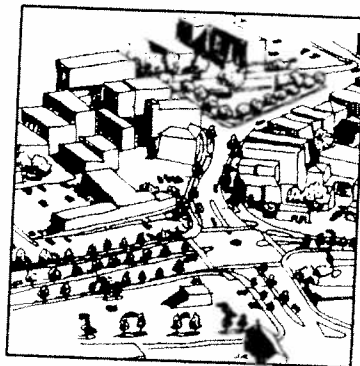
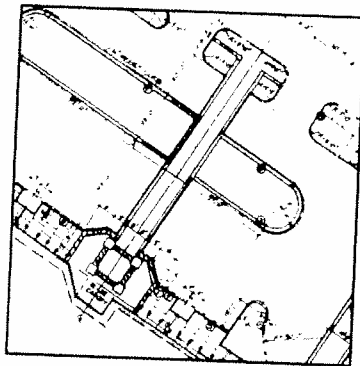


City of Salem  
Master Plan Update  
and Action Plan

1996



## Master Plan Update Committee

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Joan Boudreau	Salem Redevelopment Authority
Timothy F. Clarke	Salem Partnership
Kathy Driscoll-Gauthier	Business Owner
Donald M. Geraghty	North Shore Medical Center
Philip E. Harrington	Park and Recreation Commission
Annie Harris	Salem Partnership
David Hart	Planning Board
Deborah Jackson	School Committee
Carol MacGown	Condominium Owner
Joan McGowan	Salem State College
Dan Monroe	Peabody-Essex Museum
Walter Power	Planning Board
Mark Shaw	Chamber of Commerce
David Shea	Mayor's Office
Kathie Walsh	Parent Teacher Organization
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## The Planning Board Imperative

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The Planning Board has been involved with the continuous development of the City and has reviewed the draft of the Master Plan Update and Action Plan for 1996. The Planning Board has made the following observations with respect to what it feels are the critical elements facing the City today and in the future:

1. Development of the commercial and industrial properties which have become contaminated from prior activities, and thus are difficult for the generation of new uses (See page 23 & 35-36).
2. The primary transportation requirement for the long-term economic viability of the City of Salem is to secure a limited access highway connector road from Route 128 to and through Salem (See page 17-20).
3. Exploration of the possibility of finding a method of conducting through traffic to and from neighboring cities and towns, whereby traffic would by-pass the built-up areas of the City (See page 20).
4. Additional train stop near Vinnin Square to accommodate Salem State College and neighboring communities of Swampscott and Marblehead (See page 20).
5. Continued emphasis on the maintenance of excellence in the City's public school system (See page 40).
6. Continued emphasis on the livability of the City for its inhabitants and visitors in terms of neighborhoods, parks and cultural institutions.
7. Promote culturally-based tourism emphasizing the City's non-profit museums, historical houses and neighborhoods, relationship to the sea, and general historical attractions (See page 12, 24-25, 28-29).
8. Continued emphasis on the reorientation of the "kernel of the City" -the downtown area- to continue the utilization of this once-prime retail area in concert with modern emphasis on automobile-concentrated retail malls and industrial parks (See page 21).
9. Development plans for the Salem Harbor are in the formulation stage, encompassing many proposals. The harbor is the City's front door and a focus on that is needed. The final plan should provide the City with adequate public and moderately deep-draft boating access closer to the City's center.

## Contents

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Executive Summary	3
Plan Overview	7
The Waterfront Waterfront Development Map	11
Transportation Transportation Map	17
Economic, Institutional and Downtown Development Economic, Institutional and Downtown Development Map	21
Neighborhoods and Housing Neighborhoods and Housing Map	27
Recreation, Open Space and the Environment Recreation, Open Space and the Environment Map	35
Community Facilities and Services	39
Appendix Sample Survey Survey Results	43

## Executive Summary

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The City of Salem 1996 Master Plan Update for the 1996-2006 decade was developed by a citizens' committee over the course of a two year period with the assistance of the Salem Planning Department and a consultant. Public input and review were solicited through a survey and several public meetings. The Master Plan Update was approved by the Salem Planning Board on September 4, 1997.

The Plan presents goals and strategies for the coming decade in six categories:

- The Waterfront
- Transportation
- Economic, Institutional, and Downtown Development
- Neighborhoods and Housing
- Recreation, Open Space, and the Environment
- Community Facilities and Services

Highest priority was given to the promotion and enhancement of a diversified Salem economy, improvement of the downtown economic climate, and redevelopment of the waterfront. In addition to special attention to these improvements, which will benefit the City as a whole in multiple ways, the Plan also emphasizes vigilant neighborhood stabilization and environmental preservation programs. The goals in these categories focus on increasing owner-occupied housing, preserving and maintaining Salem's housing stock, and protecting Salem's water resources and open space.

The large number of important physical improvements made in Salem in recent years will be joined by equally significant projects over the next ten years: completion of the Salem-Beverly Transportation Project, entrance corridor improvements, and several waterfront projects. The challenge for the next decade is to continue the development of equally strong public-private and community organizational networks to sustain the vitality of Salem's economic and social life.

### Salem in 1996

Salem is a small city with a multi-faceted identity. It is a coastal community of unique historic resources; cohesive neighborhoods; an economically and culturally diverse population; strong medical, educational, and cultural institutions; and a diverse and changing economy.

Throughout the economic and social transformations of the last half-century, Salem has retained its identity through periods of complex and often difficult change.

Salem's population has remained stable at approximately 38,000 in the last two decades and is projected to stay at the same level during the next decade. According to the 1990 census, 54 percent of the population is female, the median age is 33.5, and the population is 93 percent white. Hispanics of all races comprise 6.7 percent of the total population, the largest single minority group in the City. Salem is a middle-class city with a median household income close to the median for the state as a whole. Most Salem households are family households, but nearly one-third of Salem residents live alone. Contrary to the conventional wisdom, Salem's population is not older than the population of neighboring municipalities. Densely populated in its historic core, Salem also has quite extensive open spaces in the southwestern and south central parts of the City.

Until the late 1950s, Salem was the transportation, business, legal, and retail hub of Essex County. Its historic sites have long attracted thousands of tourists to the City every year. For the last half-century Salem has been one of several business centers on the North Shore while also functioning as a suburban bedroom community for Boston. Little of the remaining land is environmentally suitable for development and the City is not under severe development pressure. Like many small New England industrial cities, it has seen the erosion of its traditional manufacturing base and downtown retail center. However, industries and commercial enterprises are increasingly attracted to Salem's quality of life and coastal location near to Boston. The City's tourism assets include the National Maritime Historic Site, recently improved, and the Peabody-Essex Museum, which plans a multi-million dollar investment in new and improved facilities in downtown Salem. In addition, state- and federally-funded infrastructure improvements are bringing Salem's transportation network and other infrastructure up to date.

In planning for the future, Salem must combine its many identities as a historic city and county seat, tourist destination, North Shore suburb of Boston, industrial center, and maritime port to preserve and enhance its deeply-rooted historic character while improving neighborhood quality of life and economic vitality for all its citizens.

### **Looking Towards 2006: the Purpose of a Master Plan**

A master plan is a process and a document. The process engages a community in an assessment of its current condition as a place to live, work and do business, and the identification of goals for the future and the strategies needed to attain those goals. The document is a blueprint for the future, serving both as a policy document and an action document to guide Salem as the City makes decisions during the next ten years to evaluate potential development, protect and enhance its assets, and take advantage of opportunities.

Master plans focus on the physical development of a community, particularly land use, but they also include discussions of community services. The process of creating or updating a master plan gives people in a community the opportunity to think in a systematic way about

what kind of place they live in, what the problems and opportunities are, and what kind of place they would like it to be. Salem's last Master Plan was completed in 1979 and the City's Zoning Ordinance has not been significantly revised since 1965. This master plan update is a flexible blueprint for the period 1996-2006, designed to guide the City into the twenty-first century.

### **The Master Plan Committee and the Planning Process**

In June 1994 the Salem Master Plan Committee was established by the Salem Planning Department to update the Master Plan. The Committee members represented a broad spectrum of Salem neighborhoods, businesses, non-profit institutions, City commissions, and City government. The Committee was assisted in its work by Planning Department staff and The Saratoga Associates, a planning consulting firm.

The Committee first agreed on a mission statement: "To provide a forum to facilitate formulation and adoption of a comprehensive city-wide Action Plan consisting of short and long term goals and implementation strategies addressing physical, economic, social, and cultural development." Committee members then engaged in a process of identifying assets and liabilities on a variety of issues, such as city image, transportation, the economy, waterfront development, and so on. Then the Committee divided into smaller groups to focus on specific issues and sectors in order to identify goals and propose short and long-term implementation strategies to reach those goals. Meeting over the course of a year, the Committee drafted goals and implementation strategies in five general areas: economic development; neighborhoods and housing; recreation/open space and waterfront development; transportation; and community facilities and services. These proposals were then presented at several community forums for comments and suggestions.

The Saratoga Associates helped guide the process and produced some of the working documents. The final report, both text and maps, was written and prepared by Planning Department staff.

### **Public Process: Community Survey and Community Review**

At the direction of the Committee, the Planning Department undertook a community survey to ascertain Salem citizens' views on a variety of issues. A 3-page questionnaire was mailed in the summer of 1994 to a random sampling of 2,400 Salem residents. Four hundred ninety surveys were returned, resulting in an acceptable response rate of 21%. (See the Appendix for the survey.)

As often happens, the demographic characteristics of the group of residents who responded to the survey did not match many of the characteristics of Salem's entire population as shown in the 1990 census. Survey respondents as a group were disproportionately older, retired, homeowners, and long-term residents, compared with the City's population as a whole. Residents under fifty, employed people, and renters were underrepresented in the survey, and, by implication, families with younger children. The proportion of young adults aged 18 to 34 in

the total population is twice as great as the proportion of young adults in the respondent group. These differences should be kept in mind when evaluating the survey results. (See the Appendix for survey results and analysis.)

Survey respondents saw economic development (42%), public education (40%), and, to a somewhat lesser degree, neighborhood revitalization (30%), as the most important issues facing the City over the next ten years. Fewer respondents saw the environment (23%), land use management (15%), housing (10%), transportation (9%) and human services (6%) as the most pressing concerns. In addition, over 60 percent of respondents chose development of vacant industrial properties as one of the two most important land use and development issues in the City, with growth management and waterfront development following at some distance. All of these issues are dealt with in some detail in this Master Plan Update, with the exception of public education. The City schools recently completed a six-year, \$39 million school reconstruction program. The School Department engages in its own program planning process separate from the master planning process.

