the Economic Plan and data collection. These updated studies should create a profile of tourism activity and its related impacts, including an analysis of the market segments and support businesses served by the tourism attractions. Direct and indirect implications on employment, expenditures and taxes should be measured.

The Tourism Office, within the Community Development Department, and the Tourism Commission can use the resulting data as a marketing guide in working with representatives of the tourism industry, business community and associated institutions. Tourist related businesses and attractions will be better able to attract visitors and offer them an enhanced visitor experience, resulting in greater economic return with longer and repeat stays and increased spending.

Hospitality business provides income and support for many Gloucester residents. Planned management of tourism can benefit these citizens as well as the city itself. Information about the economic impact should assist residents who are not pleased with tourism because of the inconveniences from increased visitors to the city. Changes can be made to reduce these problems through a planned approach to tourism and hospitality.

Strategy 5. Promote expanded telecommunications infrastructure.

The fast expanding global network of telecommunications opens vast opportunities and is becoming essential to large and small businesses. Many small business use their homes and

internet for the "storefronts" for work from home and would be enhanced by expanded access to telecommunications infrastructure. This infrastructure is costly to bring into Gloucester, a community "at the end of the line" and at the very end of the state highway.

A cooperative effort, representing City administration and business interests, has begun to explore ways to attract delivery of these services. This combined effort should continue, with assertive leadership by the Community Development Department. Supporting telecommunications infrastructure enriches the community by promoting "living and working" locally.

Strategy 6. Restore and maintain vitality in harbor and waterfront activity, in part, through implementation of the Harbor Master Plan.

The industrial waterfront is important to economic activity and employment in Gloucester. The harbor also draws tourists to the city who chose to come here rather than to visit another seaside place that is primarily residential or tourist-business oriented. The City should support actions that lead to infrastructure improvements, as recommended in the Harbor Plan; renovation of the waterfront is critical to the survival of the marine industry and to the potential for private investment in more modern facilities and products.

The recently formed Maritime Heritage Center that has purchased the city side of the Gloucester Marine Railways is an example of private/public cooperation that will add life, use, and interest to all harbor activity. A similar effort might apply to other waterfront parcels that are currently underused.

In keeping with the seafaring and maritime commerce of the City, economic development should include support of innovation and new product development in the fishing industry, including processed products that increase the value of seafood shipped out of the City. The City should seek funds from all sources to invest in harbor and waterfront improvements and related product development.

Strategy 7. Promote economic and environmental sustainability for new and expanding business and city procurement practices.

Principles of economic and environmental sustainability should be part of the resource information available through the Community Development Department, with advice on promoting both in business practices, moving toward development of official City policy and review procedures. Economic sustainability might address issues of "local shopping" and buying, local employment and equal opportunity practices and set-aside jobs for women and minorities. Environmental practices, which in the long-term are also economic, would include promoting energy and water efficiency and "building green", to be developed in cooperation with the Natural Resources Plan by the Open Space and Recreation Committee.

IV.C. HISTORIC AND CULTURAL RESOURCES

The City of Gloucester, settled in 1623 and recognized as America's earliest fishing port, has a wealth of history and historical assets. The historic resources of Gloucester can be seen in the buildings and monuments that reach back to earlier times and in unique and remarkably unchanged districts, landscapes and places that reflect Gloucester's heritage.

The preservation and use of these resources is linked to the quality of life of Gloucester citizens. Because of its age, fame, location and historical significance, Gloucester draws many visitors and admiring guests eager to learn more about this city and savor its history. The Plan recognizes that stewardship of historic and cultural resources serves everyone.



IV.C.1. RESOURCES AND TRENDS

Gloucester's historic resources are places, artifacts, memorials and structures that provide meaningful links to the past. In some cases, these links have been preserved or protected through the efforts of government and institutions; in other instances, valuable historic resources remain unprotected and represent an opportunity for further actions.

The harbor and its near surroundings have long been the center of Gloucester, and its role in earlier eras is preserved in buildings, museums and special districts that celebrate this past. Local and National Historic District designation, with virtually the same boundaries, encompass much of Middle Street and the west end of Main Street. Middle Street includes several 18th century Georgian-style houses. Federal-style seaport buildings and the Blackburn Tavern remain on Main Street.



Two museums are in the District. The history of the 1783 Sargent Murray Gilman Hough House traces significant trends and events in American history, reflecting the wealth and influence of the early maritime economy, and the emerging intellectual culture of the United States. The house was occupied by the Reverend John Murray, founder of the Universalist Church in this country, and his wife, Judith Sargent Murray, early advocate of the equality of women. The Cape Ann Historical Association includes the late 18th-century house once occupied by Captain Elias Davis. This museum exhibits an important collection of the paintings of the 19th century Gloucester native, Fitz Hugh Lane, a reminder that Gloucester historic heritage is also captured in the art that has long been an integral part of local culture.

HISTORIC AND CULTURAL RESOURCES

Gloucester is part of the Essex National Heritage Area (ENHA), which provides resources for signage and interpretation and the Welcoming Center at Stage Fort Park, the original site of Gloucester settlement on Hough Avenue. Continued cooperation with ENHA is advised, as additional resources are available.



The history of Gloucester is marked, in part, by its historic houses, including a few first period houses, those built before 1725, which have been named to the National Register of Historic Places. The home of Fitz Hugh Lane at Harbor Loop is owned and maintained by the City of Gloucester. Two unique houses are preserved and are significant visitor destinations - the Hammond Castle and Beauport, landmarks among the 1920s grand get-away mansions that are also part of Gloucester's past.

The villages of Magnolia and Annisquam have active historical societies and small museums memorializing the traditions and rich history of those areas.

The maritime heritage is reflected by the Adventure, a preserved 121-foot Gloucester schooner that is a National Historical Landmark and educational resource, currently docked at Harbor Loop. Plans for a Maritime Heritage Center include permanent dockage for the Adventure, as well as a dragger and boat-building facilities.

The City Archives Committee has worked since 1987 to collect and index and safely store city records, dating back to the seventeenth century. The Sawyer Free Library also maintains historic records, books and paintings. Both archives need additional space and secure storage conditions.

In contrast to the successes, many resources are decaying or threatened by demolition. Some of Gloucester's earliest homes have been significantly degraded and early burial grounds and cemeteries are in disrepair. Some significant properties require attention, the White Ellery House at Grant Circle, a gateway to the city, a case in point.

Several City entities can effect preservation and stewardship of historic resources. The Historical Commission serves a broad role in promoting preservation activities, using the 1990 Historic Preservation Plan for guidance. The Historic District Commission maintains stewardship in the Historic District. The Archives Committee gathers and organizes historic records. The future of historic resources will be linked to the stewardship that these and other groups are empowered to provide.

IV.C.2. GOAL

Maintain and celebrate the heritage of Gloucester through preservation and interpretation of its historic sites, buildings, and monuments.

IV.C.3. OBJECTIVES

- Expand the stewardship responsibilities and capacity of Gloucester's Historical Commission and Historic District Commission.
- Preserve historic buildings and places.
- Assist residents and City administration to understand and appreciate the importance of preserving historic buildings and places, including cemeteries and archeological sites.
- Secure funding for historic acquisitions and preservation.
- Explore benefits of enacting Community Preservation Act to help preserve historic places and structures in Gloucester.
- Support programs and policies to create new venues for historic interpretation.

IV.C.4. STRATEGIES

Strategy I. Define responsibility of the Historical Commission and the Historic District Commission.

If the remaining heritage of the city is to be preserved, the two appointed historic preservation commissions, the Historical Commission (HC) and the Historic District Commission (HDC) should have a clear sense of expectation and coordinated direction, organized to comply with mandates of the Massachusetts Historical Commission. Both Commissions should have a budget for printing and supplies, to allow chairs and/or members to attend preservation training sessions, and to employ professional assessment of the condition or integrity of buildings.

The following is a list of recommended tasks and responsibilities for Gloucester's Commissions to preserve the City's heritage:

Historical Commission (HC)

- Convene adjunct committees, as appropriate for projects, of citizens with historic preservation expertise, to advise and assist the HC in gathering, applying and distributing information.

HISTORIC AND CULTURAL RESOURCES

- Review and update the Historic Preservation Plan, prepared in 1990, including updating and prioritizing the inventory of historic buildings, plaques, monuments, and sites, including cemeteries and archaeological sites, adding as necessary.
- Prepare public information and outreach programs to foster appreciation of historic assets.
- Prepare historic conservation and renovation design guidelines.
- Resume the Plaque Program, in collaboration with the HDC.
- Comment, advise and approve City preservation and renovation projects.
- Advise on and approve maintenance and modifications to all City-owned historic buildings.
- Comment and advise private sector conservation and renovation projects, when applicable and upon request.
- Respond to initiatives to name property to the National and State Registry of Historic Places, and submit them to the Massachusetts Historical Commission.
- Participate in preparing the arts and cultural strategy and tourism strategy, and assist in exploring the concept of a Heritage Center, as a separate destination or as an element within other venues.

Historic District Commission (HDC)

- Review the boundary of existing Historic District and recommend adjustments to include other significant and contiguous neighborhoods or buildings.
- Assume a proactive role in Historic District, seeking to raise awareness of the District.
- Resume the Plaque Program within the district.
- Assume stewardship for designated properties within the District, and in collaboration with the Historical Commission, designated properties beyond the District, including City-owned buildings.
- Cooperate with Downtown District Commission in projects that include the Historic District.

Strategy 2. Provide information about historic buildings and sites and assistance toward preservation.

The volunteer Commissions and their associated volunteers will require City resources and coordination to be most effective, responsibility that should be provided by the Community Development Department. Current staff already has a lot of responsibility; professional staff should be added to manage this assignment and others recommended by this Plan.

The Historical Commission and the adjunct committee, with assistance from the Department of Community Development, should prepare and provide information to the general public and City staff in the following ways:

- Update the Preservation Plan;
- Prepare information about selected historic properties;
- Resume the Plaque Program, using the official Gloucester plaque, approved as part of the original Program, placing, repairing, and replacing plaques as appropriate;
- Distribute information and guidance on preservation, based on Secretary of Interior's Standards for Preservation, for public and private use, including a publication describing architectural styles and suggested preservation practices appropriate for Gloucester;
- Be available, on a regular schedule, to provide information and advice on preservation methods;
- Recommend an "Incentive Program," using modest awards, tax incentives and credits, and recognition.

Strategy 3. Adopt a demolition delay ordinance.

Demolition of historic buildings, monuments or places cannot be undone. A Delay Ordinance, invoked at the time of application for a demolition permit, allows time to search for alternative uses that would preserve historically and architecturally significant buildings and places. The ordinance can refer to the extensive inventory of property already listed with the Massachusetts Historical Commission (MHC). This list can be expanded by the Historical Commission, with submission of properties found to be "preferably preserved" to MHC.

Strategy 4. Support the Gloucester Archives Committee.

The Archives Committee has been a model group of volunteers who have steadily and conscientiously preserved and maintained Gloucester's history through records and documents.

Present Archive space in City Hall is wholly inadequate. Proposed expansion of the Sawyer Free Library includes space and controlled conditions for the Archives. City leadership should support the Archive effort with budget and resources and encourage the move to the Library with improved conditions to protect our history.

Strategy 5. Integrate historic and archeological significance into City decisions, including special permits and subdivision regulations.

Historic and archeological significance should be required in the description of existing conditions on all applications for permits for building, subdivision, or special permits. This will advise City staff, permitting boards and commissions and the applicants and their agents that these features have value. As site and design review is integrated into permitting procedures, historic and archeological significance would be considered along with considerations for other property features. The Zoning Ordinance should encourage new construction or renovation to be compatible with neighborhood historic character and consider density and/or dimension incentives for preservation effort.

The Office of the Building Inspector, which processes building and renovation permit applications, should have conservation and preservation training. Some renovation permit applications may require code interpretation for sensitive code compliance in order to maintain historic and/or architectural integrity.

Strategy 6. Preserve and maintain historic cemeteries and archaeological sites.

Gloucester's ancient cemeteries, some dating back to the 17th century, and its archeological sites should be maintained and their historical significance recognized and documented. They are currently badly neglected and should be given high priority and protection. The Department of Public Works (DPW), with responsibility for cemeteries, should continue the work to save them done by volunteers, and assume a maintenance schedule. A subcommittee or adjunct committee, of the HC might assume an official role in working with the DPW and preparing a program to increase public awareness.

Strategy 7. Seek available funding for historic acquisition and preservation, and establish a Preservation Trust Fund.

City efforts to preserve City heritage and character will require coordination to secure funding from all available sources. Both Commissions and the Community Development Department and the City Grants Office should work together to identify sources and to apply for preservation monies. A trust fund, either a dedicated City fund or a private non-profit, in cooperation with the Commissions, should be established in order to reserve designated money for the purposes of property acquisition and preservation.

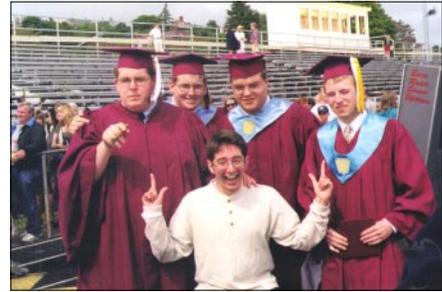
HISTORIC AND CULTURAL RESOURCES

As noted in other sections of this Plan, the Community Preservation Act (CPA) could provide new local and state revenue to preserve significant places and buildings, and should be carefully examined by the HC and the HDC. If they conclude that benefits are substantial, they should work for the adoption of the CPA.

Eligibility or advantage for certain state historic and preservation grants hinges on certification from Massachusetts Historical Commission; and that eligibility is through the Certified Local Government, requiring active and up-to-date Commissions.

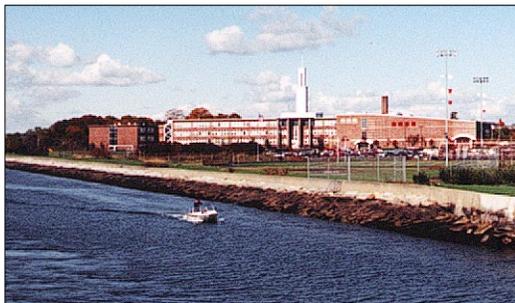
IV.D. EDUCATION

The Gloucester school system supports the foundation of the future of Gloucester. The community, in turn, must set goals and support the school system to prepare children with the best possible education, to face the challenges ahead. Moreover, the school system should provide a continuing source of learning by extending its reach beyond children, to the adults in the community. An overview of educational resources and trends provides an understanding of the policies and programs necessary to reach the Goals and Objectives of this Plan.



IV.D.I. RESOURCES AND TRENDS

The Gloucester school system provides educational resources for pre-kindergarten through Grade 12 at eight schools in the City. It is also a member of the North Shore Regional Vocational system and the North Shore Consortium for Special Needs. Education policy is set by a six-member, elected School Committee.



The school system has undergone significant changes and adjustments over the last few years; enrollment increased from 3,711 in the 1994/1995 school year to 4,203 students in the 2000-2001 school year. However, the increases are not evenly distributed; the 7th grade increased by more than 50 percent during this time. This "bulge" in the school population was accommodated through re-assignments of both space and teachers.

The Massachusetts Comprehensive Assessment System (MCAS) testing program represents another source of change, setting new standards and goals for the school system. These changes combined with the school system's desire to increase academic challenge for all students, have led to the following initiatives:

- Reduction in class size;
- Full-day Kindergarten;
- Developmental Reading and Writing Assessments for students in Kindergarten through second grade several times during the year;
- Student Placement in the "First Steps" developmental writing continuum, K-8;
- Increased attention to exhibits and student work;
- Extensive professional development programs for all staff.

EDUCATION

In 1999, the School Committee commissioned a study of the Special Education Program that led to significant changes in the program and related education at all levels of the system.

The Gloucester High School was refurbished and expanded in 1995-1997. The School Department also has underway a five-year plan to modernize many of the older, elementary school buildings. Adequate and coordinated maintenance procedures have been established to improve school infrastructure as well as defer costs. These initiatives and others have been supported by thousands of dollars in grant money.

The city's educational system has improved significantly over the past few years, in spite of restricted budgets, however, some community-wide issues remain to be addressed.

Although there are strong links between the economic health of Gloucester and the educational attainment of the population, there is no clear link between educational programs and economic interest that supports particular industries and employment opportunity in the City. As a result, Gloucester's labor force may lack the necessary skills to be hired by local businesses, thereby causing them to relocate to another community in search of an employable workforce.

The information technology base in the schools is not fully equipped to support the labor force and to meet the challenges of tomorrow's industries. This problem extends beyond high school graduates to adults and single parents who increasingly return to school to be re-educated; so that they can meet current job requirements, especially those requiring basic computer training.

Through planning, a consistent set of priorities can be established to help address Gloucester's educational needs and improve the quality of education.

IV.D.2. GOAL

Provide superb educational facilities and resources that will serve the entire Gloucester community, from teaching basic skills to expanding capabilities with the leading technologies and information available today.

IV.D.3. OBJECTIVES

- Provide program and facilities for fundamental high quality education for all Gloucester children.
- Develop programs to attract and retain highly proficient and passionate teachers and Instructors.
- Promote citywide literacy for all ages.

- Provide programs that enhance the skills and education of Gloucester's work force by providing access to technology training for residents of all ages.
- Integrate school facility planning with City planning.
- Keep school buildings open and in use during evenings and weekends.
- Strengthen partnerships between schools, parents, and the broader community.
- Develop programs to promote appreciation of Gloucester's heritage and natural environment.
- Provide education programs that promote public health goals, and in-school health clinics.
- Expand relationships with area colleges to advance educational opportunities for all residents.
- Promote a coalition of school personnel and local agencies to plan, fund and implement a birth-to-age-5 developmentally-based enrichment program to ensure school readiness.
- Provide education and extracurricular programs K-12 that expose, allow practice and promote appreciation of the visual and performing arts.

IV.D.4. STRATEGIES

Strategy 1. Provide sufficient infrastructure to meet educational goals and requirements.

The City should establish a program that prioritizes and schedules improvements to school facilities and programs. This process should establish school system needs within the context of overall City capital improvements needs and resources. Planning for the schools should take into account associated roadway and utility needs, land use policies, and other actions that may shape the education investment initiatives, striving for small school size in the elementary grades.

Strategy 2. Ensure that the school system provides qualified staff and improves their salaries to allow them to live in Gloucester.

The school system has had difficulty attracting and keeping teachers due to relatively low salaries and high housing costs. One way to improve this situation is to increase teacher salaries. The School Department should also work with local housing agencies and the Community Development Department to establish a registry of potential housing units that could be set aside for teachers and their families.

Strategy 3. Provide services that promote literacy for all ages.

The School Department, in partnership with other community agencies, should establish programs and policies that promote literacy of all residents and improve communication and understanding. Programs could range from school and home-based enrichment programs to basic workplace education and training initiatives.

Strategy 4. Ensure that city residents have educational opportunities to meet the particular needs of the local work force.

The school system should maintain partnership programs between the schools and local business and industries, providing options to learn needed trades, skills, and technologies. School training programs might help residents who want to work in the community in which they were raised. The City Economic Plan and the Cape Ann Chamber of Commerce should identify the areas of greatest need, and then, working with the business community, provide the resources necessary to add the programs.

Strategy 5. Expand use of school properties for City and community programs, including extended-day use of school facilities year-round.

School infrastructure is currently used for community programs during evenings and weekends. It should continue and expand this effort with additional programs and events, offering general education degrees (GED) and English as a second language (ESL) programs, tutorial help, and other special education classes to help residents improve their quality of life, as funding is made available.

Strategy 6. Support an expanded knowledge base to extend and diversify the educational experience of residents.

To advance educational opportunities for all residents, the school system should maintain partnerships with nearby colleges, institutions, businesses and organizations that have been developed over the past few years. For example, the Sawyer Free Library provides excellent resources for all ages in the community. The City should promote and support additional programs and expansion of the library building to meet additional needs, such as computer labs and young adult programs.

Strategy 7. Develop an environmental education program focused on Gloucester.

An environmental education program that teaches about the local environment and natural resources will help ensure the long-term protection of these resources. People who are informed about how their actions affect natural resources are less likely to degrade those resources. The School Department should review and expand current curricula to provide a specific focus on local environmental and natural resource information and issues.

Strategy 8. Develop a Gloucester Heritage program.

Gloucester has a rich and unique cultural heritage that should be passed along to future generations. That heritage should be part of the curriculum throughout the system, taking full advantage of on-site and hands-on experience.

Strategy 9. Expand affordable day care programs.

The City should expand high quality school building-based, affordable day care, as space allows. This would help school staff and other families in need of pre-school and after-school day care.

Strategy 10. Provide health education programs.

Health issue awareness starts at an early age and should be promoted within the school curriculum and ancillary services. In cooperation with the City's Health Department and local health care providers, the school system should continue a program of health awareness, including an emphasis on environmental issues, drug and alcohol abuse, and family issues. Community health services should be available to schoolchildren.

Strategy 11. Continue to consult parents and the general public about education issues and school programs, including the athletic programs.

Over the past several years, parent organizations and site-based planning and decision-making have strengthened the education programs. This should continue, and allow flexibility in order to meet demands of the school-age population.

The school athletic program and varsity teams are a source of pride for the entire city, bringing the community together as no other single effort could. The City should continue to support these programs and seek to include more children and their parents.

Strategy 12. Maximize effort to secure outside funding - from federal, state, and private sources.

Grants and donations play an important role in the School Department budget, assigning responsibility for securing and using the funds throughout the system, as appropriate. This should continue, and effort to find new sources of money should be accelerated, seeking specific application as private and business foundations make new money available.

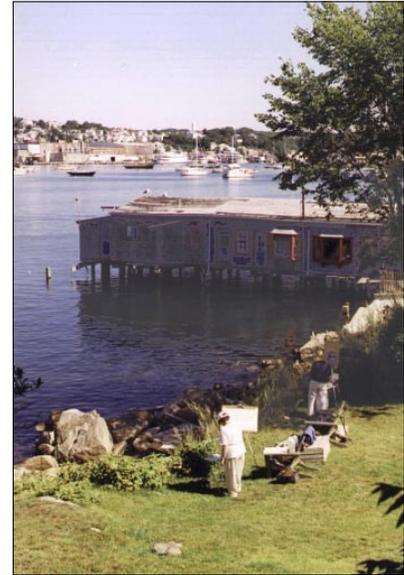
To protect both local and outside money, the city should have a dedicated School account that will carry from one fiscal year to the next, allowing flexibility in applying funds that do not fit the city fiscal year plan. It should be noted that accounts are currently able to carry across fiscal years on a line item basis; this dedicated account would be used for specific purposes under controlled circumstances.

IV.E. ARTS AND CULTURE IN THE COMMUNITY

Culture builds community, and an investment in the City's cultural assets is an investment in the City's future.

Gloucester is home to the oldest working art colony in the country, the Rocky Neck Art Colony, and is internationally known for its artistic and cultural achievements. It has long served as a subject and home for renowned artists, writers and performers. These visionaries also serve as archivists of the city's fascinating, culturally rich and diverse heritage.

Though relatively small in size, Gloucester offers residents and visitors an astonishing array of artistic and cultural treasures, visual, written, performed, and spoken, including sculpture, painting, furniture, pottery, jewelry, quilts, poetry, theater and dance, concerts, films and media arts, and digital and graphic arts. There are exhibitions, performances, guided tours and festivals, museums, historic buildings and architecture, art associations, and galleries; art is displayed in public buildings and businesses throughout the City.



The entire community gains by supporting and promoting the special and valuable art and cultural resources in the city. Acknowledging this, the City of Gloucester has created two official groups, the Gloucester Cultural Council and the newly formed Committee for the Arts, with missions to bring contributions of the arts and cultural community to light.

IV.E. I. RESOURCES AND TRENDS

"New England's creative occupations are projected to grow 18 percent between 1996 and 2006, faster than the total of all occupations . . ." according to a definitive study by the Creative Economy Initiative. A quick inventory of Gloucester's artistic and cultural resources (a walk through the yellow pages of the phone book, for example) underscores the importance of the community's creative industry to the well-being of this community. The challenge for Gloucester is to be a steward of its cultural riches by preserving and highlighting the impressive quality and quantity of all these resources and encouraging their development and success. It is helpful to think of the arts and cultural resources roughly falling into three categories:



- The Arts and Cultural Community - There are hundreds, if not thousands, of artists and other highly creative people who either live, work, or visit Gloucester and are

ARTS AND CULTURE IN THE COMMUNITY

linked to arts and culture in other communities, especially Rockport. The diversity of artists and cultural events should be recognized as contributing significantly to the community, not only visually but also to its character and its economy.

- **Buyers and the Economy** - Gloucester has become internationally recognized for the type of artwork that has been created here for over a century. Thousands of people come to Cape Ann annually to view and purchase artwork and to participate in art-related activities such as plays and art tours, while also enjoying restaurants, accommodations and other attractions.
- **Art Support Organizations, Businesses and Promoters** - Our valuable cultural resources not only attract viewers of artwork; they provide jobs and contribute substantially to the local economy. That rich heritage is now augmented by an influx of artists from Boston and surrounding areas, adding to the growth and seriousness of the contemporary art community. Businesses such as restaurants and inns that rely on tourism are linked to the arts and cultural attractions of the community as are galleries, libraries, museums, schools, art associations, community service organizations, Internet-based organizations, digital art reproduction companies and recording studios.



Because artists give back to cities in many ways, the City also has an important role to support all these groups and organizations by providing the changes in zoning and tax incentive to facilitate artists in establishing live/work spaces. The City Economic Development Plan should include outlets and potential revenue sources for local art products.

Gloucester's Community Development Department, especially Tourism, Planning and Economic Development components,

and the Grants Office have resources and expertise to be tapped in order to assist the arts and cultural community, and the city as a whole, to achieve the Arts and Cultural objectives. Collaboration with the Chamber of Commerce, the Downtown Development Commission, the Historical Commission, local art associations, and arts-related organizations are also essential in this process.

In November 2000, the City Council recognized the importance of the Arts to Gloucester by establishing a Committee for the Arts. Its mission includes promoting the arts, fostering knowledge and appreciation of artistic endeavors, seeking funding sources, establishing premises and offices, and promoting public awareness of the community's arts and cultural

ARTS AND CULTURE IN THE COMMUNITY

resources. With the help of the City and interested community members, the Committee has already begun several initiatives, an office/ resource center, a web site and the beginning of a "Who's Who" directory of artists and cultural institutions on Cape Ann.

The Gloucester Cultural Council (GCC) is a mayor-appointed City commission and an extension of the Massachusetts Cultural Council, which "provides support to local art by promoting excellence, access, education and diversity in the arts, humanities and interpretive sciences in order to improve the quality of life for all Massachusetts residents." In its twenty-year history, the GCC has granted over \$200,000 to the arts through many different initiatives, perhaps most notably their annual fall grant awards to local artists, cultural organizations, and schools. The GCC also sponsors events that bring together groups of people with common interests in the arts and culture.

The Gloucester Lyceum and Sawyer Free Library is another significant City arts and cultural asset. It hosts frequent and significant arts and cultural events, such as the recent T.S. Elliot Society's Annual Meeting and Festival, and it often sponsors events that tell "The Gloucester Story," a popular subject for many residents and visitors. Plans for the physical expansion of this facility are underway.

IV.E.2. GOAL

Support Gloucester's arts and cultural community as a cultural and economic resource by integrating the arts and culture into the life of the community, downtown and in villages and neighborhoods.