The Committee presented its draft recommendations for the Master Plan at three community meetings, two in May 1995 and one in June 1995, held at different times of the day and evening to accommodate residents' varied schedules. Residents were asked to review the goals, implementation strategies, and maps developed by the Committee and write down their comments and suggestions. Their comments were taken into account during production of the final draft.

**Report Format**

The Report is divided into one thematic part, the Waterfront, and five functional parts covering various activity and area sectors: Economic, Institutional, and Downtown Development; Neighborhoods and Housing; Recreation and Open Space; Transportation; and Community Facilities and Services. The Waterfront was chosen as a thematic focus because development and improvement of Salem's waterfront is a long-standing goal which clearly demonstrates the importance of plans that integrate economic, environmental, land-use, social, and cultural strategies. Although the other parts of the Report are functionally divided, their goals and strategies are also interrelated.

## Plan Overview

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### Setting the Stage: Infrastructure and Physical Facilities

Many physical improvements to Salem's transportation network and community facilities have been completed in recent years or are currently being designed or built: Riley Plaza, New Derby Street, the Salem-Beverly Transportation Project, school renovations, the new police station, numerous park improvements, and so on. The transportation projects in particular set the framework for economic development, neighborhood preservation, and other land use decisions. Perhaps the most significant of these projects is the Salem-Beverly Transportation Project, which will reconfigure major road connections at the heart of Salem's downtown.

### Highest Planning Priorities

**Economic Development.** After passing through a difficult regional economic recession, Salem residents are understandably concerned about assuring the economic health of their City. Vacant industrial and city-owned buildings are a reminder of job losses. Retaining existing businesses and attracting new ones, while redeveloping the vacant sites, is a top priority. It is also important that the City plan for impending changes in the circumstances of its biggest taxpayer, New England Power Company.

**Downtown Development.** The decline of Salem's retail center is due to suburban competition more than lack of attractive physical facilities. Although continued programs to improve appearance remain important, the focus must be on improving the retail mix and attracting higher-income shoppers.

**Tourism Development.** Salem attracts thousands of tourists annually, but the majority come on day trips for the witch attractions and spend relatively little money. Promotion of Salem's maritime and cultural heritage, along with provision of a greater variety of lodging options and facilities for tourists to arrive by water are required to realize Salem's tourism potential.

**Waterfront Development.** Although Salem's historic prosperity derived from its waterfront location, for many decades the City tended to neglect its waterfront. Visual and

physical access to the water is poor, especially downtown. Waterfront development can link the City's tourist attractions, bringing economic benefits, while providing recreation for City residents.

### Quality of Life Priorities

**Public Schools.** Concern about the quality of the Salem Public School system is widespread. Although this plan does not encompass a master plan for the school system, the importance of a good public school system - and the perception of good schools - emerged at several stages of the master planning process.

**Living in the Neighborhoods.** Most Salem neighborhoods are stable and attractive. In a city with a high proportion of renters and an older housing stock, however, every effort must be taken to keep up the appearance of neighborhood public spaces and the condition of private housing.

**The Environment.** In a densely-urbanized coastal city, environmental protection and improvement of coastal and inland water resources and remaining upland open spaces is essential. Environmentally healthy open space and recreational resources offer residents an exceptional quality of life and attract new businesses, residents, and visitors.

### Planning Tools

The City of Salem has a variety of tools available to implement the goals and strategies in this plan. Existing regulations, such as the Zoning Ordinance, should be reviewed to determine if they promote the policy goals put forth in the Master Plan Update.

- **Zoning and Regulation.** The regulatory powers of the government through zoning, wetlands law administration, and health and safety laws permit the city government, within limits, to regulate land use in order to benefit the community as a whole.
- **Housing Policy.** Housing policy includes the use of federal and state funds for the creation and preservation of affordable housing as well as assistance for rehabilitation and deleading. Policy choices include how to target this money geographically and allocate it between rental and owner-occupied housing. The City works with the local non-profit housing developer, Salem Harbor Community Development Corporation, and with other North Shore communities on affordable housing issues.
- **Economic Development Incentives and Assistance.** Because Salem has been designated an Economic Target Area, it can offer tax incentives to business. Other assistance includes small business loans, facade and

signage loans, infrastructure improvements, and help in obtaining permits and licenses.

- **Public-Private Partnerships.** The Salem Partnership is the preeminent organization of this type in Salem. However, other models, such as Business Improvement Districts, may prove useful in implementing the goals of the Master Plan.
- **Institutional Planning.** City coordination of planning with Salem's major institutions - the Museum, the College, and the Medical Center - can contribute to effective implementation of the Plan's goals.
- **Activity and Event Programming and Management.** Physical planning and improvements, while important, are not sufficient in themselves to make things happen.
- **Community Organization and Activism.** Strong neighborhood and community organizations can be key contributors to implementing Plan goals.

#### Challenges for the Next Decade

Physical improvements and bricks and mortar projects will continue to be essential city activities over the next decade, particularly in waterfront development. Perhaps the bigger challenge will be to organize and coordinate a variety of incentives, regulations, development assistance programs, and public-private initiatives to bring Salem into the twenty-first century with a dynamic economy, vital neighborhoods, and a healthy environment, while preserving its unique historic heritage.



## The Waterfront

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Salem's 16 miles of coastline and waterfront are natural and man-made, commercial and residential, historic and touristic, recreational and industrial. The City's oceanfront location is a key ingredient in giving it a unique sense of place. Salem residents intensely value this waterfront identity and seek to enhance it. The waterfront requires a holistic planning approach that integrates and balances preservation of environmental resources with economic and recreational uses.

When Salem was founded, the land was deeply penetrated by the North and South River estuaries. Over the centuries Salem's coastline was filled in and the North and South Rivers were channelized. Many of Salem's cultural and historic attractions, including the National Maritime Historic Site, the Peabody-Essex Museum, and the City's architectural jewels, are linked to its seafaring past. After the golden age of maritime trade ended for Salem, the waterfront became a favored location for industry. Today most of the coastline is taken up by a variety of residential, commercial, industrial, transportation, and utility uses. Visual and physical access to the downtown waterfront is somewhat limited and visitors to the City are often unaware of their proximity to the water. Although Salem has a large natural port, cargo use is limited to a private port owned by New England Power Co. used for delivering coal and home heating oil.

Redevelopment of the City's waterfront is a goal of long standing; the waterfront also merited a separate chapter in Salem's last comprehensive master plan in 1979. The City has already recommitted itself to an ambitious plan to revive and rejuvenate the City's maritime identity and tradition in the downtown. A recently completed Maritime District Development Study proposed redevelopment of the South River channel area, creation of a Downtown Maritime District, improvement of the waterfront outside downtown, comprehensive harbor planning, creation of a management entity, state approval of the waterfront as an Economic Opportunity Area, and designation of the waterfront as a Heritage State Park. The plan includes dredging of the South River and creation of a series of downtown waterfront public spaces, including a marina, parks, walkways, and a parking garage, as well as festival programming. Several components of the new plan are already underway, giving grounds for optimism that these plans will reach fruition. A new Congress Street Bridge was recently completed and a parking garage at the corner of Derby and Congress Streets will be constructed.

In addition, a public-private group (including representatives from City government, New England Power Company, and other businesses) produced a study addressed to the Massachusetts Seaport Council promoting the dredging and expansion of Salem's working port to accommodate more ocean-going bulk cargo tankers, passenger cruise ships, and, possibly in the future, small- to medium-sized high-speed cargo ships. Because of the spatial division between Salem's deep water port and tourist harbor, the proposed expansion of the working port would be easier to accommodate here than in many other communities, as long as the increased land side activity could be effectively integrated into the surrounding dense and historic neighborhoods. This project was included in the Seaport Bond Bill recently approved by the state legislature.

### Concerns and Opportunities

The Master Plan Committee recognized that Salem benefits from having many residents involved in waterfront issues and that the City has unique waterfront attractions: Salem Willows, Winter Island, Forest River Park, Pioneer Village, Derby Wharf and the National Maritime Historic Site, and Pickering Wharf. However, they also felt that many waterfront areas are not sufficiently developed, utilized, or maintained, and that the complexity of waterfront development requires more comprehensive planning. Despite Salem's long coastline, public access to the waterfront is limited, especially beach access. Particular concerns include a need for improvements at the Willows and Winter Island, the unappealing visual impact of industrial and utility sites on the coastline, and the need for dredging. Areas where committee members saw great underused potential include the South and North Rivers, Winter Island, and the harbor islands.

Survey respondents chose waterfront development as the third most important land use/development issue facing the city, after vacant industrial properties and growth management. Respondents were also very supportive of efforts to protect natural resources. Forty-eight percent agreed that it is "very important" and another 19 percent agreed that it is "important."

Salem's coastline and downtown waterfront are underutilized resources. Communities across the country have successfully turned to waterfront revitalization as part of economic development, tourism, recreational, and environmental planning. Now that the groundwork for redevelopment is complete in the form of the maritime planning study, and key pieces of the plan, such as the Congress Street Bridge and the new parking garage, are underway, other components of the project will follow.

Goals and Strategies

The Committee recognized that a lively waterfront must enhance the environmental health of water resources, provide room for a variety of activities which contribute both to the City's economy and recreational resources, and intensify Salem's identity as a maritime community.