IV.E.3. OBJECTIVES

- Empower the two officially appointed committees, the Committee for the Arts and the Gloucester Cultural Council, to support, promote and coordinate the endeavors of all of the City's artistic and cultural entities.
- Expand cultural and arts activities as an economic and civic benefit.
- Employ school programs and facilities for increased awareness and cultural education about Gloucester's heritage, and promote special programs for the arts within the school system for children and adults.
- Support policies and programs that use existing or create additional space for arts and cultural work, exhibits and performances.

IV.E.4. STRATEGIES**Strategy 1. Support the efforts of the Gloucester Cultural Council and the Committee for the Arts.**

The art and cultural heritage should be preserved and promoted under the stewardship of the two appointed bodies, the Gloucester Cultural Council and the newly appointed Committee for the Arts. Although the arts and cultural activities are part of the Gloucester heritage, they have not been promoted in a coordinated fashion, and untapped opportunities should be used to bring the arts, artists and the public together. By using these two Committees to work with the many entities and individuals associated with the arts and culture, the City can create effective new programs and initiatives that expand cultural opportunities.

Strategy 2. Develop a comprehensive arts and cultural strategy which includes marketing and exploring educational opportunities.

The City can best support this dimension of the community through a coordination role by developing a coherent arts and cultural strategy through the joint efforts of two City committees, the Committee for the Arts and the Gloucester Cultural Council. The strategy should be developed and refined through the combined efforts of arts and cultural individuals and organizations, and include commitments by the City to support particular activities as an active sponsor or supporting participant. Subsequent to creating this strategy, the two Committees should then become the stewards of its recommendations.

Strategy 3. Prepare an economic and civic impact study for the arts.

The positive economic contribution of the arts to the community is clearly substantial, but it has not been measured. As part of the City Economic Development Plan, the Committee for the Arts and the Community Development Department should conduct an economic impact study that provides the foundation for future public actions and programs. This study should build on preliminary research that has already begun and should include an inventory of groups and businesses engaged in this sector of the local economy, and establish an understanding of the contributions and needs of each. The study should consider both the direct and indirect benefits of jobs, expenditures and taxes that are linked to arts activities. Recommendations for specific actions to best support the arts, as contributors to the local economy as well as to the quality of life in Gloucester should be included.

Connecting Art, the Schools, and the Community

The Gloucester School Connection is an excellent example of how the community and the schools can work together to enrich the artistic life of Gloucester. The School Connection is a fund-raising group of volunteers that, among other activities, supports the arts in the schools.

Strategy 4. Create an organized forum for establishing collaborations between the City and its cultural organizations about new initiatives.

The City should host an organized cultural forum, perhaps in conjunction with the Gloucester Cultural Council's annual "Community Input" meeting and/or The Gloucester Lyceum and Sawyer Free Library, with invited participation of those with interests in the cultural future within the City. This forum should be the starting point for the development of strategies for shared resources, new events, and marketing and information programs. As a resource, the economic impact study for the arts should be prepared in advance of this forum, and serve as a basis for discussion. This event should be repeated on an annual basis to provide a continuing forum for new events and new coordination opportunities.

Strategy 5. Actively pursue additional funding of arts programs and programs that support the arts community.

Personnel time and resources should be allocated by the City to actively pursue new sources of funding for arts programs. This should be done in partnership with the organizations or institutions that will direct or manage the programs. This search should include research on other cities and towns similarly endowed with a rich artistic and cultural community and use positive examples to help establish paths towards funds.

There are many sources of funding which could be targeted, such as the as the Massachusetts Cultural Council. Gloucester's Community Development Department, especially its Tourism, Planning and Economic Development, and the Grants Office have resources and expertise that should be tapped in order to assist the arts and cultural community and the community as a whole. In addition, collaborations with the Chamber of Commerce, the Downtown Development Commission, the Historical Commission, local art associations and other arts-related organizations are essential in this process.

The City should also consider creating a special endowment fund for promotion of art. Such a fund could receive private donations, nonprofit grants and public funding. Although it could begin modestly, such a fund could increase and contribute to a regular program of events or art works.

Strategy 6. Explore expansion of space and facilities for artists and sources and conditions for funding.

One of the major constraints on expansion and success of the artist community is the lack of affordable, adaptable space for their work. The Community Development Department and the Committee for the Arts should, as part of the economic impact study, examine various models for public support and funding for such space. Then, it should pursue grants or other sources. Examples for such sources include the state's Department of Housing and Commu-

nity Development (DHCD) and the federal Department of Housing and Urban Development (HUD); and nonprofit foundations. The City should support projects that provide for these uses in appropriate locations within the community, in concert with its land use planning.

Strategy 7. Support live/work art space through zoning revisions and support for lower cost housing for artists and craftspeople.

Artists, craftspeople and others who are self-employed can benefit from having housing arrangements that also include workspace. Some forms of art require large open areas in which the artist can work, for example, to create large paintings and sculptures. There are many examples of "loft space" available in other art communities throughout the country.

Also, artists need affordable housing. Many artists' incomes are low to moderate, and they make up a large portion of the Gloucester residents who are being impacted by the area's housing crisis. Therefore, it is essential for members of the Committee for the Arts and the Gloucester Cultural Council to be involved in planning efforts that deal with housing and zoning issues.

Zoning that allows combined living and working space would go a long way toward helping members of the artistic and cultural community to stay in Gloucester, as would low cost purchase arrangements that would ensure affordability. Without these actions, the city risks losing one of its most precious assets, the arts community, which has, so long, shaped the character of Gloucester.

The City should also support the creation of low cost housing solutions for artists and craftspeople, such as reduced equity requirements for ownership. By supporting the use of grant funds for such a program, for example, the City would help promote its resident arts and cultural life.

Strategy 8. Expand the use of City facilities as art venues.

The City's own facilities can serve as venues for art and performances that are inviting and exciting for residents and visitors alike. The Department of Public Works, in conjunction with the Committee for the Arts, should do a simple internal inventory of the spaces and places that have been used for such uses, and prepare recommendations for additional venues that might be created. Estimates of capital and operating costs associated with this role should be included in a summary report that should serve as the basis for expanded funding of these activities.

Strategy 9. Expand school-related arts programs and explore educational opportunities.

The City's schools provide extensive arts programming, and may be able to serve an expanded role that is a resource to the entire community. As part of its educational and facility planning responsibilities, the School Department and School Committee should consider how this strategy might be implemented, and present ideas and requirements for funding, so that grant initiatives and other resources can be coordinated to create new opportunities.

IV.F. HEALTH AND SOCIAL SERVICES

Community health derives from many factors that create individual family and community well-being and depends on quality, accessible and affordable healthcare services. The health and quality of life of any community is affected by a comprehensive list of factors, including the availability of good jobs, good schools, and affordable housing. They depend on environmental quality, low crime rates, street safety, and a low incidence of domestic, child and elder abuse. Healthy and high quality communities offer opportunities for exercise, access to public places, social interaction and life-long learning. Health cannot be said to truly exist in a community until these basic conditions are addressed and services are provided to prevent illness, injury and disability.



IV.F.I. RESOURCES AND TRENDS

Gloucester is rich in its health promotion resources. Many community leaders recognize the importance of advocacy, broad-based community input, access and accessibility. Collaborative efforts are fostered by regional participation in the Community Health Network Area (CHNA) and the Health Access Network. The delivery of healthcare and social services is a collaborative effort of professional and volunteer service providers that emanate from the following:

- The Addison Gilbert Hospital, part of Northeast Health Systems
- Gloucester Human Services Council
- Council on Aging
- Gloucester Health Plan Steering Committee
- Coalition For the Prevention of Domestic Violence
- Cape Ann AIDS Task Force
- Interagency Task Force
- City Youth Services Programs

The lead agencies for City responsibility are the Board of Health and the Health Department, deriving their authority from the Commonwealth of Massachusetts. They are responsible for providing for protection of public health, control of disease, promotion of sanitary living conditions, and the protection of the environment from damage and pollution. With the community's cooperation, the Board of Health and the public health system assist in preventing epidemics and the spread of disease and protecting the public against environmental hazards. They help

prevent injuries, promote and encourage healthy behaviors, respond to disasters and assist communities in recovery.

The State mandate adds the following charges:

- Monitor the health status of the community;
- Investigate and diagnose health problems and health hazards;
- Inform, educate, and involve residents and mobilize community partnerships in health issues;
- Develop policies that support community health efforts;
- Evaluate the effectiveness, accessibility and quality of health services;
- Develop insights and innovative solutions to health problems;
- Assure access to healthcare services.

Gloucester's health and social service agencies enjoy good working relationships with the Massachusetts Departments of Public Health, Mental Health and Social Services. Funding sources within these Departments have established a high level of confidence in the City's ability to develop new programs that serve the needs within its geographic boundaries. Furthermore, Gloucester has consistently demonstrated a willingness to work with neighboring communities, often supplying paid staff and a host of volunteers. This above-average success is evidence of a powerful community spirit that is an asset for the future.

The City has accumulated significant recent accomplishments in the areas of public health and services. It completed a Community Health Study in 1997, and is currently implementing its recommendations. The City has actively promoted healthy lifestyles, and with the Addison Gilbert Hospital, held community-wide health fairs during the fall for the past six years. The Health Department has worked to reduce impacts from second-hand smoke, and the Board of Health recently required restaurants to be smoke-free. The City has instituted an aggressive wastewater management assistance program, helping residents comply with the State Code Title 5 and city requirements. Many Gloucester residents do not have adequate health insurance. The City serves as the lead agency that provides free or low-cost plans to children and adults with low income, and ensures that all students receive yearly health checkups and have access to dental health care.

The City also works with other communities on specific public health initiatives such as AIDs prevention, tobacco programs, mosquito reduction, and wastewater management systems.

All of these programs should continue in order to maintain a healthy and safe environment.

Enhancing the Value of Our Community's Youth

The recently established Office of Youth Services, including a Youth Services Director, Youth Services Commission and Teen Advisory Council (TAC), believes in youth empowerment and its effects on self-worth. Together, they encourage community-based services and youth/adult partnerships that are substance-abuse free and advocate for youth related activities and programs. The Commission works in conjunction with the City, as well as, new and existing groups to provide and seek funding to meet the opportunities, challenges and problems of the youth of the city. The TAC, with teen involvement, and supervised by the Director, advocates for youth and encourages community members and policy makers to protect and enhance the value of youth in the community. The involvement of young people in planning and implementation of services and mobilizing community support for programs that effect their lives is essential to their individual development and success. Duties include involvement in community service projects, creating and organizing fun, substance free activities and entertainment and serving as community youth leaders in municipal government on issues that directly or indirectly affect youth. The intent is to form a Youth Council, expand services at a teen center, assist in work with the effects of domestic violence and develop a website of teen youth resources and services.

This Plan provides strategies that will directly help the Board of Health and the Health Department to fulfill this mission. This mission is also supported by strategies in other sections that seek to protect and maintain a healthy and livable community.

IV.F.2. GOAL

Promote a safe and healthy environment for everyone who lives in, works in, or visits our community.

IV.F.3. OBJECTIVES

- Provide affordable mental and physical health care for adults and children.
- Promote a healthy and clean environment.
- Enforce existing public health statutes and regulations.
- Provide public education programs that promote public health goals.
- Revitalize the Gloucester Community Health Plan's Steering Committee as a lead agency responsible for the creation of community health action plans.
- Provide leadership on public health matters and environmental protection.
- Strengthen community care linkages and collaborative efforts of healthcare and social service providers and improved access to them.
- Support programs that help our youth, seniors, and others in need of social care and interaction.

IV.F.4. STRATEGIES

Strategy 1. Support locally based health services to provide a full continuum of care.

Local health services that provide a continuum of care for emergency and acute situations are critically important for the health of the community. The continuation of the Addison Gilbert Hospital (AGH) as an acute care facility should be vigorously supported by the City. Patients, practitioners and ancillary service providers should use both acute and chronic care services of AGH, whenever possible. It is important that people in the city demonstrate our expectation that our community hospital is a vibrant institution that attracts skilled professionals, is involved in community affairs and continues to serve as one of Gloucester's largest employers.

Dialog between the Addison Gilbert Hospital and the general community should be encouraged.

As part of meeting community needs, the hospital should continue to explore ways of providing services traditionally offered in a Community Health Center.

A collaborative effort that includes AGH, public and private health insurers, and the public should be encouraged by the City to meet the needs of the under and uninsured.

Strategy 2. Create a mechanism to address and prioritize the community's unmet or under-served health needs by revitalizing the Health Plan Steering Committee.

The mayor appointed the Health Plan Steering Committee a few years ago. This Committee needs an infusion of energy, sense of mission, and leadership. The Board of Health, assisted by the Health Department should take the lead in reorganizing the group, with broadly represented membership, to accomplish the following:

- Coordinate effort to create and maintain a Directory of Community Health and Social Service Resources, working in collaboration with the Human Services Council;
- Conduct an updated Health Needs Assessment, independent of any health care provider plan;
- Establish a Health Care Services Plan of Action and monitor progress of Plan implementation;
- Assist in providing public health information to the public;
- Sponsor, perhaps in conjunction with Health Fair, an annual forum highlighting health access and service availability concerns;
- Compile and maintain a list of areas where interested citizens can contribute to health service programs, and a corresponding Volunteer Registry.

Strategy 3. Create a Directory of Community Health and Social Service Resources.

The Health Plan Steering Committee, Human Services Council, and the Board of Health should work collaboratively with Health Department staff to create a Directory of Community Health and Social Service Resources and establish a partnership of funding sources to cover the practical expenses of maintaining the Directory. The Directory should be available in three formats: Internet-web based, print, and Telephone Information Service, and should include the following:

- List of all available physical and mental health and social service providers and agencies and public or private facilities or projects offering practical assistance or support;
- Descriptions and directions from a central point in Gloucester to service locations that have been rated for their degree of accessibility to public restrooms, such as public beaches, transportation facilities (CATA) and tourist attractions;
- Cross-references between areas of health and social services;
- List of health service programs and projects that interested citizens can participate in and a Volunteer Registry.