Goals	Strategies	Department
Planning and management		
Comprehensive waterfront planning and management	<ul style="list-style-type: none"><li>• Prepare Municipal Harbor</li></ul>	Planning
Management Plan for state approval	<ul style="list-style-type: none"><li>• Adopt the Maritime District</li><li>• Create a waterfront management entity/agency</li></ul>	District Proposal
Port Economic Development		
Expanded deep water port and Designated Port Area (DPA)	<ul style="list-style-type: none"><li>•Request Army Corps of Engineers dredging of federal channel</li><li>•Secure funding for expansion of DPA</li></ul>	Mayor's Office, Planning
New economic uses of the harbor and port	<ul style="list-style-type: none"><li>•Seek funding for dredging of North and South Rivers</li><li>•Construction of new wharf for cruise ships and other uses</li><li>•Encourage private investment in a Salem Harbor water shuttle</li><li>•Develop programming for the downtown waterfront</li><li>•Create South Harbor Marina</li><li>•Promote waterfront commercial businesses</li><li>•Construct parking garage</li></ul>	Planning, Tourism and Cultural Affairs, Possible Waterfront Agency
Public Access and Waterfront Recreation		
Expanded public waterfront access	<ul style="list-style-type: none"><li>•Identify and preserve all existing public access areas</li><li>•Increase public landings in downtown</li><li>•Create public waterfront walkway at new South Harbor Marina, Shetland Office Park, and downtown to Hawthorne Cove Marina and connect to regional trail system</li></ul>	Planning

Goals	Strategies	Department
	<ul style="list-style-type: none"> <li>•Develop multi-purpose trail system along waterfront as much as possible</li> <li>•Convert old Salem-Beverly Bridge to a public recreational pier</li> </ul>	
Enhanced access to harbor and islands	<ul style="list-style-type: none"> <li>•Encourage tours of harbor and islands</li> <li>•Retain ownership of city lands on islands</li> <li>•Determine appropriate public access to islands, if any</li> </ul>	Planning
Expanded and improved waterfront facilities	<ul style="list-style-type: none"> <li>•Expand/promote use of marinas at Kernwood, Collins Cove, Winter Island, and Salem Willows</li> <li>•Seek funding for South Harbor Marina</li> <li>•Expand sea wall maintenance program</li> <li>•Seek funding for dredging of South and North Rivers</li> </ul>	Planning, Park and Recreation
Aesthetic improvement of private waterfront properties	<ul style="list-style-type: none"> <li>•Encourage painting or other visual improvement of Boston Gas and NEPCO facilities</li> <li>•Identify and pursue strategy for Franklin St. properties and junk yard</li> </ul>	Planning
Environmental Resources Protection		
Protection and enhancement of coastal habitat	<ul style="list-style-type: none"> <li>•Enact Riverfront District Ordinance to maintain water quality, preserve habitat, and protect downstream resources</li> <li>•Incorporate stormwater runoff Best Management Practices in subdivision regulations and zoning ordinances, and in golf course and athletic field maintenance programs</li> <li>•Eliminate CSOs (Combined Sewer Outflows) to improve beach and shellfish bed conditions</li> <li>•Expand Household Hazardous Waste Collection program</li> </ul>	Planning, Public Works

Goals

Strategies

Department

- Encourage and maintain boat pumpout programs in targeted embayment areas
- Implement education program for residents on avoiding nonpoint pollution



## Economic Development

- Encourage private investment in Salem Harbor Water Shuttle
- Encourage state program for Salem-Boston Ferry
- Develop waterfront programming and events
- Encourage new waterfront businesses

## Waterfront Management

- Prepare Harbor Management Plan with state assistance
- Create waterfront management agency
- Evaluate possible creation of proposed Maritime Development District

## Coastal Habitat Protection

- Eliminate all combined sewer outflows
- Incorporate stormwater runoff Best Management Practices in subdivision regulations, zoning ordinances, and field and golf course maintenance programs
- Enact Riverfront District Ordinance to maintain water quality, preserve habitat, and protect downstream resources
- Expand household hazardous waste collection program
- Encourage and maintain boat pumpout programs
- Education program for residents on avoiding nonpoint pollution

## Downtown Maritime District

- Link retail district to central waterfront
- Reinforce Derby Street spine to connect waterfront attractions
- Develop Maritime District signage
- Develop festival programming
- Create waterfront walk to new port

## South Harbor

- Dredge South River Channel
- Develop marina and walkway
- Encourage waterfront businesses, including restaurants
- Pursue waterfront park development proposals

## Designated Port Area

- Develop new wharf for cruise ships and other uses
- Pursue state funds for dredging of basin
- Pursue maintenance dredging of federal channel by Army Corps of Engineers



## Promote More Use of McCabe Park

## North River

- Pursue feasibility of dredging
- Create recreational pier at old bridge
- Relocate junkyard and marine contractor to create more open space

## Collins Cove

- Reinforce waterfront public access
- Connect to bicycle/pedestrian trail system

## Winter Island

- Expand recreational boating and fishing
- Increase dockage and improve launch ramp
- Restore fort and historic buildings
- Coordinate development with private owners

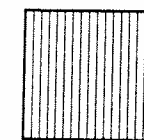


# City of Salem Action Plan 1996

## Waterfront Development

### Legend

#### Focus Areas



South Harbor  
Downtown Maritime District  
Designated Port Area  
Winter Island  
North River  
Collins Cove

#### Proposed Dredging



South River  
Salem Harbor  
North River

#### Public Access and Recreational Sites



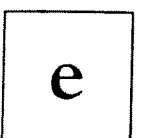
Lead Mills Acquisition  
Winter Island  
Old Bridge Pier  
North River Site  
McCabe Park

#### Proposed Walkways



Walkway at the South River  
Walkway at Collins Cove  
Walkway at the North River

#### Economic Development



South River  
Port



Lead Mills Acquisition

0 500 1,000 2,000

**Developed By:**  
City of Salem Master Plan Committee  
**Assisted by:**  
City of Salem Planning Department  
and Saratoga Associates

## Transportation

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Transportation networks structure the land use and development activities of any community. Although Salem is well-connected to the dense transportation networks of the Boston metropolitan area, it also faces certain constraints due to its location and historic character.

With its proximity to Logan Airport and public transportation via commuter rail and bus lines, Salem is linked to regional, national, and international transportation systems. However, many Salem residents have long felt that the City's lack of a direct connection to a major interstate highway is a significant locational drawback. The City's topography, irregular coastline, and historic street plan all contribute to Salem's challenging road configurations. At the same time, these characteristics provide opportunities for intermodal transportation, linking pedestrian, bicycle, and water transport with public transit and vehicular arteries.

Today's challenge is to make navigating to and through the City easier and quicker while enhancing its character and neighborhood quality of life. In recent years Salem has been laying the groundwork for a revitalized city through the replacement and redesign of much of its aging transportation infrastructure. These projects will improve safety, traffic flow, and road appearance. Improvements completed or underway include New Derby Street, Riley Plaza, the Congress Street Bridge, the Swampscott Street Bridge, and four intersections: Loring, Canal, and Jefferson; North, Summer and Essex; Boston, Essex, and Highland; and Swampscott Road at Highland. In addition, portions of the \$57 million Salem-Beverly Transportation Project, the single largest transportation improvement project in North Shore history and the biggest project currently underway in the state after the Central Artery Project in Boston, are in the design and construction phase. The entire project should be completed well within the next decade.

Yet more transportation projects are planned for the near future, including the reconstruction and enhancement of all the City's entrance corridors and development of a pedestrian and bicycle trail linking Salem's scenic attractions, public transportation nodes, and adjacent communities. This investment in transportation will provide a strong framework for the economic and social development of the City and the enhancement of neighborhood life.

## Concerns and Opportunities

The Committee recognized that Salem has many transportation assets, including public transportation, proximity to Logan Airport, parking garages and lots in downtown, and the new Salem-Beverly Bridge. It identified as liabilities the difficult access to Salem from major highways and Boston, poor directional signage, the perception of a lack of downtown parking, unrealized train service potential, and a lack of connections among the neighborhoods, especially for nondrivers.

Nine percent of the survey respondents considered transportation one of the two most important issues facing Salem in the next ten years, transportation ranking seventh out of eight issues overall. Only human services, at 6 percent, ranked lower. This low ranking may indicate that respondents are aware of the many transportation projects already completed or underway, making them feel that sufficient attention is already being directed to transportation issues, or that they believe that the city has little control over transportation routes. When asked to identify specific streets for safety threats, respondents chose Riley Plaza (pedestrian safety), Congress Street, and the intersection of Loring, Canal, and Jefferson. Intersections identified as having excessive traffic were North, Summer, and Essex, as well as Boston and Essex Streets. Respondents identified Highland Avenue, Swampscott Road, and Bridge Street as most in need of aesthetic improvement.

Current and planned transportation investments and the City's appropriateness for intermodal transport offer important opportunities. The construction of the new Salem-Beverly Bridge, the bypass road, and associated improvements to Bridge Street, including the North River Canal Mitigation Project/Linear Park, will have a major impact on Salem. The City is working to ensure that the design of these projects is responsive to existing neighborhoods, traffic patterns, businesses, and the aesthetic character of the community.

For people traveling to and from Salem by car, and for those traveling within Salem, safety and efficiency are paramount. Congested and unattractive entrance corridors and several busy intersections impede access between the City and Route 128. Opportunities to reduce travel times include improvements to several heavily traveled intersections, reconstruction of roadways in entrance corridors, the elimination of "no turn on red" at appropriate intersections, and improvements to signage. Reconstruction and signage projects can also improve appearances with new landscaping, lighting and sidewalks.

Salem's combination of transportation resources makes it a prime candidate for intermodal transportation networks. In addition to the existing roads, rail, and bus transport, the City is beginning to develop a multi-purpose trail system for non-motorized traffic. The more distant future may bring light rail and ferries to downtown Boston.

Goals and Strategies

Since the construction of Route 128, Salem residents have been pursuing transportation improvements to enhance traffic flow and mitigate congestion on the City's major entrance corridors. In addition, increasing traffic congestion within the city presents opportunities for development of intermodal transportation options.

Goals	Strategies	Department
Repair and replacement of failing infrastructure and unsafe or outdated design	<ul style="list-style-type: none"><li>•Reconstruct hazardous intersections: Boston &amp; Essex; Summer/North &amp; Essex; Highland at Swampscott Road; Highland/Jackson/Dalton Parkway; Hawthorne/Congress/ Derby.</li></ul>	Planning, Mass Highway
Improve major vehicular routes through Salem	<ul style="list-style-type: none"><li>•Traffic flow, pedestrian, and streetscape improvements on entrance corridors: Boston Street; Bridge Street; North Street.</li><li>•Design and construct the Bridge Street Bypass Road with community input on design.</li><li>•Improve safety at Marlborough Road.</li><li>•Improvements to Swampscott Road.</li><li>•Eliminate "No Turn On Red" at appropriate intersections.</li><li>•Conduct a study to determine the impact of future growth on Highland Ave. If determined necessary, design and construct a right turn lane.</li></ul>	Planning, Mass Highway Department
Improve access and parking in the downtown	<ul style="list-style-type: none"><li>•Design and construct the downtown connection portion of the Beverly Transportation Project.</li><li>•Connect Commercial Street to Bridge St. adjacent to the North St. overpass.</li><li>•Implement a downtown parking program.</li><li>•Construct the South Harbor Parking Garage.</li><li>•Improve intersection at Brown St. and Hawthorne Blvd.</li></ul>	Planning, Salem/Mass. Highway Parking Dept.