Strategy 4. Support integrated addiction prevention, treatment and recovery programs.

By using the well-established alcohol and drug addiction prevention and recovery programs as models, a comprehensive nicotine addiction recovery program should be developed. Evidence drawn from the Mayor's Health Needs Assessment survey indicated that fully a quarter of Gloucester residents habitually smoke or use tobacco products. New programs should include an exercise component, nutritional instruction, and should be designed to accommodate the schedules and finances of working adults. Some program design should be age and gender specific.

To encourage funding from institutional sources, program facilitators and coordinators should keep standardized performance statistics and meet and report at least on a quarterly basis.

Strategy 5. Improve access to comprehensive in-patient and outpatient mental health services that include addiction, battering, violence prevention, child abuse, and age specific mental health services.

Based on evidence from the recent Health Needs Assessment and general public comment, the City should encourage improved access to comprehensive in-patient and outpatient mental health services. Providers should have confidence that local programs are available or

are being developed to address such issues as addiction, battering, child abuse, violence prevention, and age specific mental health services.

The City, through the Health Department, should assure that mental health services meet the following standards:

- Services are comprehensive;
- Prevention and treatment modalities are equally addressed;
- Providers, public and private, screen for community mental health needs, and are aware of and know how to refer to available services;
- Needs for children's and adolescent mental health local services should be evaluated and met.

Strategy 6. Develop and promote public information on health issues.

The Health Plan Steering Committee, the Health Department, assisted by the Community Development Department, and in consultation with appropriate health and social service organizations, should prepare public information, to be distributed in a variety of ways - in print, television, and radio public service announcements, public forums, and through the public and private schools in the city. Information should include the following topics:

- Campaign to improve the quality of indoor air, including reducing building chemicals and environmental tobacco smoke;
- Information for owners about the negative environmental impacts of untreated canine and domestic animal waste, proposing and encouraging methods of waste disposal;
- Information for the public about the potential polluting effects of the application of herbicides, pesticides, fertilizers and deicers, to ensure that they are either properly used or prohibited in ecologically sensitive areas;
- Information on general public health topics, especially as they relate to schoolchildren: smoking, alcohol, drug, and sexual and family abuse.

Strategy 7. Ensure and maintain environmental integrity and protection of public health throughout the city by implementing policy and enforcing regulations.

All City decisions, policies, and regulations should protect public health and the environment. The Board of Health is charged with monitoring the health status in the city and promoting

policies to support community health. Together with recommendations of other sections of this Plan, the Board of Health should ensure that City policy addresses areas affecting health and the environment. Policy and actions should include the following:

- Develop a Mosquito Control Program that includes education, surveillance and control to guide City departments and the general public;
- Identify areas that are subject to pollution and prioritize them for improvement;
- Ensure conformance with stormwater management requirements, eliminating direct drainage to coastal waters;
- Minimize impervious surfaces throughout the city;
- Provide clean public rest rooms in convenient locations;
- Improve the quality of marine and fresh waters to ensure safe swimming, fishing, and clamming;
- Promote removal of interior lead paint; continue to enforce lead paint removal regulations;
- Expand scope and hours of operation for disposal of household toxic materials;
- Ensure fresh water service to all households in accordance with American Water Works standards.

Strategy 8. Continue to conduct an annual Health Fair held in conjunction with the Addison Gilbert Hospital.

The annual Health Fair, conducted by the Board of Health and the Addison Gilbert Hospital has become a tradition that attracts hundreds of participants and should continue, inviting broad participation and involvement by City departments and boards and commissions and organizations. At a minimum the Health Fair should accomplish the following:

- Offer vaccinations, nutritional counseling, and public health screening;
- Encourage people to engage in physical exercise;
- Encourage people to adopt healthy lifestyle choices;
- Promote health and wellness educational programs;
- Introduce skilled health care practitioners and services;
- Demonstrate use of the Resource Directory.

Strategy 9. Encourage social service organizations to continue to meet varied needs in the city.

The City of Gloucester Health and Social Service Resource Directory will be useful in providing information to the public and promoting cross-referencing and cooperation among social service organizations. All City decisions, policy and regulations should be sensitive to special needs of several segments of the population.

Policy areas that address social service needs should include the following:

- Support the initiatives of the Gloucester Council on Aging, in particular housing options and transportation needs;
- Improve access to all buildings and public ways to meet Americans with Disabilities Act (ADA) standards;
- Increase opportunities for inter-generational interaction, including mentoring programs and services that integrate youth and elderly;
- Promote life-long learning programs;
- Ensure that recreational programs include programs for all-ages participation;
- Support initiatives of Youth Services Program.

Strategy 10. Target opportunities to support teenage needs.

Both youths and adults express strong feeling in support of the position that young people need a safe place of their own where they can congregate and feel welcome. The City Youth Services Program should conduct a Teenager Needs Assessment and then work to identify possible locations for a Teen Center. A public/private partnership should be established to provide long-term funding for Teen Programs and operation of a Teen Center.

V. PUBLIC INFRASTRUCTURE

The history of a city, it has been said, is written in the infrastructure that serves it. The roads, sewers, water supply, electrical, and communications systems are fundamental to supporting existing uses, as well as promote new uses. As a consequence, Gloucester can help shape its future by matching the investment in its physical infrastructure to the Vision for the City. The infrastructure also includes the public services that the City provides to its citizens, businesses, and institutions. The demand for these services normally exceeds the practical resources available to fund them. As a result, the City must once again make choices among services to provide. This section of the Plan promotes a fundamental link between the quality and types of services provided and the goals and objectives that have been articulated by Gloucester citizens.



V.A. TRANSPORTATION

The ability to move within, to and from Gloucester is fundamentally linked to every aspect of daily life and commerce. As a peninsular and island community, Gloucester is served by a transportation infrastructure that has evolved in response to its geography and incremental development.



Serving automobile and truck transportation needs, streets and roads snake over the rocky hills, wind through the historic villages and downtown, and skirt a meandering coastline. It is at the "end of the line" of the regional highway system, Route 128, thirty-one miles from Boston. In a few locations, even this system is stressed by traffic in excess of design, and requires improvements for safety and convenience. Independent trucking companies serve the refrigerated

seafood and industrial freight volume. Water transportation is the basis of the City's heritage.

Public transit already provides alternative travel for many residents, workers and visitors. Connected to the regional rail commuter line, Gloucester imports and exports many commuters daily - a life line that might be expanded. Private and public bus systems connect Gloucester to the region, and could provide even more convenient connections in the future. There is neither a full-time local or Gloucester - Boston ferry service; a transportation study should include the potential for both services.

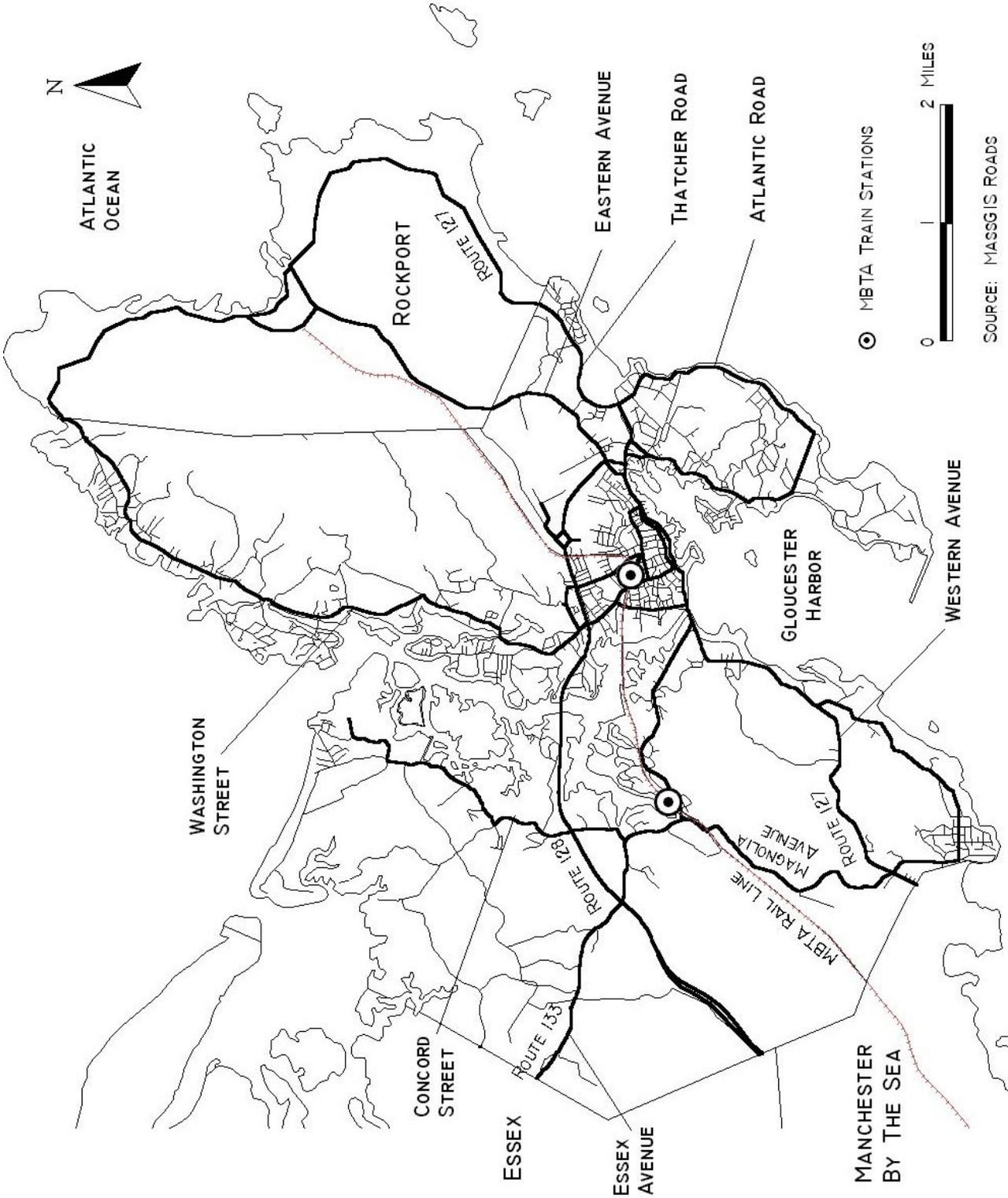
Gloucester is a great place to walk and bicycle - in certain locations. These "modes" of transportation can create fundamental neighborhood and community links, with connection between citizens, neighborhoods, and the services and landscape that surround them.

V.A.I. TRANSPORTATION RESOURCES AND TRENDS

The most heavily used element in the city transportation infrastructure is the roadway network. Nearly surrounded by water, Gloucester is heavily dependent on its few roadway connections to the region. Route 128 is the primary link, connecting several major arterials through the Grant and Blackburn Circles, gateways to much of the community. Two other arterials concentrate most of the remaining traffic to and from Gloucester - Essex Avenue (Route 133) and Western Avenue (Route 127). These join at the Blynman Bridge, which crosses the Annisquam River, and connect to the downtown area. With no plans for new bridges to the mainland, the City must concentrate on how the existing links can be best used or reconstructed to best match needs.



TRANSPORTATION NETWORK



As might be expected of this historic water's edge community, the perimeter roads form the next major layer in the traffic circulation system. Although the names of the segments change in many locations (to the confusion of visitors), Route 127 and Route 127A are the major distributors within the network. They, in turn, connect to the major inland and waterfront street connectors, which eventually branch into a complex network of local streets and drives. This distribution system has several inherent problems. Long stretches of two-lane road serve many uses, and travel can be constrained into long lines of congestion. For example, Washington Street (Route 127) is the main access to sections of North Gloucester including Riverdale, Annisquam, Bay View and Lanesville, and neighboring Rockport. The Gloucester stretch is 5.4 miles long, and supports 23 miles of connecting roads with over 2,300 households. Every curb cut creates potential for a left-hand turn, with motorists trying to cut across traffic, leading to potential for more accidents, as traffic volumes rise. Traffic planners refer to solutions to these situations as "Access Management".

Many problems are concentrated at intersections. The City has only two timed-lights, both at Route 128 intersections, both with a high volume of automobile and truck traffic and a fair amount of pedestrian use. Proposals to install lights at other roadway intersections have been vetoed by the City. Intersections that have a substantial number of accidents and long wait times need improvements, some identified in a 1999 Traffic Circulation Study. Solutions might build on a trend in traffic engineering called "traffic calming", which seeks to slow traffic at key locations, clarify traffic movements, and create a balance between pedestrians and vehicles.

The Downtown has many traffic and parking issues, with an acute vehicle congestion problem, most noticeable during the summer. Throughout the year, Rogers Street, which supports the uses along the inner harbor and downtown, is congested throughout the workday. The street has many curb cuts and pedestrian crosswalks that contribute to stopping vehicles, impeding traffic flow; then, when the coast is clear, the width allows cars to speed, endangering pedestrians who dare to cross. Parking space is limited in the Downtown, although there are 911 public parking spaces in the central area. Nearly 600 of these spaces are metered; of those, about 425 are designated short-term, to encourage turnover that supports nearby businesses. Over 300 spaces have no meters, thus, are occupied long-term, a problem when short-term spaces are scarce. Parked trucks take up a great deal of parking space and add to congestion. The Traffic Commission and Joint Parking Commission should continue to seek workable solutions to these issues.

Walking can be a preferred alternative to driving, and the sidewalk system in the downtown and neighborhoods can support walking. Hazardous walking conditions along high traffic roads and state highways could be relieved by providing sidewalks on at least one side of the street. However, conditions vary considerably, with no sidewalks or in poor condition in some areas. The lack of signalized intersections contributes to accidents. The number of marked crosswalks should be increased. There were 17 vehicle accidents involving a pedestrian or bicycle in the downtown during a recent three-year period; some of those might have been avoided with better planning and marking. A system of walking paths that connect

neighborhoods, villages and amenities should be fully explored for greater potential.

People use bicycles as a form of transportation through all parts of Gloucester. As an on-road form of recreation, the city has miles of roads that provide interesting routes and views for cyclists. Most of the streets, however, are too narrow for designated bicycle lanes. As an off-road form of recreation, bicycle use has increased substantially over the past ten years, especially in Dogtown Commons, where cycling should be directed and controlled to prevent damage in the area. The planning and development of a bikeway system, done in cooperation with the Open Space and Recreation Committee to ensure resource protection, could provide a viable alternative to automobile transportation, support conservation and protection of natural resources, and increase the quality of life in the city.



Transit is available by train and bus, but currently not by ferry. The Massachusetts Bay Transportation Authority (MBTA) has improved the North Shore line rail infrastructure to and from Boston and communities to the south, serving as an active link for commuters to and from the city. Two stations, Gloucester and West Gloucester, have insufficient parking spaces for the commuting public. The Gloucester station and its surroundings need general improvements for safety, convenience and appearance. Bus connections to the region are available through private carriers and the Cape Ann Transportation Authority (CATA), which also provides internal connections and supports a Dial-a-Ride service for the handicapped and elderly. As a means of convenient connection for many trips, however, the bus system provides thin and infrequent coverage and might be improved.

V.A.2. GOAL

Promote improved circulation within Gloucester and connections to the region by managing access, improving traffic flow, expanding alternative modes of travel and promoting pedestrian safety in the downtown and in neighborhoods.

V.A.3. OBJECTIVES

- Coordinate planning, public comment, and funding for transportation system improvements.
- Encourage improvements and expansion of local and regional public transit service through advocacy and action.
- Encourage use of alternative transportation modes including rail, bus, water transportation, walking, and bicycling.

- Support better connections for travelers to move conveniently from one mode of transportation to another, including buses, trains, park & ride, water shuttles and ferries, trolleys, satellite parking facilities, sidewalks and bike paths.
- Promote pedestrian connections within neighborhoods and connections to the amenities of Gloucester, including the waterfront.
- Develop parking strategies that will increase the supply of parking spaces where it is most needed to support appropriate development and achieve economic efficiencies. Promote shared parking policies and management techniques to preserve parking opportunities for residents and visitors.
- Control traffic demand through innovative land use control and permitting regulations.
- Evaluate condition of public roads and promote strategic investment for road repair and reconstruction in order to provide a safe system of streets, compatible with contemporary engineering standards.
- Assess condition of existing and need for new sidewalks throughout the city, and plan for strategic repair and reconstruction.

V.A.4. STRATEGIES

Strategy 1. Promote coordination of municipal policies and initiatives on transportation through a new Mobility Planning Committee that consists of local officials and boards and commissions with transportation-related responsibilities.

A Mobility Planning Committee, to include representatives from the Commonwealth, the Traffic Commission, Downtown Development Commission, Planning Board, Joint Chamber/City Parking Committee, Community Development Department and Department of Public Works should be convened by the Director of the Department of Public Works. The Mobility Planning Committee will provide a forum to exchange information and views on transportation issues, evaluate transportation initiatives, explore ways to expand mobility through system improvements, inter-modal connections, and transit options. The Committee should consult the public and consider impacts of proposals, through appointed boards and commissions and neighborhood groups. Reports for each transportation improvement or initiative should indicate how it meets City policies for growth management and sound investment, its effect on the impacted neighborhood, and how those effects will be managed. A Mobility Planning Committee will promote consideration of transportation improvements in the context of the larger, cumulative implications for the community and region. This working group should report findings and recommendations to the Mayor and City Council at least semi-annually.

Strategy 2. Prepare a Transportation and Access Management Plan

The Mobility Planning Committee should prepare a Transportation and Access Management Plan (TAMP) and identify priorities for transportation-related actions. The Plan should compile a list of actions to reduce congestion within specific transportation corridors and intersections and examine potential for providing relief with a form of mass transit. Many of Gloucester's major and arterial roads are narrow, two-lane roads lined with varied uses. The TAMP should identify ways to manage the demand for road use and highway access in order to increase safety and road capacity. By establishing procedures and policies in advance, the Planning Board and Community Development Department and Department of Public Works can coordinate public improvements and private site development. Such a Plan should explain "traffic calming" techniques and identify locations to improve the pedestrian environment. "Traffic calming" includes design improvements to slow traffic, improve safety, favor pedestrians, and reduce impacts in sensitive areas. The TAMP should also direct resources for strict enforcement of traffic regulations and speed limits.

Strategy 3. Enhance transit service through policies and programs, and encourage inter-modal connections.

Public transportation must be convenient if it is to be well used. The City should advocate and participate in programs that provide more and better transit services. The Mayor and City Council should urge rail, bus and local ferry service to expand schedules and access points. Services should be directed to locations for convenient exchanges between transportation choices, including provisions to encourage walking and bicycling.

Strategy 4. Support policies and programs that encourage use of modes that are alternative to the private automobile.

Efficient use of alternative transportation modes can preserve existing highway capacity. The Mobility Planning Committee and City agencies and leadership should work together to provide policy support and infrastructure for alternatives to the private automobile - such as walking, bicycling, and using bus, water or rail transit. At the same time, regional Park & Ride programs and satellite parking facilities linked by bus to events or amenities can relieve local traffic congestion. Publications distributed by City agencies should inform residents and visitors about moving around the city without an automobile.

Walking between destinations should be encouraged, and a system of walking paths and trails should be reviewed and expanded by the Open Space and Recreation Committee, with particular emphasis on access to the harbor and waterfront. Sidewalk and pedestrian improvements within neighborhoods should be examined, prioritized and installed by the Department of Public Works.

Strategy 5. Continue to provide information on available transportation options.

The Community Development Department should develop and provide information on the system of alternative modes of transportation - bike paths, walking paths, bus and water shuttles, trails - and incorporate this information into publications distributed by the Department. The existing Maritime Trail Brochure, published by the City's Tourism Office, could be used as a model for this information. Tourism information might include regional inter-modal routes, shuttle services in and around Gloucester Harbor, train and bus connections and park and ride lots.

Strategy 6. Identify, prioritize, and implement infrastructure improvement programs for all modes of transportation, including the railway stations.

The Department of Public Works should continue to develop a prioritized list of projects for improvements, including evaluation of roadway deficiencies and an inventory of sidewalk conditions, and develop a plan for new sidewalk construction and repair of existing sidewalks and make a yearly investment in these capital projects throughout the city. Priorities should be linked to public input and funding availability. Some residents are restricted from accessing public facilities because of the lack of sidewalks that could provide safe passage along city streets. For example, there are no sidewalks to several recreational areas such as Magnolia Woods and Ravenswood Park, to neighborhood schools and playgrounds, or to the West Gloucester train station.

In some cases, whole areas need improvement. For example, the Massachusetts Bay Transportation Authority (MBTA) train station at Railroad Avenue is a gateway to the city and a place for residents to park when commuting outside the City. The physical condition of both this station area and the West Gloucester station should be improved, and additional parking should be provided. The Mayor and Mobility Planning Committee, acting through the Community Development Department and Grants Office, should coordinate with the MBTA for parking and station improvements in the blighted neighborhood around the Railroad Avenue station: better lighting, streetscape upgrades, and signage. Facilitating the development of additional parking at the MBTA stations could be a tool to encourage joint ventures and private sector investment in the surrounding areas.

Strategy 7. Study parking needs and take initiatives to ensure that parking supply and locations match community needs.

The Mayor's Office and the Community Development Department have joined the Cape Ann Chamber of Commerce to develop parking policies that maximize the benefits of existing parking spaces in high traffic areas and explore ways to meet parking demand. This cooperative effort should continue and include the following:

- Monitor effective use of parking meters.
- Reduce amount of long-term parking in prime commercial areas.
- Create a greater turnover rate for spaces in congested areas of downtown.
- Create incentives for alternative modes of transportation.
- Establish alternative and decentralized sites to provide long-term parking supply, especially for people who work in high-traffic areas where parking is limited.
- Examine pricing policies.

Strategy 8. Evaluate public and private road development policies, to update codes and develop a quality road system that is constructed and maintained according to contemporary engineering standards.

Many of the roads in Gloucester are substandard, with a mix of private ownership and public responsibility. The Transportation and Access Management Plan should include an evaluation of road development standards and recommend changes, promote improvements and encourage flexible design and construction to improve quality and connections.

Improved integration and connectivity of the road system should protect the environment and promote efficient road management and operation. The Department of Public Works and the Community Development Department should develop indicators to monitor and assess road characteristics and conditions. Enhanced reporting capabilities in both departments would promote consistent review, follow-up and efficient scheduling of limited resources. Road design standards and construction requirements should clarify the requirements of road development and maintenance. Responsibility for maintaining private roads in passable conditions should be spelled out and should include enforcement action.

Strategy 9. Work with regional transportation planning initiatives, positioning the city for State and Federal funds for transportation system development.

Key findings and projected costs of recommended actions of the Mobility Planning Committee process should be included in the Capital Improvements Program. When appropriate, the Community Development Department, Department of Public Works and Grants Office should pursue outside funding opportunities to aid transportation development.

The needs assessment should recommend improvements to be pursued jointly with adjacent communities and with the private sector. Continued participation in the Metropolitan Area Planning Council and the Boston Metropolitan Planning Organization 2000 - 2025 Transportation Plan is essential.

V.B. PUBLIC FACILITIES AND SERVICES

The City of Gloucester provides a range of public facilities and services. Reservoirs, water supply and storm water systems, and sewers and wastewater treatment facilities contribute to the utility infrastructure. The transportation infrastructure includes the streets and roads and the repairs and services that keep them functioning. A wide range of facilities support direct services - schools and the library, parks and recreation facilities and cemeteries. To manage and coordinate all of these services, the City maintains municipal buildings and a public works yard.



New infrastructure is often proposed to help stimulate economic development, with such varied projects as seawall construction, downtown parking expansion, public-private investment for cultural attractions, and contaminated sites clean up. Through planning, the City can help ensure that infrastructure investments are consistent with both short-term needs and long-term goals. At the same time, the cumulative costs of maintenance and operation and equitable ways to reduce and distribute costs must be considered.

Gloucester is also linked to a network of services and facilities provided at a regional level or by entities beyond the City's control, including the state highway system, MBTA rail services, electrical, gas and telecommunication utilities. The Addison Gilbert Hospital, key to community health, is privately held and administered. For such services and facilities, the City must act as an advocate in the interests of its residents. The Plan also recognizes opportunities for the City to cooperate with other entities to improve cost effectiveness.

V.B.1 RESOURCES AND TRENDS

Gloucester's utility and transportation infrastructure, as characteristic of an old seaport, is concentrated in the historic and densely settled neighborhoods near the harbor and adjacent downtown. This compact infrastructure is less costly to service and maintain than dispersed, spread-out facilities, yet the aged infrastructure is difficult and costly to maintain in good working order. The Clean City Commission is eager to work with the Department of Public Works (DPW) and Downtown Development Commission to make the community gateway and civic center an attractive place that serves multiple uses.

At the same time, expanding development into outlying areas draws infrastructure in new directions, with important implications for land use and future City resources.

The DPW maintains, repairs - and, in some cases, designs and constructs - roads, sidewalks, water lines and sewers. The DPW is improving systems used to monitor problems, assess the performance of infrastructure, track maintenance and repair of equipment, and compare

potential investments. This process will provide accurate indicators of problems and monitor trends to promote sound investment in the City's infrastructure.

Water is supplied from seven reservoirs, three water towers, pipe networks, and two pump stations, with land that is set aside for watershed protection. The City operates under a State-issued water withdrawal permit, and during peak demand months, the level of consumption spikes upward, approaching permitted capacity. Water use restrictions are implemented every summer to meet conservation requirements. Implementing water supply protection and demand management, including user education, are practical, low-cost components of preserving existing capacity. Persistent water supply and distribution limitations can constrain the city's capacity to sustain population growth.

The *Water Works Facilities Master Plan*, July, 1999 by Fay, Spoffard and Thorndike, Inc., considers present and future demands, the adequacy of the distribution system and priority of needs and costs of improvements. It establishes a phased system of capital improvements which will help provide for adequate distribution facilities into the future. The study recognizes that water is a finite resource. There are increasing challenges providing the quality and quantity of water that users expect. The facilities plan does not examine in great detail whether the community can or should increase the supply of water in order to service growth beyond the next 15 years. Therefore, an essential question that must be addressed in the near future is whether it is feasible to expand water supplies, or alternatively, whether supply limitations provide a rationale to manage future growth to a greater degree.

Due to the age of the system and increased development, the water delivery system requires further upgrading of antiquated distribution lines and dams that require maintenance to prevent failure. Furthermore, federal mandates require an evaluation of the need to install drinking water pretreatment. Outlying parts of Gloucester are serviced by seasonal water lines, and the whole system has been stressed by the conversion to year-round residences. Water lines should be upgraded along with sewer excavations, whenever feasible. In some cases, development proposals might be assessed impact fees to finance public infrastructure demands.

Most of the 166 miles of roads in the city are ancient, with substandard layouts dating back to the 1800s, and earlier. Many of the 251 public roads need extensive upgrading to comply with standards for acceptable access and stormwater management. While the City manages its own network of roads and streets, more than 60 percent are privately owned.

Sewer extensions to address chronic wastewater problems in North and West Gloucester, and neighboring Rockport and Essex, are a major category of projected capital investment. There is also a long-range need to upgrade the wastewater treatment plant, which currently supports only primary treatment. Federal funding may be available to aid the installation of secondary or, possibly, tertiary-level treatment.

Like infrastructure, public facilities affect the quality of life and future opportunities. City agencies and boards and commissions are responsible for planning, design and construction.

The School system is currently conducting a facility needs assessment, using enrollment projections, existing facilities analysis, and an evaluation of alternative approaches to expanding school facilities where necessary. The Capital Improvement Advisory Board (CIAB) examines facilities demands to advise the Mayor and Community Development Department on potential capital investments, which are outlined in the annual Capital Improvement Program (CIP). The Designer Selection Committee facilitates the public process of selecting architects and engineers for City projects, and the City Building Committee oversees construction of new City facilities.