Goals	Strategies	Department
Expanded access to public transportation	<ul style="list-style-type: none"> <li>•Expand and maintain vehicular signage system.</li> <li>•Construct a 600-car parking deck at the MBTA station.</li> <li>•Assess the feasibility of constructing a new MBTA station in South Salem.</li> </ul>	MBTA, Planning Dept.
Development and improvement of alternate modes of transportation	<ul style="list-style-type: none"> <li>•Implement a system of bicycle/ pedestrian trails: extend Webb St. trail beyond Cross St.; design and build a trail along the Bypass Road and on Bridge Street; design and build a trail on the Marblehead Branch.</li> <li>•Seek funds to complete trail system.</li> <li>•Support the Coastal Corridor Plan for a Light Rail System to Logan Airport, Boston and the South Shore.</li> <li>•Support Salem - Boston ferry proposal.</li> </ul>	Planning Mass. Highway
Improvement of intra-city road linkages to enhance traffic efficiency and flow	<ul style="list-style-type: none"> <li>•Evaluate potential traffic and neighborhood impacts of possible new routes: Swampscott Road bypass; South East Corridor road from Marblehead line to Jackson/Highland intersection; North-South Corridor road connecting Highland Ave. to Canal St.; East-West corridor road connecting First St. to Willson St.; and adding capacity to Highland Avenue</li> </ul>	Planning



# City of Salem Action Plan 1996

## Public Transportation

- Support the Coastal Corridor Plan for a light rail system to Logan Airport, Boston, and the South Shore
- Support the Salem-Boston ferry proposal

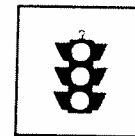
## Freight Transportation

- Support consolidation to freight yards from Commercial Street to Jefferson Avenue
- Pursue construction of new wharf in the designated port area

## Transportation

### Legend

#### Hazardous Intersection Improvements



Vinnin Square  
Boston and Essex Streets  
Summer/North and Essex Streets  
Highland Ave. and Swampscott Road  
Highland Ave. and Jackson Street  
Congress/New Derby and Hawthorne

#### Entrance Corridor Improvements



Boston Street  
Bridge Street  
North Street

#### Salem/Beverly Transportation Project



North River Parkway/Bypass Road  
Bridge Street Expansion  
Downtown Connection  
Linear Park  
Pier at Old Bridge

#### New Parking



Garage at Congress and New Derby  
MBTA Parking Structure

#### Road Improvements

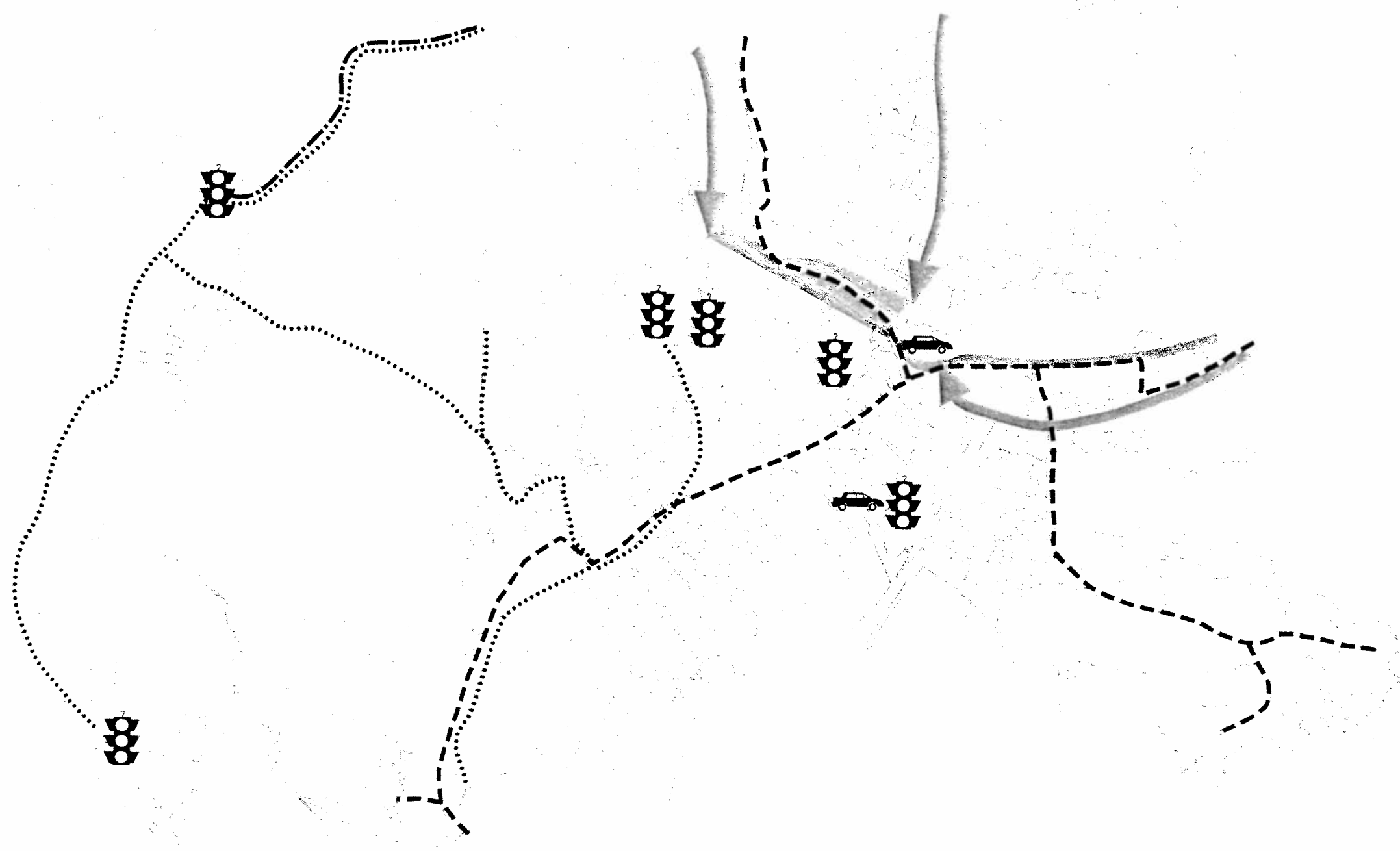


Marlborough Road

#### Bicycle/Pedestrian Trail System



#### Potential New Routes and/or Road Widening



0 500 1,000 2,000

*Developed By:*  
City of Salem Master Plan Committee  
*Assisted by:*  
City of Salem Planning Department  
and Saratoga Associates

## Economic, Institutional, and Downtown Development

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During its long history Salem has been an international trading center, an industrial pioneer, a regional retail hub, a transportation corridor, public utility site, and a tourist magnet. As the county seat, Salem is home to the county courts, and it has long been the banking center of the North Shore. The City is home to other important institutions of regional and national significance: the Peabody-Essex Museum, Salem State College, and the North Shore Medical Center.

Like many small New England cities, Salem has undergone complex adjustments over the last fifty years, particularly in response to the economic transformations sweeping the industrial sector, the regional transportation network, and retailing. Modern light industry typically prefers a large expanse of one-story space located just off a major interstate. Salem has limited space for large new industrial plants and is relatively far from regional highways. Many of the City's traditional industries have relocated —textiles, leather making, electric products, games — and jobs have been lost. However, some older industrial properties have been successfully redeveloped, such as the Shetland Office Park in the old cotton textile mill, and Salem has attracted new industry, from high technology to handicrafts. At the same time, the City is working hard to retain its remaining industries, as in its provision of infrastructure assistance in 1995 to help Thermal Circuits relocate to larger quarters in the City's industrial park off Swampscott Road. Manufacturing, however, now accounts for less than 20 percent of Salem employment, while approximately 50 percent of employees are in the services and trade sectors.

Although they employ only about 5 percent of Salem workers, the utility and communications industries in Salem are very important to the economic health of the City. The New England Power Company (NEPCO), Nynex, and Mass Electric are the top three taxpayers, and Boston Gas is within the top ten. The City must be alert to the effects of changes in the regulatory and competitive climate on these industries' investments in Salem.

Salem's downtown retail district has faced strong competition from regional malls and from suburban-style retail strips on Highland Avenue within the City. Two-thirds of respondents to the community survey frequent downtown Salem once a week and one-third go there once a day. The top four reasons given for going downtown were banking (55 percent), shopping (36 percent), restaurants (30 percent), and city hall (17 percent). Since the respondent group was

more likely to be older, retired, and a long-time resident than the population as a whole, it is possible that other residents are even less likely to go downtown than the respondent population. Respondents indicated that they typically go to Highland Avenue for daily and weekly shopping and go to the North Shore Mall in Peabody monthly. Vinnin Square and Canal Street were less likely to be visited monthly than other shopping areas. (This finding may not reflect more frequent use from adjacent neighborhoods.)

City government depends on business for 53 percent of its tax revenue, particularly on the taxes paid by a handful of large businesses. The top ten business taxpayers account for approximately 60 percent of business taxes, and NEPCO's power plant pays nearly one-fourth of Salem's *total* property taxes. Judging from the community survey, Salem residents are not well-informed about business taxes. Fifty-five percent of respondents underestimated the business contribution to the City's overall tax receipts.

The stability of Salem's large institutions, the college, the museum complex, and the medical center, also contribute to the City's economic health through the provision of jobs, customers for local businesses, and attraction of visitors.

Salem has the country's oldest urban national historic site and many other attractions for tourists. It is estimated that direct and indirect tourism spending in Salem amounts to approximately \$25 million annually. The focus of Salem tourism tends to be on the witch trials, attracting tourists on day trips who spend money on smaller items. The lack of sufficient lodging is one source of this problem. The Peabody-Essex Museum will be making a major investment in downtown Salem over the next decade, which will enhance the effect of current and planned investments in the National Park Service complex. Salem's unique historical and architectural heritage is an economic as well as a cultural resource.

### Concerns and Opportunities

In 1995 Salem and the region as a whole was emerging from one of the most serious economic recessions since the thirties. It is not surprising, therefore, that the Committee saw economic development as the greatest challenge facing the City during the coming decade.

The Committee believes Salem has many economic development assets, including Pickering Wharf, the City's large institutions, the Highland Avenue commercial strip, and the diversity of the local economy with its health, tourism, service, and boutique retail sectors. Moreover, Committee members highlighted the importance of human assets: innovative businesses with optimistic owners and City government support for business development through its business loan program and efforts to develop important vacant sites.

However, the Committee was especially concerned about improving the business climate by retaining existing businesses and attracting new ones and pointed to a perception of high business taxes as a liability. Although they recognized the value of non-profit institutions, Committee members also voiced concern that too many non-taxpaying institutions would increase the City's government's financial vulnerability. The lack of tenants in the upper floors

of downtown commercial buildings was cited as an index of the need for downtown business district development.

Survey respondents also chose economic development as the most important issue facing Salem over the next ten years. Moreover, sixty-five percent of respondents saw vacant industrial properties as the single most important land use issue facing the City. Some of these properties are known to have environmental contamination problems, making redevelopment of these buildings and sites even more problematic.

Despite its economic problems, Salem has many competitive advantages: inexpensive industrial and commercial space, proximity to Boston and Logan Airport, rail access, a labor force with diverse skills, a variety of housing options, an appealing lifestyle and not least, a unique history and sense of place. In addition, the City has been designated an Economic Target Area (ETA) by the state, which allows the City to offer special state and local tax credits and other incentives.

Goals and Strategies

Economic development goals and strategies are intended to increase economic diversity, preserve and promote existing economic strengths (such as tourism), and focus particularly on downtown development and redevelopment of vacant sites.

Goals	Strategies	Department
Commercial/Industrial		
Existing firms retained and new business attracted	<ul style="list-style-type: none"><li>•Market ETA incentives</li><li>•Develop new light industrial sites/facilities</li><li>•Redevelop vacant public and private sites</li><li>•Train City staff to provide comprehensive information and excellent customer service</li><li>•Organize CEOs in industry sectors to serve as "ambassadors" to prospective firms</li><li>•Explore opportunities to build on rail traffic</li><li>•Pursue state and federal assistance for infrastructure development</li></ul>	Planning
Contamination issues resolved at vacant sites	<ul style="list-style-type: none"><li>•Determine environmental status of vacant sites</li><li>•Promote use of state "Covenant Not to Sue" and other programs as appropriate to encourage clean up and re-use of sites</li></ul>	Planning

Goals	Strategies	Department
	<ul style="list-style-type: none"> <li>•Pursue state and federal assistance for environmental clean up</li> </ul>	
Plans made for future of NEPCO	<ul style="list-style-type: none"> <li>•Obtain more information about NEPCO plans and long-term prospects in Salem</li> <li>•Support port development</li> <li>•Develop contingency plans for alternative tax sources and uses of the site</li> <li>•Determine potential on-site environmental contamination</li> </ul>	Planning
Downtown Development		
Strong existing businesses and attraction of middle and upper income shoppers with an improved retail mix	<ul style="list-style-type: none"> <li>•Develop special events and year-round programming</li> <li>•Market small business loan program to desirable businesses</li> <li>•Inventory and market vacant downtown space</li> <li>•Improve tourism assets for middle and upper income visitors</li> <li>•Build awareness of importance of preserving first floor retail space</li> <li>•Develop waterfront attractions and complete pedestrian link with downtown</li> <li>•Tie Museum/cultural institution events with retail efforts</li> <li>•Conduct surveys/focus groups on market demand of downtown workers and residents</li> <li>•Extend store hours</li> <li>•Develop strong public-private partnerships to provide technical assistance in management, property maintenance, and marketing</li> </ul>	Planning, Tourism & Cultural Affairs, Salem Redevelopment Authority (SRA)
Continued improvement of appearance and infrastructure of downtown	<ul style="list-style-type: none"> <li>•Improve signage from Rt. 128 and from downtown to waterfront</li> <li>•Enforce sign regulations</li> <li>•Market facade improvement loan program</li> <li>•Continue to install period lighting</li> <li>•Improve traffic flow and parking</li> <li>•Construct garage at Congress &amp; Derby Streets</li> </ul>	Planning, Tourism and Cultural Affairs, SRA

Goals	Strategies	Department
Increase downtown activity of major institutions	<ul style="list-style-type: none"> <li>•Promote clean up of vacant storefronts</li> <li>•Maintain communication with institutions on future plans</li> <li>•Locate downtown space for SSC adult education classes</li> </ul>	Planning, Mayor's Office
Tourism	<ul style="list-style-type: none"> <li>•Pursue funding and locate site for court improvements and construction of new judicial center</li> <li>•Promote linkages between merchants/innkeepers and special Museum events</li> </ul>	
More middle- and upper-income tourists	<ul style="list-style-type: none"> <li>•Promote "cultural tourism" (architecture/maritime/museum rather than witches)</li> </ul>	Tourism & Cultural Affairs
Improved way-finding and signage	<ul style="list-style-type: none"> <li>•Expand and maintain comprehensive uniform sign system, inside and outside the City, remove unnecessary signs, and periodically inspect signs for accuracy</li> </ul>	Planning, SRA
Greater quantity and variety of lodging alternatives	<ul style="list-style-type: none"> <li>•Encourage development of convention hotel, family, and B &amp; B lodging</li> <li>•Implement a strategic marketing plan to increase overnight stays</li> <li>•Promote RV parking at several sites including Winter Island</li> <li>•Encourage development of youth/senior hostels</li> <li>•Promote summer lodging at SSC</li> </ul>	Planning, Tourism & Cultural Affairs, SRA
Increased marine tourism	<ul style="list-style-type: none"> <li>•Promote additional docking and mooring space</li> <li>•Support development of cruise ship port/wharf</li> <li>•Provide boaters with materials on City attractions</li> </ul>	Planning, Tourism & Cultural Affairs

Goals

Institutions

Public institutional master plans

Strategies

- Encourage communication of institutional master plans to City government
- Coordinate institutional master plans with City Master Plan

Department

Planning

## Attract New Businesses

- Market Economic Target Area incentives
- Organize local CEOs to serve as "ambassadors" to prospective firms
- Explore opportunities to build on rail traffic
- Pursue state and federal funding for infrastructure development
- Redevelop vacant public and private sites

## Environmental Issues

- Determine environmental status of vacant sites
- Promote use of state clean-up programs such as "Covenant Not to Sue"
- Pursue state and federal funding for site remediation

## Highland Avenue Business Corridor

- Encourage business parks and BPD land development
- Limit retail growth to appropriately-zoned parcels
- Review non-commercially zoned land
- Establish buffer zone between commercial and residential land

## Swampscott Road Business Industrial Park

- Attract light industry and manufacturing
- Develop remaining parcels in BPD

## Major Institutions

- Coordinate institutional planning with City planning
- Pursue funding and locate site for courthouse improvements and construction of new judicial center
- Promote linkages between Museum events and merchants/innkeepers
- Coordinate Peabody-Essex expansion with downtown development and programming
- Encourage increased downtown presence of Salem State College
- Encourage development of Salem State College Jobs Center

## Downtown

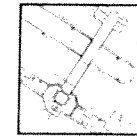
- Strengthen existing businesses
- Attract middle and high income customers with improved retail mix
- Continue improvements in appearance and infrastructure
- Develop special events and year-round programming
- Market business and facade loans
- Preserve first floor retail space
- Market vacant space
- Extend store hours

## New England Power Company

- Develop contingency plans for alternative tax sources
- Support port development

## Tourism

- Promote cultural tourism (architecture/maritime/museum)
- Expand and maintain comprehensive, uniform sign system, inside and outside the City
- Develop greater quantity and variety of lodging alternatives: hotel, bed & breakfast, youth/senior hostels, summer lodging at the College
- Increase tourism by boaters through marketing and new facilities

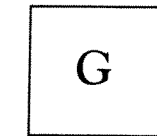


# City of Salem Action Plan 1996

## Economic and Institutional Development

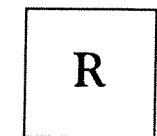
### Legend

#### Publicly Owned Redevelopment Sites



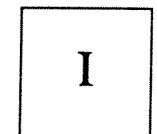
Old Police Station  
East Branch Library  
Sheridan School  
Old County Jail  
Winter Island Buildings

#### Privately Owned Redevelopment Sites



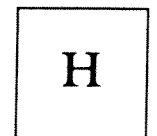
Parker Brothers  
Osram Sylvania  
GTE Sylvania  
Flynnntan  
Seaboard Chemical

#### Major Institutions



County Court Complex  
Peabody Essex Museum  
North Shore Medical Center  
Salem State College

#### Major Historical and Tourist Sites



Salem 1692  
Salem Maritime National Historic Site  
Derby Street Area  
Salem Common Area

#### Focus Areas



New England Power Company  
Highland Avenue Business Corridor  
Swampscott Road Business Industrial Park  
Downtown

## Potential Financial Resources for Economic Development

- Salem Redevelopment Authority Small Business Loan Program
- Tax Increment Financing (TIF)
- Massachusetts Development Finance Agency
- Small Business Administration
- Business Improvement District (BID)
- Micro-Enterprise Loan Pool
- Entrance corridor Overlay District Loan Program
- Bridge Street Loan Program

## Neighborhoods and Housing

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Salem residents live in identifiable, diverse, and strong neighborhoods. People experience planning decisions and priorities most directly and intimately in their neighborhoods, where decisions about housing, traffic, beautification projects, and municipal services affect their daily lives. Even Salem's strongest neighborhoods need vigilant policies to keep them stable. In addition, there are several Salem neighborhoods that merit focused attention because they are subject to special conditions.

**Housing Characteristics and Affordability.** Salem has an older, mixed housing stock and little land suitable for new residential construction. As befits a historic City, more than half of the housing units were built before 1940. While only 25 percent of housing units are single family homes, another 32 percent of the units are in two- or three-family homes. The presence of so many multifamily dwellings means that a slight majority of Salem residents are not homeowners and, given the present housing stock, no more than 52 percent of units are ever going to be owner-occupied.

During the tight regional housing market prevalent in the 1980s, Salem's most important housing issues were the effect of condo conversions and student housing on the availability and cost of rental housing, the availability of elderly housing, and poor maintenance of rental units by absentee owners. Rising prices threatened to make Salem too expensive for younger residents and the elderly.

Salem housing, however, remains more affordable than housing in most neighboring communities. The regional recession in the early 1990s resulted in declining sale prices, especially for multi-family dwellings and condominiums. Rents also dropped somewhat as demand eased on the rental market, though renters still tend to pay a greater proportion of their income for housing than owner-occupants. The creation of new elderly housing reduced waiting list time to six months, indicating that supply has nearly caught up with demand. The wait for family public housing has also been cut in half to about two years. Although the waiting lists for tenant-based rental housing (Section 8 vouchers) remain large, many of the people on the lists currently are residents of other municipalities and have applications on several lists, making the waiting list numbers an unreliable barometer of the need for rental assistance solely among Salem residents. Approximately 12 percent of Salem housing units are now subsidized in one form or another.