Some City facilities are clearly in need of reorganization. The offices in downtown City Hall are crowded. The annex on Popular Street is isolated and difficult to find, and the trailers used for offices are neither efficient nor a long-term solution. Relocation and reorganization of these facilities should be linked to other considerations. For example, expansion or relocation of City services to the downtown is constrained by a current lack of parking. A comprehensive review of City facility needs should be conducted in concert with downtown revitalization and a parking strategy.

The Central Fire Station is antiquated, and its downtown location is not easily accessible to other areas of the city for emergency response. A Fire Department Facility Needs Assessment was done in the early 1990s; few of the recommendations have been implemented. The Police Station is separate from fire services, causing problems with the dispatch system and in communicating emergency response needs.

Carefully anticipating future needs can help mitigate the adverse impacts of unplanned growth. Grants and low interest loans and development impact fees can aid capital development and maintenance. With a detailed analysis of existing facilities, including the costs and benefits of alternatives, the community will be prepared to promote sound investment and quality development. Finally, with wastewater management as a model, the City can continue to work with neighboring municipalities for public service improvements that benefit both. Understanding shared needs can aid exploration of ways to jointly develop transportation improvements, recycling and refuse disposal, water supply, telecommunications infrastructure upgrades, and other services that could be provided cost-effectively under a cooperative approach.

V.B.2. GOALS

Provide quality facilities and services that meet the fundamental quality of life, and make investments in facilities to promote long-term value.

V.B.3. OBJECTIVES

- Provide for a City that is a clean and attractive place to live and visit.
- Provide for a safe, sanitary and healthy environment by ensuring adequate wastewater treatment and an ample water supply as well as police, fire and emergency protection.

- Provide for routine maintenance of existing public facilities and infrastructure to protect their long-term value.
- Develop design guidelines, to guide design, use, and settings of civic buildings, ensuring that public buildings are located to meet the public's needs and fit the historic and cultural context.
- Provide for a centralized public safety building, an updated public library, and public restrooms in the downtown and waterfront sections of the city.
- Integrate school planning with the City's infrastructure plan, updating and maintaining educational facilities, including state-of-the-art provisions for technical education.
- Develop sources of funding for capital projects and link the Capital Improvements Plan to the Comprehensive Plan recommendations.

V.B.4. STRATEGIES

Strategy 1. Provide a clean and attractive city for all who live, work, and visit our community, in part by enforcing relevant ordinances throughout the City.

One of Gloucester's main attractions is its natural and scenic beauty, and residents and visitors urge that the beauty be complemented by a clean city. The City should enforce its trash and litter policies, as well as strengthen efforts to provide for a clean and attractive city. Clean city and litter regulations and ordinances were developed based on studies and discussions by various City commissions and officials. After this effort, City agencies should either enforce or revise the regulations.

Strategy 2. Provide capacity to meet the existing and future sewer needs of the residential, commercial and industrial uses.

The wastewater treatment plant supports only primary treatment, allowed under U.S. Environmental Protection Agency provision, called an "NPDES waiver". Relatively few municipal plants have such a waiver. Gloucester should seek federal funding to move beyond the waiver and into secondary or tertiary treatment. Further, storm water in certain areas of the city is currently processed through the wastewater treatment plant. The City should plan to address these combined sewer / storm water issues as well as sewer overflow problems.

Strategy 3. Ensure that water users have an adequate supply of water throughout the year.

The City should ensure that water service to household meets the American Water Works Standards. Further, the City should ensure adequate water supply throughout the year, by seeking additional resources such as linking various natural reservoirs, now untapped and by instituting programs and polices to decrease water demand. Potential measures to examine include the following:

- Water conservation measures, such as an education and incentives program.
- Requirements for low-flow water fixtures in area buildings, and water reuse methods.

The City is currently in the initial stages of a ten-year water distribution plan, including repair of dams, replacement of gates and replacement of water pipes. This plan is essential for public safety; Gloucester should seek additional funding to expand and accelerate the plan.

Strategy 4. Increase public safety by repairing, replacing, and adding new sidewalks, streets and related facilities.

Many city sidewalks and streets are in disrepair and need to be replaced. The Department of Public Works should inventory and prioritize these facilities, and identify where new are required. All such construction should be pre-planned and coordinated (except for emergency repairs) to avoid rending a street that has just been repaired to install a water or sewer line. Various seawalls are in disrepair and a safety hazard, and need replacement. Gloucester should seek funding in addition to Seaport Bond money to rebuild the seawalls.

Strategy 5. Support the efforts of the Police and Fire Department in order to provide continued fire, police, and emergency protection.

The Police and Fire Departments have an excellent record of police and fire protection. The City should continue to support their efforts and coordinate the police and fire protection needs for areas where there are significant changes and additions in the population. Eastern sections of the city have slower fire alarm response time than other sections, explained by the present location of the fire station that services the area, Central Fire Station. The City should seek federal funding for a new, centralized public safety building.

Strategy 6. Examine and plan for meeting assorted public facility requirements.

Although the city has wonderful attractions for residents and visitors, a number of facilities require upgrading or replacement. The City should address the following needs and issues:

PUBLIC FACILITIES AND SERVICES

- Restroom facilities in downtown Gloucester are inadequate.
- Residents must visit various locations to obtain permits as the applicable departments are scattered throughout the city.
- City offices on Poplar Street are overcrowded and in poor condition.
- The Sawyer Free Library, though most of it less than thirty years old, is inadequate for today's usage. It is not air-conditioned, discouraging use in summer and threatening its valuable collection. Storage for the City's archival records is unsafe and inadequate. The Library serves many civic purposes and has one of the few public meeting rooms in the city. The Library has plans to expand to twice its current size to include space and conditions for library and city archives; however, as true of all capital programs, expansion requires City support and funds.
- Schools are inadequate and must be expanded to meet various goals including lower class size and technical infrastructure.
- The supply of parking in the core downtown is inadequate.
- All new, renovated and repaired public buildings should be designed to meet Americans with Disabilities Act (ADA) standards.
- Many public buildings are in disrepair; others are underused. An inventory of buildings should be conducted to assess needs and priorities and potential uses. Such an inventory would be useful in searching for funds and assigning space for new uses.

Strategy 7. Investigate sources and procure funding for capital improvements.

With serious City budget constraints and the high demand for improved City facilities and services, grants are critically important to meet these demands. The City should provide guidance to City departments to seek appropriate grants and low-interest loans from federal and state and foundation sources. Most grants support the salaries of the grant administrators. School and other departments with access to a large number of potential grants and sources of funds should hire experienced personnel to address those needs rather than add a secondary responsibility of an employee.

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VI. PLANNING AND CITY ADMINISTRATION

The Gloucester Plan 2000 process grappled with consistent concerns about the need to enhance ongoing planning and City administration of important community initiatives. Success in reaching the vision of the Community Development Plan is directly linked to reorganization of some City resources. Success is also linked to creating administrative assignments that are more responsive and accountable to the articulated policies that guide the future of the City.

VI.1 RESOURCES AND TRENDS

Gloucester operates under a city form of government adopted by home rule charter with an elected mayor and a nine-member city council. The City provides general governmental services for the territory within its boundaries, including police and fire protection, disposal of rubbish, public education of grades K - 12 including vocational studies, water and sewer services, street maintenance, and parks and recreational facilities.



The City Council is the legislative branch of city government, and is responsible for enactment of local ordinances. The Council approves the budget and may make investigations into the affairs of the City and into the conduct and performance of any City agency.

The executive branch of City government consists of the Mayor and the City Administration, and is responsible for the fiscal, prudential and day-to-day municipal affairs. The Mayor is responsible for enforcing the City's laws, ordinances, and orders.

The Administration bears primary responsibility for seeing to the implementation of City policies and plans, including those contained within this document - furthermore, it must play a critical role in facilitating public awareness and fostering citizen involvement in planning. Ultimately, the quality of planning, and indeed, the quality-of-life for residents depends in large part on the effectiveness of the City's administrative process and the ability of City staff to find new and better ways to plan and communicate.

The Community Development Department is within the executive branch and is responsible for coordinating the physical growth and economic development of the city, as well as the development of municipal facilities. It also assists committees, boards and commissions. The Planning Department, within the Community Development Department, supports the Planning Board and the City Council. The comprehensive nature of community development requires city staff to frequently consult with other municipal divisions, such as the Health Department, Police, Fire, Engineering, and the Department of Public Works, regarding planning and implementation issues.

The Planning Board is responsible for establishing overall planning and community development policies to guide land use and development of municipal facilities, and for informing the public and other multi-member bodies with respect to those policies. The Planning Board recommends zoning changes to the City Council and will take the lead in implementation of this Plan.

Planning for the city is an on-going process wherein economic development, environmental protection, and preservation of the city's heritage and neighborhood identity are balanced through citizen involvement and professional guidance. The Planning Board, with support from many city committees, boards, residents, City staff and a planning consultant, was responsible for overseeing development of the Community Development Plan.

This final section of the plan is key to fostering management of city affairs to meet Plan expectations. Just as the rest of the Plan is not prescriptive in approach, this section assumes city administration will make its own adaptations in reaction to Plan recommendations. The Plan offers a few concrete suggestions for some actions and leaves most management decisions to the administration. It is to be hoped that the guidance and suggestions for citizen involvement and city staff can result in alliances that will make the work of both more effective.

Gloucester is linked to the mainland through its regional relationships as well as its physical boundaries. Neighboring jurisdictions may have plans and goals, that, at times, may conflict with ours. In other instances, we may have opportunities to collaborate with others to achieve common purposes. In either event, planning and implementation must, therefore, consider the jurisdictions and communities who affect us, and whom we, in turn, affect.

When all is said and done, the present and future vitality of our community rests on the shoulders of two groups. The first group comprises those residents or job-holders in the City who serve in voluntary civic organizations or who choose to become individually involved in the life of the City for its betterment. The second group includes all those with formal legislative or administrative roles such as the professionals in city administration and elected and appointed city officials. Without the first group, this Plan would be little more than a sterile statement of intent on the part of a disconnected and autocratic bureaucracy. Without the second, the Plan would be dead in the water, largely incapable of implementation.

The intent of this section of the Plan, therefore, is to explicate the role of City Administration in managing the City's affairs to meet the expectations of the Plan while offering suggestions as to how the grand and eternal partnership of citizen and government might be enhanced to the benefit of all.

VI. 2. GOAL

The citizens of Gloucester should enjoy an efficient, responsive, and citizen-focused City government, committed to and fully supportive of citizen participation in planning and civic decision-making.

VI. 3. OBJECTIVES

- Encourage an increasingly civic-minded and involved citizenry, supported by an effective public information and outreach infrastructure.
- Appoint new staff and multi-member boards and commissions, established to support implementation of the provisions of this Plan.
- Improve communication and coordination among the public, the City Council, boards and commissions, and between Gloucester and its neighbors.
- Develop efficient, clear and consistent permitting processes.
- Increase staff and monetary resources for implementing provisions of the Plan.
- Provide channels for keeping the public informed about and involved in decisions regarding disposition of public property.

A Service-Oriented City

The City should work to establish a citizen-focused culture among its employees. Actions to this end could include customer service training, performance review processes tied to citizen satisfaction, and incentives for superior performance.

VI. 4. STRATEGIES

Strategy I. Create opportunity for citizen input through increased public outreach and special meetings of the City's boards and commissions.

Every board and commission in the City should establish at least one meeting annually to provide a presentation and to accept input on the activities of that group. This effort should be coordinated so that a comprehensive calendar is created for such meetings. The agendas and summary information from the meetings should be available to the public through the media, libraries, and the internet. The City should make full use of internet and GIS technologies to facilitate board and commission coordination and to enhance citizen understanding of land uses and related issues.

Strategy 2. Establish a City Office of Citizen Participation and Public Information.

This Office would serve as a manager of information systems and processes, providing information to citizens and all parts of City government. The Office, to be established within the Community Development Department, would work with the Office of the Mayor and all City departments, with the following tasks:

- Ensure that citizens have accurate information;
- Ensure that citizens have opportunity to participate in planning and related activities;
- Assist boards and commissions in coordinating activities and communicating with the public;
- Work with neighborhood organizations;
- Facilitate city problem-solving meetings;
- Serve as a central repository and purveyor of information;
- Manage and improve the city's web site;
- Produce a city news-outlet;
- Explore the use of GIS and emerging technologies to improve distribution of information;
- Conduct periodic polls of citizen opinion and conduct other actions, as need arises.

Strategy 3. Create a Comprehensive Plan Implementation Committee with responsibility for monitoring progress and proposing practical actions to advance the Plan's goals and objectives.

The City, through the Planning Board, should establish a Comprehensive Plan Implementation Committee to help monitor progress toward the attainment of community goals expressed in this Plan. This Committee should serve in an informational and advisory capacity and should prepare semi-annual progress reports to the Planning Board with recommendations for remedial actions, as necessary. The Committee should establish a set of indicators and milestones, using the Plan Implementation Table to help monitor progress. Further, it should make recommendations leading to plan updating and continuous improvement. Finally, it should recommend a mechanism to ensure that city regulations, approvals, and actions are consistent with planning policies and objectives.

Strategy 4. Devote adequate City staffing resources to manage new initiatives and programs called for in this Plan, including an Office of Natural and Cultural Resources, within the Community Development Department.

Initiatives and strategies proposed in this Plan are assigned to various departments for staff support, planning and oversight, coordination, and resources. The City should commit the resources required to meet these needs. In particular, the Community Development Department should add staff to assume additional responsibilities, including an Office of Natural and Cultural Resources.

Strategy 5. Increase training for City inspectors, and integrate the Inspector's Office with the Community Development Department.