Housing markets are cyclical, and housing price stabilization and even increases are already underway in Salem. Under these circumstances it seems prudent to retain the current percentage of subsidized housing. However, Committee members felt that Salem already provides its share of subsidized housing to meet regional needs and preferred that the City focus new subsidies on affordable home ownership programs.

**Neighborhood Improvements and Programs.** The Neighborhood Improvement Plan, initiated in mid-1994, has focused on improvement of neighborhood amenities, elimination of problem properties, and collaboration with neighborhood residents. This program has already improved performance and accountability, as well as citizen participation.

The Salem neighborhoods which need special attention are the Point, the Bridge Street Neighborhood, the Boston Street Corridor, South Salem (especially between Lafayette and Canal Streets), and Mason Street east of Ledge Hill Park. It is also important to remember that Downtown is also a neighborhood, and its residents help keep the city center alive.

- Historically Salem's densest industrial and low-income neighborhood, the *Point* needs a continuing program of stabilization. According to the 1990 census, the Point had the City's highest proportion of low-income and minority residents and the smallest proportion of owner-occupants. Property values were hit particularly hard during the recent recession.
- The *Bridge Street Neighborhood* will see very significant transportation improvements with the construction of the North River Parkway/Bypass Road along the North River and the reconstruction and enhancement of existing Bridge Street as a neighborhood main street. Substantial portions of this neighborhood are predominantly low- and moderate-income.
- *Boston Street* will also be redesigned and improved in the near future. The designation of this route as the primary entrance corridor from Route 128 requires care in effectively integrating the improvements with the residential character of much of the street and the neighborhood.
- The *South Salem neighborhood between Lafayette and Canal Streets* needs stabilizing policies because it is subject to the impact of student rentals and traffic problems.
- The *Mason Street neighborhood east of Mack Park* will also be affected by road projects and requires stabilizing policies.
- *Downtown* housing includes single family and 2-family dwellings as well as apartments and condominiums. Downtown improvement programs must be compatible with and encourage a stimulating mix of residential and commercial land uses in downtown because residents are the core of the downtown market.

Concerns and Opportunities

Concerns raised by the Master Plan Committee about housing and neighborhood preservation and revitalization are interrelated. Committee members saw Salem’s sense of community, culturally diverse population, neighborhood associations, and housing stock as strengths. However, they were concerned about street maintenance, possible neighborhood decline and destabilization as a result of the crash of the housing market earlier in the decade, abandoned houses, poor maintenance of rental units by absentee owners, and the amount of subsidized housing as compared to neighboring jurisdictions. Neighborhoods are well-defined, but they are not well-linked, making it difficult for children and youth to get around the City.

Survey respondents ranked “neighborhood revitalization” third, after economic development and public education, when asked to identify the two most important issues facing Salem over the next ten years. Nearly 60 percent believed that the City needs additional housing, particularly elderly housing, low income housing, nursing homes, and single family housing -- in that order. Although 32 percent indicated a need for more affordable housing, 39 percent thought there is “just enough” and the remainder believe there is too much. Some of these responses may reflect a lag in perceptions from the reality of the eighties (a very tight housing market) to the reality of the nineties, as well as the overrepresentation of residents over age 50 in the respondent group.

The opportunities created by the current state of the housing market and the federally-funded road improvement projects are to use housing policy, targeted code enforcement programs, and infrastructure improvements to promote overall neighborhood preservation and targeted stabilization programs.

Goals and Strategies

Neighborhood revitalization and housing improvements are closely linked. High levels of owner-occupied dwellings have proven benefits for neighborhood quality of life. Continuing programs of rehabilitation, maintenance, code enforcement, and deleading are also essential to stable neighborhoods, as are strong neighborhood organizations and effective communication between city government and neighborhood residents. Last, but certainly not least, public beautification programs not only enhance neighborhood quality of life, but encourage private owners to keep up their property to a similar standard.

Goals	Strategies	Department
Housing		
50% owner-occupancy of housing units overall in 10 years	•Expand owner-occupancy of housing units overall by 2.5% (approximately 400 units)	Planning

Goals	Strategies	Department
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- Expand homebuyer market through first time buyer counseling
- Aggressively market first time homebuyer soft second loan program
- Seek expanded participation of private sector in first time buyer programs
- Support nonprofit production of affordable ownership housing
- Especially target neighborhoods with low percentages of owner occupants: the Point, the Bridge St. neighborhood, part of South Salem

80% owner-occupancy of 2- and 3-family buildings over 10 years

- Target 2- and 3-family buildings for a 5% increase in owner-occupancy (approximately 125 units out of 400 units overall)
- Continue Multi-Family Bonus incentive in soft second program
- Keep annual statistics on investor-owner percentages in 2/3 family buildings

Planning

Preserve, maintain, and adapt older housing stock

- Aggressively market City housing rehabilitation assistance for low/mod income owners and investors with low/mod income tenants
- Expand painting assistance program

Planning

- Investigate designation of Neighborhood Conservation Districts to protect historic housing outside of official Historic Districts

Inspect multi-family buildings every five years

- Organize coordinated code enforcement program on the model of the annual rooming house inspection program

Building, Fire, Health

Goals	Strategies	Department
Preserve current level of subsidized housing and evaluate any proposed increases in light of regional distribution of subsidized housing	•Continue affordable rental restrictions for City housing improvement loans	Mayor, Planning, Housing Authority
Neighborhoods		
Protect residential streets from commuter traffic	•Traffic calming design such as wider sidewalks, neckdowns, etc. •Promote multi-modal transport: bike trails, improved bus and train service	Planning, Police
Improve appearance of entrance corridors, neighborhood commercial streets	•Complete road improvement and enhancement projects for Boston Street, Bridge Street, By-Pass parkway and boulevard •Seek funding for improvement of commercial streets such as Jefferson Ave., Congress Street	Planning
Eliminate problem properties	•Institutionalize and continue Neighborhood Improvement Plan activities	Mayor's Office, Planning
Expand beautification programs	•Institutionalize City Beautification Committee •Adopt-a-Park/Plot programs	Planning
The Point		
25% owner-occupancy in 10 years	•Target affordable home-ownership programs •Target problem properties for Buy/Rehab/Sell projects to encourage investment	Planning
Improve appearance of public property	•Continue upgrading of streets, public properties, parks, lighting •Seek aesthetic improvements to power station land; investigate acquiring this parcel	Planning

Goals	Strategies	Department
Improve appearance of private property	<ul style="list-style-type: none"> <li>•Code enforcement</li> <li>•Market rehab loan programs</li> <li>•Support and assist responsible landlords</li> <li>•Tenant education program</li> </ul>	Planning, Building, Health, Fire
Improve community image and pride	<ul style="list-style-type: none"> <li>•Community celebrations and ethnic fairs</li> <li>•Produce and/or craft market</li> </ul>	Planning
Bridge Street Neighborhood		
Revitalize neighborhood in conjunction with road improvements	<ul style="list-style-type: none"> <li>•Promote neighborhood and business organization</li> <li>•Implement recommendations of neighborhood planning process</li> <li>•Housing inventory and targeted ownership and rehab programs</li> <li>•Facade improvement loans for businesses</li> <li>•Improve open spaces and connections to the water</li> </ul>	Planning
Boston Street Corridor		
Revitalize corridor in conjunction with road improvements	<ul style="list-style-type: none"> <li>•Target housing ownership and rehab programs and code enforcement</li> </ul>	Planning
Playground in Beaver/Silver Street area	<ul style="list-style-type: none"> <li>•Seek site and funding for playground</li> </ul>	Planning
South Salem between Lafayette and Canal Streets		
Increase owner-occupancy	<ul style="list-style-type: none"> <li>•Target affordable ownership and rehabilitation programs</li> </ul>	Planning
Resolve parking and traffic concerns	<ul style="list-style-type: none"> <li>•Resident parking on side streets</li> <li>•Explore new parking options for students</li> </ul>	Traffic, Planning
Vest pocket park/playground in central Cabot Street area	<ul style="list-style-type: none"> <li>•Seek site and funding for neighborhood park</li> </ul>	Planning

Goals	Strategies	Department
Improve appearance of Canal Street	•Plant more trees and other vegetation along street and on fence	Planning
Mason Street Area		
Preserve housing stock	•Target rehabilitation programs	Planning
Insure residential compatibility with by-pass road project	•Include residents in design process	Planning
Downtown		
Preserve and enhance residential attractiveness of downtown	•Encourage neighborhood-based businesses such as specialty foods and housewares •Insure residential compatibility with new downtown development	Planning





### City-Wide Neighborhood Improvement Plan

- Task Force - focus on eliminating problem properties
- Advisory Committee - focus on neighborhood association recommendations
- Constituent Services - focus physical improvements and maintenance such as sidewalks, street paving and tree planting

## Neighborhoods

### Legend


#### Existing Historic Districts

..... Preserve Historic Districts

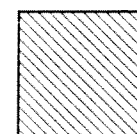
#### Potential Expansion of Historic Districts