One of the busiest offices in the city, the Office of Inspection Services, will have an increased workload as strategies of this Plan are implemented. Much of that increased workload will require judgment calls applying new standards and methods of measuring standards. Specialized training will be necessary to prepare for new demands in Inspection Services. As an example, if historic character is to be preserved, inspectors should have training in historic preservation. Integrating these services with the Community Development Department will bring closer ties to the Planning office and the Office of Natural and Cultural Resources, charged with preparing policy and regulations to implement the provisions of this Plan. Integrated inspection services will be critical to applying policy and regulations.

Strategy 6. Establish a semi-annual program to convene the members of all boards and commissions as a way to increase coordination, mutual understanding and consensus.

The City's elected and appointed officials have few opportunities to collectively discuss overall issues facing the City and share ideas about solutions. The City and citizens will greatly benefit from once or twice a year idea-sharing sessions. The sessions could also be used to engage commissioners and board members in the development of common procedures and practices that will assure a consistency-in-approach.

Strategy 7. Create and support a quarterly forum for area municipal leaders and senior administrative staff to meet and discuss issues of mutual concern.

Actions taken in response to planning decisions often affect other jurisdictions; likewise, the plans and actions of other jurisdictions can help or obstruct implementation of plans in Gloucester. Regular, formally scheduled peer meetings of officials from Gloucester and surrounding communities can help build trust, identify opportunities and problems that affect more than one community, and allow joint forces to achieve goals that are unlikely to be achieved by a single community acting on its own.

Strategy 8. Revise the permitting and approval process, as part of the zoning and subdivision review process.

The permitting process should be tailored to the purposes of the community and should be understandable and timely. The review process that modifies the City's Zoning Ordinance and Subdivision Regulations should also examine the processes to ensure that they are thorough, understandable, and fair to all participants.

Strategy 9. Broaden the Scope and Resources of the Grants Program.

The City should take full advantage of grant and funding sources that can advance community agendas. Actual application might best be done by the individual departments familiar with respective needs, with advice and assistance from an office with experience in application and administering grants. Citywide grants application and administration should be coordinated through the Community Development Department and the City's Grants Office, which has administered Community Development Block Grants in the past. Investment of additional resources and an expanded scope of effort in seeking grants should be understood as a positive investment in the future of the city.

Strategy 10. Require formal citizen input regarding disposition of City-owned land.

The City should revise its procedures to formally require input from citizens before decisions are made on the sale or other disposition of City-owned land. This should include providing, well in advance of decisions, both information and analysis of the proposed action, including an evaluation of its costs and benefits. It should allow for a public hearing with adequate notice before decisions are finalized. A clearinghouse of City-owned and tax-title land should be considered, as a means of cataloguing, advertising and assigning use.

VII. IMPLEMENTATION

The Comprehensive Plan provides the City with a Vision and an action plan for community development and an implementation schedule to help achieve the Vision. This section identifies roles and responsibilities, and provides an Implementation Table to help determine which resources are needed and when they are needed, for all of the recommendations. It is intended as a practical guide for implementing actions over the next ten years.

The implementation process should involve periodic reviews and updates to help determine progress toward accomplishing Plan recommendations, and provide alternatives if any of the recommendations prove to be unattainable. The Plan Implementation Committee will help with this process.

VII.A. ROLES AND RESPONSIBILITIES

Boards and commissions and City officials and staff will be responsible for implementing the Plan. Key players include the Mayor, City Council, and most of the City departments and boards and commissions and the interested public.

A Plan Implementation Committee will be responsible for monitoring the implementation process and will report progress on the Plan to the Planning Board.

The Planning Board and the Community Development Department should review the implementation strategies annually to ensure that program goals and objectives are met. Changes to these recommendations may necessitate additional public comment and City approval, depending on the level of complexity and context of recommended changes.

VII.B. IMPLEMENTATION ACTIONS

Although the City of Gloucester is ultimately responsible for implementing the Plan, cooperation by citizens, business owners, and others will help shape the future of the City. The City should encourage members of the community to participate at all stages of the planning process, including them as partners on certain projects and programs.

The following pages summarize implementation strategies for each element of the Plan. The recommendations are organized according to the 15 elements of the Plan. Some of the actions have multiple steps to help clarify actions and responsibilities. Detailed explanations of the actions are identified in the main text of this Plan. Plan realization may require effort and cooperation well beyond those parties listed in the following Implementation Table, and lead agencies are encouraged to identify further sources of support. This Table is meant to serve as a reference and as a starting point for the effort ahead, and should be amended and revised as a working tool throughout the next several years.

Strategies	Lists the actions necessary to achieve the Goals and Objectives of the Plan
Lead Agency	Assigns the elected or appointed body, board or commission, or City Department principally responsible for initiating the implementation action
Supplemental Agency	Agency, group, board, or City Department that supports the lead agency and action
Time Frame	Establishes the expected term in which the responsible body will initiate the recommendation Short (Sht): 0 - 2 years Mid: 3 - 5 years Long: 6 - 10 years
Resources	Indicates the relative need to devote staff, financial, or volunteer citizen resources to accomplish the strategy

The terms used in this matrix are listed at the end of the table, for convenience. In a few cases, the City is listed as a lead or supplemental agency, referring to a general need for official action throughout the City government.

Table 1. Implementation Actions

Action	Lead Agency	Supplemental Agency	Time Frame	Resources
THE LAND AND ITS RESOURCES				
Land Uses				
Examine benefits of adopting Community Preservation Act	Com Dev., HC, Hsg Coal, O S & R Com.,	Planning Board, City Council, Con. Com.	Short	Mod
Recommend revisions to the Zoning Ordinance and Subdivision Regulations <ul style="list-style-type: none"> • Establish interim zoning regulations • Review current ordinance requirements • Conduct a neighborhood land-use review • Prepare neighborhood inventory of resources needing protection • Review growth management literature • Prepare draft zoning ordinance • Evaluate success of zoning ordinance annually 	Planning Board City Council Com Dev	DDC, Neighborhood Groups	Mid or as needed to meet Plan recommendations	High
Develop density standards based on existing infrastructure and development patterns	Planning Board, Com Dev	Neighborhood Groups	Mid	Low
Develop site and design review standards and processes	Com Dev, Planning Board	Building Inspector	Mid	Mod
Develop procedures for identifying and protecting special places <ul style="list-style-type: none"> • Coordinate regulations and programs for consistency • Identify special places and features • Recommend methods to preserve special places and features 	O S&R Com, ComDev Con Com	Planning Board Neighborhood Groups	Short/ Mid	Low
Adopt the Open Space Residential/Subdivision Design permitting process	Planning Board City Council	Com Dev, Con Com	Short	Low
Connect land use planning with infrastructure planning and implementation	Com Dev	DPW	Short	Low
Ensure industrial parks serve their purposes and conform to regulations <ul style="list-style-type: none"> • Ensure park uses conform with agreements and regulations • Upgrade technology infrastructure 	EDIC	Com Dev Planning Board C of C	Mid	Low
Use financial mechanisms to manage development <ul style="list-style-type: none"> • Identify and utilize potential financial tools 	Com Dev	Planning Board, City Council	Mid	Low
Ensure conformance of development to applicable standards	Com Dev	Planning Board	Short	Low
Coordinate land-use decisions with neighboring communities	Com Dev	Planning Board	Mid	Low
Provide land use information to the public	Com Dev	Planning Board	Mid	Low

Action	Lead Agency	Supplemental Agency	Time Frame	Resources
Open Space				
Form an Open Space & Recreation Committee	Mayor	Com Dev	Short	Low
Update the Open Space and Recreation Plan	O S & R Com	Com Dev	Short	Mod
Find open space acquisition funding sources	Com Dev/ Grants O S&R Com		Short	Mod
Enforce open space protection regulations	City	Con Com	Mid	Mod
Develop new ordinance for open space protection	Planning Board, City Council	Com Dev, OS&R Com	Short	Low
Natural Resources and the Environment				
Establish an Office of Natural Resources	Mayor, City Council	Com Dev	Mid	Mod
Develop a Natural Resource Management Plan	Com Dev, O S & R Com	ConCom,	Short	Mod
Strengthen city policies and establish new programs to reduce pollution the marine environment	WWB, Com Dev	Con Com, Health Dept.	Short/Long	High
Revise a stormwater management plan	Com Dev	DPW	Mid	Mod
Develop programs that promote stewardship of natural resources	Com Dev	City	Short	Low
Promote programs to encourage water use efficiency	DPW	Com Dev	Mid	Low
Consider a “no activity/no disturb” zone within wetland buffer zones	Con Com, Com Dev	OS & R Com, Planning Board	Short	Low
Seek funds, grants, and gifts for preservation and protection of natural resources	Com Dev/Grants, OS&R Com	Public	Mid	Low
COMMUNITY FOCAL POINTS				
Harbor and Waterfront				
Implement recommendations of the Gloucester Harbor Plans	H P Imp. Com., WWB	Com Dev	Short/Mid/Long	Low
Promote economic development along Gloucester Harbor	Com Dev, GRA	H P Imp Com,	Mid/Long	Low
Develop process to preserve or develop special waterfront parcels	Com Dev, WWB	H P Imp Com	Mid	Mod
Invest in infrastructure that supports the waterfront	HP Imp Com	City Council, DPW WWB	Short/Mid	High
Complete a waterfront public access plan	WWB	Com. Dev., DPW	Short/Mid	Mod
Identify special places and cultural links along the waterfront	Com for Arts	H C, Com Dev, WWB	Mid	Low
Improve public boating access opportunities	Waterways Board	Com Dev	Mid	Mod

Action	Lead Agency	Supplemental Agency	Time Frame	Resources
Downtown				
Support downtown stewards with resources	Mayor, DDC	Com Dev, DPW, Grants	Mid	Mod
Complete work recommended by Downtown Improvement Plan	Com. Dev/Grants, DDC	C of C, DPW	Short/Long	High
Improve the image and market the downtown	Com Dev, DDC, C of C	DPW	Short	Low/Mod
Encourage mixed uses of commercial and residential properties	Com Dev., DDC	Planning Board, C of C, City Council, ZBA	Short/Mid	Low
Develop a site plan and design review process for the downtown area	Com Dev	DDC, Planning Board	Mid	Low
Coordinate efforts with the Historical Commission and Historic District Commission	HC, HDC, Com Dev	DDC	Short	Low
Improve the railway station	Com Dev, DDC, Mayor	Com. of MA, MBTA	Short/Mid	Mod
Create a downtown traffic and parking plan	Com. Dev, DDC, C o C Traffic Com	DPW	Short/Mid	Mod
Seek funds to support Main Street and Downtown improvements	Com Dev/Grants, DDC	C of C	Short	Low
Villages and Neighborhoods				
Assess the historic and architectural character of Gloucester's neighborhoods	Com Dev	Neighborhood groups, HC	Mid	Low
Encourage establishment of neighborhood associations	Com Dev	Neighborhood groups	Short/Mid	Low
Develop land management regulations to preserve village and neighborhood character	Com Dev Planning Board	Neighborhood groups	Mid	Low
Limit commercial and residential development along roads between distinct neighborhoods and villages	Com Dev, Planning Board	Neighborhood groups, ZBA	Short/Mid	Low
Expand activity in villages and neighborhoods with community programs and changes in land use regulations	Com Dev, Planning Board, City Council	Neighborhood groups	Mid	Low
Encourage increased density in existing commercial districts	Planning Board, Com Dev	ZBA, Neighborhood groups	Short	Low
Encourage additional services and amenities to neighborhood and villages	Com Dev	Neighborhood groups, CATA, DPW	Mid	Low
Monitor success of goals and objectives for neighborhoods and villages	Com Dev	Neighborhood groups	Mid	Low

Action	Lead Agency	Supplemental Agency	Time Frame	Resources
THE LIFE OF THE CITY				
Housing				
Assign responsibility for housing issues to Dept. of Community Development	Mayor	Com Dev	Short	Low
Establish Housing Coalition	Mayor	Com Dev	Short	Low
Encourage adoption of open space design siting process	Com Dev Planning Board	Housing Coalition, City Council	Short	Low
Establish regulations and programs to increase housing supply	Com Dev	Housing Coalition	Short	Mod
Increase supply of affordable rental and owner-occupied housing	Com Dev	Housing Coalition	Short	Low
Revise zoning ordinance to allow easier permitting and conversions of multi-family dwellings and mixed uses	Planning Board City Council	Com Dev, Housing Coalition	Short	Low
Adopt measures to assist senior citizens to remain in their homes	Com Dev/ Grants	Housing Coalition, State	Short	Mod
Promote options for residents to downsize	Housing Coalition	Com Dev, Health Dept., City Council, ZBA	Short	Low
Change zoning ordinance to allow live/work accommodations	Planning Board, City Council	Com Dev ZBA	Short	Low
Modify zoning codes and establish programs to allow more housing options	Planning Board City Council	Housing Coalition, Com Dev	Short	Low
Seek funding for housing from all available sources, including exploring benefits of Community Preservation Act	Housing Coalition, City	Com Dev/ Grants	Short	Low
Economy				
Establish a City Economic Plan	Com Dev	C of C	Short	Mod
Encourage skills training	Com Dev	School Dept, C of C	Short	Mod
Enrich the visitors experience in the City	Com Dev /Tourism Office	Tourism Commission Mayor	Short	Low
Promote expanded telecommunications infrastructure	Com Dev	C of C	Short	Low
Promote business opportunity on the Harbor and throughout the city	Com Dev, HP Imp Com	C of C, GRA	Short	Low