———— Expand districts if residents agree

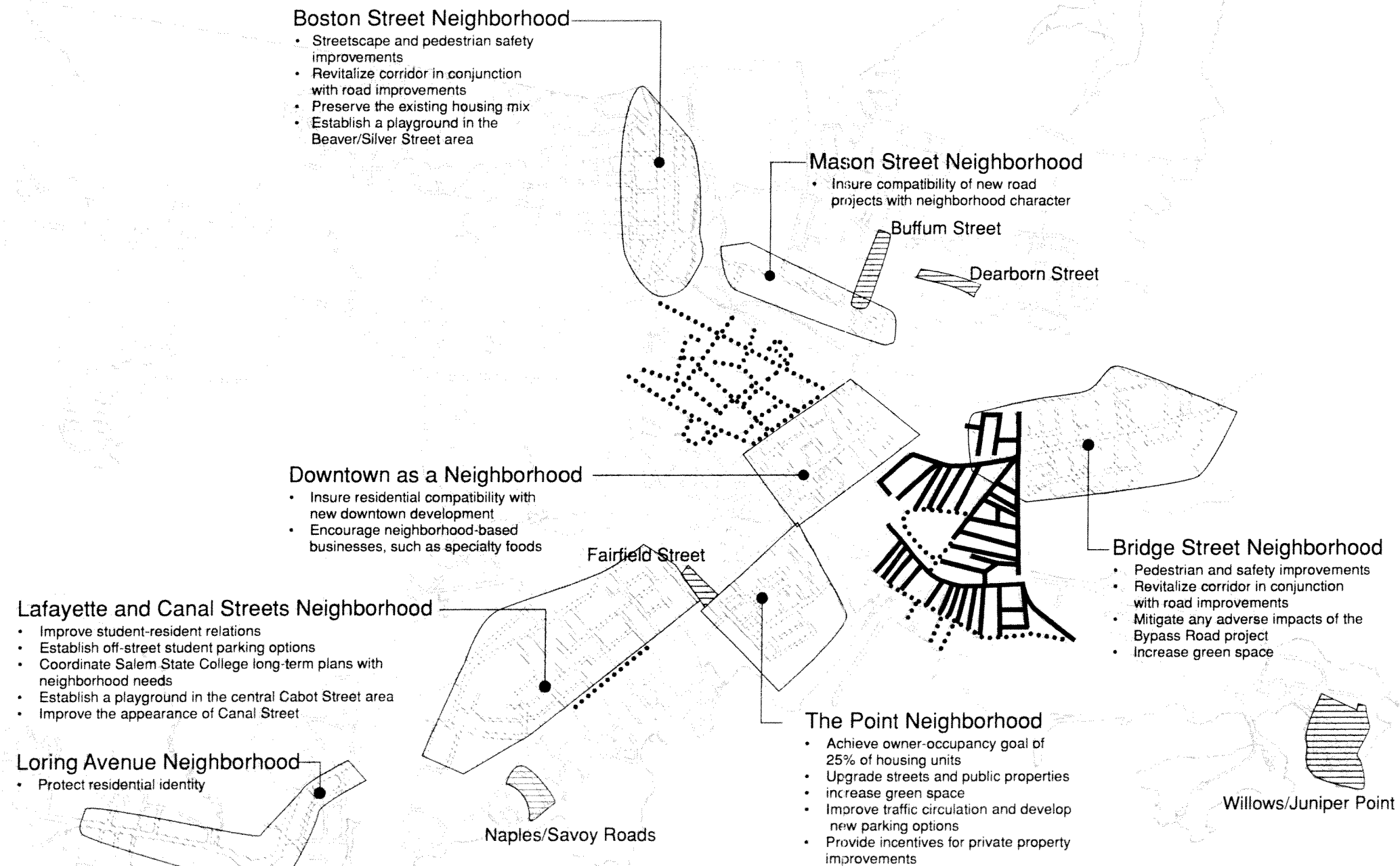
#### Potential Neighborhood Conservation Districts

 Consider creation of selected Neighborhood Conservation Districts to focus attention on historic properties with more limited review of changes than in Historic Districts

#### Focus Neighborhoods

 These neighborhoods merit special attention because they are subject to special conditions. Policies for all Focus Neighborhoods include:

- Continue homeownership and housing rehab programs
- Support programs to improve neighborhood image and pride
- Provide incentives for private property improvements



## Recreation, Open Space and the Environment

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Salem is fortunate to have an extensive park system and large tracts of conservation land. Most of Salem's densely populated neighborhoods are served by small neighborhood playgrounds. Larger parks, including Ledge Hill, Gallows Hill, McGrath, Forest River Park, and the Salem Willows, tend to be located on the outskirts of the most populated neighborhoods. These parks provide recreational opportunities which draw people from all parts of the City. In recent years a major commitment of resources has resulted in improvements to these parks and playgrounds.

Salem also has parks of regional and national importance. Derby Wharf and the Salem Maritime National Historic Site, as well as the Salem Common, surrounded by stately federal mansions, offer residents and visitors windows into Salem's rich maritime heritage. Salem Willows, a popular seaside destination in the early twentieth century, and Winter Island, location of a colonial fort and former Coast Guard Base, are large oceanfront parks.

In addition to its parks and recreational facilities Salem is endowed with substantial expanses of relatively pristine open spaces: Forest River Conservation Area and Salem Woods in Highland Park. These areas represent the last vestiges of saltwater estuary and upland forest left in the City. The Forest River Conservation Area, while valuable from an environmental standpoint, is underutilized due to poor maintenance of trails. Salem Woods is heavily used; however, it is also in need of trail maintenance.

According to 1985 figures from the state's Executive Office of Environmental Affairs (EOEA) Salem has 382 acres or 7.3% Urban Open Land and 345 acres or 6.6% Recreational Land. Parks and open spaces therefore constitute roughly 14% of Salem's total land area.

Salem is plagued by environmental problems common among older urbanized areas. Remnants of Salem's tanning industries include high levels of heavy metals in the sediments of Salem Sound and the North River. Combined sewer outflows, and the lack of secondary treatment have contributed to high levels of fecal coliform, which has resulted in the closure of clam beds. This problem is currently being corrected by separation of the sewer systems and construction of a secondary treatment plant. Contaminated sediments are also being buried by natural siltation in Salem Harbor. Inland wetlands however, are under increased

pressure from development as previously undeveloped lands are few. Salem currently lacks a statutory requirement for protection of buffer zones and requirements for soil erosion control measures for construction sites.

A separate Open Space and Recreation Plan Update Committee was convened in 1995 and issued its report in 1996. This plan includes an overview of environmental conditions and recreational resources in Salem, a detailed inventory of lands of recreational or environmental interest, and a five-year action plan, which develops in more detail the goals articulated in this Master Plan.

### Concerns and Opportunities

Due to its rich heritage and coastal location Salem has many extraordinary parks and open spaces. Moreover, opportunities exist to expand and improve this system. They include improving maintenance, developing specific recreational facilities, and protecting or developing specific areas of historical or environmental importance.

Twenty percent of survey respondents listed the environment among the two most important issues facing Salem over the next ten years, after economic development, public education, and neighborhood revitalization. Forty-eight percent of the respondents indicated that protecting natural resources, including the acquisition of wetlands and environmentally sensitive areas, was very important to them and another 19 percent deemed it was important.

In answering the question “what are the two most important land use and development issues facing Salem in the next decade?” respondents listed “need for open space” and “need for recreational space” as the fourth and fifth highest issues, preceded by vacant industrial properties, management of growth, and development of the waterfront. The reality behind these responses may be that the existing conservation lands are not publicized or maintained to promote use, that there is actually a deficit of specific recreational facilities, and that in general people perceive open space and recreational space as beneficial to the community.

Because the City has made major investments in neighborhood playground and park renovation in the 1990s, it now has the opportunity to concentrate resources on responding to unmet recreational needs. The recreational and environmental elements of the waterfront development plan will be a particular focus of activity.

### Goals and Strategies

The recreational and environmental goals emphasize the continuation and expansion of current activities, special attention to maintenance issues, improved public awareness of resources, and concentration on the recreational possibilities and environmental health of water resources.

Goals	Strategies	Department
Recreation		
Develop recreational facilities to meet specific City needs	<ul style="list-style-type: none"> <li>•Acquire and construct bicycle trails as funds and land become available</li> <li>•Find a location and construct an ice skating facility</li> <li>•Find a location and construct a new soccer field</li> <li>•Pursue feasibility of Salem/Peabody golf course at Spring Pond</li> <li>•Improve hiking trails at the Forest River Conservation Area and Highland Park</li> <li>•If a site becomes available, purchase and develop a playground between Lafayette and Canal Streets</li> <li>•Construct a recreational park at the South River</li> </ul>	Planning
Improve maintenance of parks	<ul style="list-style-type: none"> <li>•Continue the annual "park plan" for maintenance improvements</li> <li>•Encourage neighborhoods to form "Friends of the Park" groups that could assist the City in routine maintenance</li> <li>•Improve maintenance of the Common and Willows Parks</li> </ul>	Planning and Parks and Recreation
Continue and expand recreational programming	<ul style="list-style-type: none"> <li>•Establish a sailing program</li> <li>•Expand programming for water related activities: swimming, water safety, and environmental awareness</li> </ul>	Parks and Recreation
Continue to implement specific improvements to parks and neighborhood playgrounds	<ul style="list-style-type: none"> <li>•Update equipment and surfacing to comply with current safety standards</li> <li>•Improve handicap accessibility in accordance with the ADA</li> </ul>	Planning
Target Winter Island for major improvements	<ul style="list-style-type: none"> <li>•Secure funds to increase float space at pier</li> <li>•Secure funds to reconstruct boat ramp</li> <li>•Restore and develop interpretive signage for historic resources on Winter Island</li> </ul>	Planning

Goals	Strategies	Department
	<ul style="list-style-type: none"> <li>•Undertake a study for a commercial use for the barracks building</li> </ul>	
Improve publicity to promote underutilized parks and conservation areas	<ul style="list-style-type: none"> <li>•Develop brochures and guides for existing trails at the Forest River Conservation area</li> <li>•Promote use of picnic areas at McCabe Park</li> </ul>	Planning
Open Space and Environmental Protection		
Protect inland water resources	<ul style="list-style-type: none"> <li>•Acquire and protect Thompson's Meadow</li> <li>•Acquire Leggs Hill property on the Salem Marblehead boundary</li> <li>•Implement requirements for soil erosion control at construction sites</li> <li>•Adopt an ordinance to protect a portion of wetland buffer zones</li> </ul>	Planning City Council
Protect and improve areas of historical significance	<ul style="list-style-type: none"> <li>•Develop trails at Fort Lee</li> <li>•Expand Salem 1630 Pioneer Village</li> </ul>	Planning, House of Seven Gables
Protect and improve areas of scenic importance	<ul style="list-style-type: none"> <li>•Acquire the Leggs Hill property, develop trails on the site</li> <li>•Acquire and protect the Lead Mills property</li> <li>•Improve waterfront areas through the construction of bicycle trails, along Collins Cove, the North River, and Salem Harbor in the Lead Mills area</li> <li>•Relocate junk yard on the North River and expand Furlong Park into the site</li> </ul>	Planning

## Community Facilities and Services

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Recent investments in new or improved facilities for community services have brought Salem a new fire house, a new police station, an expanded main library, and extensive renovations and improvements to school buildings. However, there are several vacant city-owned buildings, such as the old police station, the east library, the old county jail, and buildings on Winter Island, which need new uses.

As an older urban center, Salem always faces infrastructure maintenance and improvement programs: improvement of water and sewer systems, road and sidewalk maintenance, as well as solid waste management:

- The City's water, sewer, and drainage system is undergoing extensive repair, replacement, and rehabilitation. Many components are well over 100 years old, may fail at any time, and do not meet modern economic and environmental requirements. As part of this improvement program, for example, numerous fire hydrants and all water meters have recently been replaced, and combined sewer outflows are being eliminated.