Action	Lead Agency	Supplemental Agency	Time Frame	Resources
Historic and Cultural Resources				
Redefine and enhance roles of the Historic and Historic District Commissions	HC, HDC	Mayor, Com Dev, MA Hist Com	Short	Low
Update historic information	H C	Com Dev	Short	Mod
Provide assistance for historic preservation	H C	Com Dev	Short	Low
Adopt demolition delay ordinance	Planning Board, City Council	Com Dev	Short	Low
Support the Gloucester Archives Committee	Mayor, City Council	Com Dev, Sawyer Free Library	Short	Mod
Require historic assessment of potential historic buildings for building permits	Com Dev	Building Insp.	Mid	Low
Preserve and maintain historic cemeteries and archeological sites	DPW, HC	Com Dev	Short/Mid	Mod
Establish a Preservation Trust Fund	H C	Mayor	Mid	Low
Seed funds for historic acquisition and preservation	H C	Com Dev/Grants	Mid	Low
Explore benefits of Community Preservation Act to support historic preservation	HC	Com Dev	Short	Low
Establish Office of Cultural Resources	Mayor, City Council	Com Dev	Short/Mid	High
Education				
Provide sufficient infrastructure to meet educational goals	Mayor	School Dept.	Short/Mid	High
Ensure school system provides qualified staff	Mayor, Sch Com	School Dept.	Short/Mid	High
Provide services that promote literacy for all ages	School Dept., Sch Com	State	Short	Mod
Match educational opportunities with local workforce needs	School Dept., C of C	Com Dev	Short	Mod
Expand use of school uses properties for community programs	School Dept.	Com Dev	Short	Low
Develop a Gloucester-based environmental program	School Dept.	Com Dev	Mid	Low
Develop a Gloucester Heritage program	School Dept.	HC Com Dev	Mid	Low
Expand affordable day care programs	School Dept	City	Mid	Mod
Provide health education programs	Health Dept	School Dept.	Mid	Mod
Encourage public dialogue about educational issues	Sch Com	Mayor, Public	Short	Low
Add arts program	Sch Com, School Dept	City	Short	Low

Action	Lead Agency	Supplemental Agency	Time Frame	Resources
Arts and Culture in the Community				
Support the Gloucester Cultural Council and the Committee for the Arts	Mayor	Cultural Council, Com for Arts, Com Dev/Tourism Office	Short	Low
Develop a comprehensive arts and cultural strategy	Cultural Council, Com for Arts	Com Dev	Mid	Mod
Prepare an economic impact study for the arts	Com Dev	Cultural Council, Com for Arts	Mid	Mod
Establish collaborations between the City and its cultural organizations	Cultural Council, Com for Arts	Mayor, Com Dev	Short	Low
Actively pursue additional funding of arts programs	Com Dev/Grants	Cultural Council, Committee for the Arts	Short	Low/Mod
Identify space and facilities for artists	Cultural Council, Com for Arts	Com Dev, DPW	Mid	Mod
Expand utilization of city facilities as art venues	Cultural Council Com for Arts	DPW	Short/ Mid	Low
Expand school-related arts programs and opportunities	Cultural Council Com for Arts	School Dept.	Short/ Mid	Mod

Action	Lead Agency	Supplemental Agency	Time Frame	Resources
Health and Social Services				
Support locally-based health services to provide a continuum of care	Mayor, City	AGH, Public	Short	Low
Revitalize the Health Plan Steering Committee	Mayor	B of H, Health Dept.	Short	Low
Create a comprehensive directory of health and social service agencies	Health Dept.	B of H, Health Plan St Com, Human Services Council	Short/ Mid	Mod
Support integrated addiction prevention, treatment and recovery programs	Health Dept.	Health Plan St Com, Human Services Council	Short/Mid	Low/ Mod
Improve access to integrated mental health and support services	Health Dept.	Health Plan St Com Human Services Council	Short/Mid	Mod
Promote public information on health issues	Health Dept.	Health Plan St Com, School Dept	Short	Low
Ensure environmental integrity and protection of public health	B of H, City	Health Dept., Con Com	Mid	Low
Continue the annual Health Fair	Health Dept.	B of H, AGH	Short	Mod
Encourage social service organizations to continue to meet city needs	Health Dept.	Human Services Council, Council on Aging, Youth Services Prog	Short	Mod
Target opportunities to support teenage needs	Health Plan Steering Com, Youth Services Prog	Health Dept.	Short	Mod

Action	Lead Agency	Supplemental Agency	Time Frame	Resources
PUBLIC SERVICES AND INFRASTRUCTURE				
Transportation				
Establish a mobility planning committee	Mayor, DPW	DDC, Com Dev	Short	Low
Prepare a transportation and access management plan	Mobility Committee	Com Dev, DPW	Short	Mod
Enhance transit service	Mobility Committee	Mayor, City Council, CATA	Short	Mod
Support policies and programs that enhance and provide alternative transportation modes	Mobility Committee	Com Dev, OS & R Com, DPW, DDC	Mid	Low
Provide information on transportation options	Com Dev, Tourism Office	C of C, DDC	Short	Low
Implement transportation and alternative mode infrastructure improvement programs	DPW	Mobility Committee, Com Dev	Mid	High
Ensure parking supply and locations match needs	Mayor	Com Dev, DDC, C of C	Short	Mod
Upgrade substandard roads	DPW, Com Dev	Planning Board	Mid	High
Seek transportation improvement funds from federal, state, and regional sources	Mobility Committee	Com Dev/Grants, DPW MAPC	Mid	Mod
Public Facilities and Services				
Make the city cleaner and more attractive	Mayor, Com Dev	Police Dept., DPW	Short	Low
Increase sewer capacity for residential, commercial, and industrial uses where needed	DPW	Mayor, City Council	Mid	High
Ensure adequate water supply	DPW	Mayor, City Council	Short	High
Increase street and sidewalk public safety	DPW	Com Dev	Short	Mod
Continue support for the Police and Fire Departments	Mayor, City Council		Short	Mod
Seek grants and other funding sources for capital improvements	Mayor	Com Dev/Grants	Short	Low
Ensure accessibility to meet ADA requirements	DPW	Com Dev, Health Dept.	Mid	Mod
Assess City buildings and needs	Com Dev, DPW	Grants	Short	Mod

Action	Lead Agency	Supplemental Agency	Time	Resources
Planning and City Administration				
Create new opportunities for citizen input	All Bds & Com	Com Dev	Short	Low
Establish Office of Citizen Participation and Public Information	Mayor, City Council	Com Dev, Bds & Coms	Short/ Mid	High
Establish a Comprehensive Plan Implementation Committee	Planning Board	Com Dev	Short	Low
Expand Plan Implementation staffing needs	Com Dev	Planning Board	Mid	High
Enhance Office of Inspection Services and integrate with Com Dev	Com Dev	Mayor, Bldg. Insp.	Short	Mod
Increase coordination, consensus, and understanding among boards and commissions	Com Dev, Mayor	Bds & Coms	Short	Low
Establish Office of Natural and Cultural Resources	Mayor, City Council	Com Dev	Short/ Mid	High
Establish new advisory and oversight committees	Mayor	Com Dev	Short	Low
Support quarterly forum for area mayors/CEOs, senior staff	Mayor	Com Dev	Mid	Low
Revise permitting and approval process	Planning Board	Com Dev	Mid	Low
Broaden the scope and resources of the Grants Program	Mayor	Com Dev/Grants	Short	Mid
Require formal citizen input regarding disposition of city-owned land	City Treas., Mayor	Com Dev OS & R Com.	Short	Low

Terms

AGH	Addison Gilbert Hospital	Grants	Grants Office, Department of Community Development
B of H	Board of Health	H P Imp Com	Harbor Plan Implementation Committee
Bds & Com	Boards and Commissions	Health Plan St Com	Health Plan Steering Committee
C of C	Chamber of Commerce	HC	Historical Commission
Com Dev	Community Development Department	HDC	Historic District Commission
Con Com	Conservation Commission	MA Hist. Comm.	Massachusetts Historic Commission
DDC	Downtown Development Commission	MAPC	Metropolitan Area Planning Council
DPW	Department of Public Works	Mobility Committee	Mobility Planning Committee
EDIC	Economic Development and Industrial Authority	WWB	Waterways Board
GRA	Gloucester Redevelopment Authority	ZBA	Zoning Board of Appeals

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The People of the City of Gloucester

The citizens of the City, including the many hundreds of individuals who attended meetings, contributed ideas, participated in workshops, and provided the inspirations for this Plan.

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Janis D. Stelluto, Vice Chair	James Guidotti
Charles McManus	Michael Donohue
Wentworth Williams, Jr.	

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Kathryn Heinze, Vice Chair

Tom Brancaleone	Dale Brown
Fred Cowan	Jane Daniel
William Fonvielle	James Guidotti
Paul Johnson	David Marsh
Kirk Noyes	Donna Polizzia
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Photography Credits

All of the photographs in this Plan were taken by citizens of Gloucester who participated in Gloucester Plan 2000 by picturing our community through the viewfinders of their cameras.

SPECIAL PLACES IN GLOUCESTER

The Vision of this Plan seeks to preserve and protect city assets that residents value. The Plan recommends processes that will require identifying people, places and traditions that make up the character of the city and should be protected and preserved. As part of the planning process, participants in the Area of the City meetings held in the fall of 2000, listed "Special Places" in the city. Also, throughout the year, residents were invited to submit photographs of places, people and traditions that represent Gloucester - to be preserved, protected or changed in some way - yielding a Photo Essay of over 300 photographs. The intent of the Plan is to develop processes that will preserve this "character of the city" by including methods for identification of special places and city assets. The following is the list compiled in the Area Of the City meetings:

- Annisquam Lighthouse
- Annisquam River
- Annisquam River riverbank
- Antonio Gentile Bandstand
- Approach to the A. Piatt Andrew Bridge
- Babson Farm
- Babson Reservoir
- Back Shore
- Back Shore pedestrian access to water
- Bass Avenue
- Bass Rock's Golf Club
- Bass Rocks
- Bay View Cemetery
- Bay View Resource Center
- Beechbrook Cemetery
- Benjamin Smith Playground
- Bickford Marine
- Blueberry Hill
- Blueberry Lane
- Bond Hill
- Boulevard
- Brace's Cove
- Breakwater
- Bronze plaque at Witham Street and Eastern Avenue - James Babson
- Burnham's Field
- Buswell Estate
- Buswell's Pond
- Cambridge Beach
- Camp Annisquam
- Century Elm (Washington St.)
- City Hall
- Coles Island
- Corliss Field
- Corliss Landing
- Cressy's Beach
- Cripple Cove
- Day's Pond
- Dennison Street
- Doc Viera's drugstore
- Dog Hill
- Dogtown Common
- Dogtown watershed
- Don Howie's quarry
- Downtown Gloucester
- Downtown Lanesville
- Drive in lot
- Dunfudgin
- E. Gloucester Square and Highland Street historic area
- Eastern Avenue intersection
- Eastern Point
- Eastern Point breakwater
- Eastern Point Lighthouse
- Elizabeth Gordon Smith Park
- Ellery House
- Emerald Forest
- Fernwood Lake
- Fishermen's Park
- Fitz Hugh Lane House
- Flat Cove Landing #4, Wonson Cove, Eastern Point Rd.
- Flat Rocks, Bay View Cemetery
- Folly Cove
- Folly Cove Designers
- Football field, edge by the canal
- Fort
- Fort Point
- Fort Square Park
- Freshwater Cove
- Friend Street Park
- Fuller School area wetlands
- Gloucester Harbor
- Gloucester Marine Railways
- Gonzaga Retreat House
- Good Harbor Beach
- Good Harbor Beach bridge and creek
- Goose Cove
- Goose Cove area
- Goose Cove Reservoir
- Gordon Thomas Park
- Governor's Park
- Gray Beach, Magnolia
- Green Street Park
- Gus Foote Path
- Half Moon Beach
- Hammond Castle
- Area from Harbor Loop to Cape Ann Historical
- Haskell's Pond
- Haven Terrace
- Hill in back of Dornell Road
- Holy Cow

- I4C2
- Jones Creek
- Land around Vine Street
- Lane's Cove
- Lanes Cove Cemetery
- Lanesville Community Center
- Lanesville village area
- Ledgemont Park
- Legion Hall
- Lexington village area
- Lighthouse beach - Annisquam
- Lily Pond
- Little Good Harbor
- Little River
- Lobster Cove Bridge
- Long Beach
- Long Wharf
- Lookout Park
- Lucy Davis Walkway
- Magnolia
- Magnolia Cemetery
- Magnolia Center
- Magnolia Pier
- Main Street
- Marshes off Wingersheek Beach
- Mill Field (Lupine Field)
- Mill Pond
- Mill River
- Mill River beach
- Mt. Ann
- Niles Beach
- Niles Pond
- North Gloucester
- North Shore Arts Association
- Oak Grove Cemetery
- Old cemeteries
- Old Rockport Road
- Old Salem Road
- Olde Thompson Road
- Open space by riverfront walk, Boulevard to Pole's Hill
- Paint Factory
- Pavilion Beach
- Playground at the Fort
- Plum Cove
- Plum Cove beach - no pier
- Point Hill
- Pole's Hill
- Public landing at the head of the Little River
- Public Landings
- Quarry behind Plum Cove
- Rafe's Chasm
- Ravenswood Park
- Red Rocks
- Riggs Pasture
- Riverdale-Beeman Hillside and Old Back Road
- Robinson's Landing
- Rocky Neck
- Rocky Neck Art Colony
- Salt Island
- Seaside Cemetery (back)
- Shore Road
- Short Pier, across from Cape Ann Campground
- Sign at corner of Rocky Neck and East Main
- Small downtown wooded lots
- Smith Cove
- St. Peter's Park and landing
- Stage Fort Park
- Staircase at Terrace Lane to Rocky Neck Avenue
- Stairway at Herrick Court and Winchester Court
- State Fish Pier edge
- Steven's Lane right-of-way on Rocky Neck to Oak's Cove
- Stone Pier
- Stoney Brook
- Stoney Cove
- Swinson's Field
- Ten Pound Island
- Ten Pound Island and Light-house
- The Pines
- The Quarries
- Tiderock
- Tip of Dog Bar Breakwater
- Traffic Island near Beechbrook Cemetery
- Virgilios
- Walker Creek
- Wallace's Pond
- West Pond
- Wetlands on corner of Ledge Road and Marble Road
- Wingersheek Beach
- Winneahdin
- Woodbury Street area