- Funding for existing road and sidewalk reconstruction is always limited, but the City has recently made this a priority. Unfortunately, there are no funds for installing sidewalks where there are none at present.

- Solid waste management now includes a regular curbside recycling program and an annual hazardous waste collection day.

Human services managed by the City include the Council on Aging, the Veterans' Agent, and the Health Department:

- The Council on Aging serves approximately 8,000 residents 60 years old or older with a shuttle system and other transportation services, lunches at the Senior Center and Meals-On-Wheels, Social Day Care (for a fee), a Wellness Clinic, educational and recreational programs, and social services assistance with housing, insurance, referrals, and so on.

•The Veterans' Agent provides benefits to veterans and their families in cases of disability, unemployment, or illness; serves as an advocate for veterans and their dependents in dealings with the federal Veterans' Administration, providing transportation if needed to VA hospitals, and coordinates and assists all veterans' and patriotic community organizations. The Veterans' Agent has weekly or monthly contact with approximately 700 veterans' cases, predominately Vietnam and Korean War veterans. The agent also gives assistance to transient and homeless vets.

•The Health Department, in addition to its inspectional responsibilities, distributes all state-provided vaccinations, offers blood pressure and diabetes screening clinics, provides school nurse services on request to private schools, and provides dental screening to both public and private schools. The department also collaborates with other communities on educational efforts such as the Tobacco Control Initiative to reduce disease and death linked to tobacco use.

There is no City-sponsored Youth Commission or activity center for youth. Private organizations such as the Boys and Girls Club and the YMCA fill this need to the degree possible.

#### Concerns and Opportunities

The Committee agreed that the general level of community services in Salem is good and noted the new facilities (fire, police, library) and senior citizen programs as particular assets. Members' greatest concerns focused on finding uses for vacant city-owned buildings, and inadequate street maintenance and resurfacing.

Survey respondents ranked the public school system, which is not included in the scope of this master plan update, as the second most important issue facing the City in the next decade, and ranked human services last among the two most important land use issues. When asked to rank facilities and services from excellent to poor they responded in the following manner:

- Excellent/Good: Fire Protection, Police, Library
- Adequate/Poor: Water, Parks, Street Cleaning, Schools
- Don't Know: Human Services, Youth, Senior Services

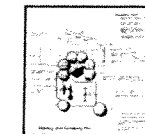
In recent years Salem has gained modern fire protection, police, and library facilities. Although City residents do not appear to view the level of community services as a pressing issue (the public school system excepted), there are opportunities to expand the services which people can see and experience directly -- such as street cleaning and senior citizen services -- and make the essential improvements in engineering infrastructure, which tends to be invisible to most people until the system breaks down.

## Goals and Strategies

Public works goals emphasize physical improvements, expanded recycling, and a higher level of street maintenance. Except for the need to find uses for City-owned vacant buildings (which is also an economic development goal) and completion of the Library expansion plan, most other goals and strategies in this section focus on increased services and public awareness.

Goals	Strategies	Department
<b>Public Works</b>		
Improved efficiency of water and sewer system to guarantee public health and safety	<ul style="list-style-type: none"> <li>•Modernize water, sewer, and storm drainage system</li> <li>•Develop a master plan for water and sewer system</li> </ul>	Public Works
Road and sidewalk repair and installation as needed	<ul style="list-style-type: none"> <li>•Seek more funding for road and sidewalk reconstruction and repair</li> </ul>	Public Works, Planning
Expanded recycling and composting program	<ul style="list-style-type: none"> <li>•Establish on-site recycling and composting center at the Transfer Station</li> <li>•Contract out all Transfer Station operations</li> <li>•Continue public education on recycling, composting, and water conservation</li> <li>•Continue annual household hazardous waste disposal day</li> </ul>	Public Works, Planning
More frequent street sweeping	<ul style="list-style-type: none"> <li>•Purchase new street sweepers</li> </ul>	Public Works
<b>Public Safety</b>		
Improved community policing and officer training	<ul style="list-style-type: none"> <li>•Continue efforts to hire more Hispanic/bilingual officers</li> <li>Provide training on sexual harassment issues; appropriate use of force; domestic violence issues; multi-cultural issues</li> </ul>	Police
Improve Fire Department planning	<ul style="list-style-type: none"> <li>•Fire Department Master Plan</li> <li>•Develop capital budget, management information system, apparatus replacement program</li> </ul>	Fire

Goals	Strategies	Department
City Facilities/Services		
Adaptive reuse of public buildings	<ul style="list-style-type: none"> <li>•Seek funding for rehabilitation projects</li> <li>•Create incentives to attract private developers</li> </ul>	Planning
More library space	<ul style="list-style-type: none"> <li>•Complete Phase III construction to add 3200 sf. of new space on two floors</li> </ul>	Library
Expanded outreach and services to senior citizens	<ul style="list-style-type: none"> <li>•Public information campaign on senior services through local media</li> <li>•More staff to permit home visits and staff assistance for appointments</li> <li>•Medically trained assistance for van trips to and from hospital</li> </ul>	Council on Aging
Expanded veterans's services	<ul style="list-style-type: none"> <li>•Improve transportation services for veterans</li> <li>•Seek funding for free adult day care for vets</li> </ul>	Veterans' Agent
Expanded public health education	<ul style="list-style-type: none"> <li>•Develop campaign through media, personal appearances to local groups, cable TV programming</li> </ul>	Health Department



# City of Salem Action Plan 1996

## Recreation, Open Space and the Environment

### Legend

#### Waterfront Access, Acquisition, and Recreation



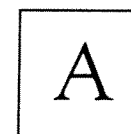
Lead Mills Acquisition  
Winter Island  
Old Bridge Pier  
North River Site  
McCabe Park  
Port Development  
South River  
Forest River Park

#### Bicycle/Pedestrian Trail System: Acquisition and Construction



Proposed Bike Path  
Proposed Bike Lane  
Existing Trail  
Existing/Proposed Walkway

#### Potential Open Space Acquisition

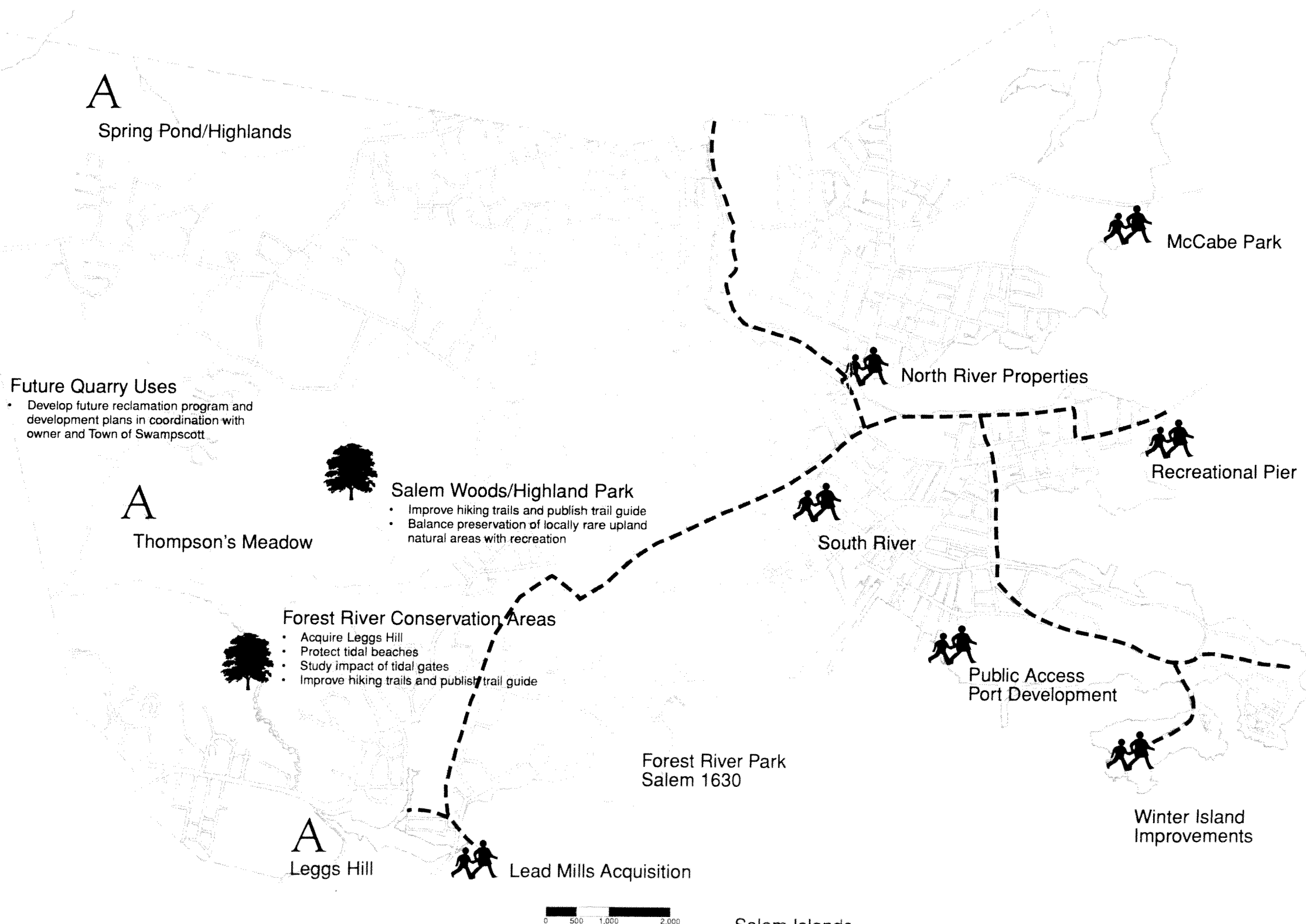


Thompson's Meadow  
Leggs Hill  
Spring Pond/Highlands

#### Trail Improvements and Guide Maps



Salem Woods  
Forest River Conservation Area  
Heritage Trail  
Bicycle/Pedestrian Trails  
Historic Walks



#### Salem Islands

- Transfer city-owned parcels to Conservation Commission
- Determine appropriate public access, if any
- Maintain public ownership of Baker's Island Lighthouse

*Developed By:*  
City of Salem Master Plan Committee  
*Assisted by:*  
City of Salem Planning Department  
and Saratoga Associates

Appendix: Survey Results

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CITY OF SALEM, MA  
Master Plan Survey

Please take a few minutes to complete this survey. Its purpose is informational only. After completion, fold and attach the survey as indicated and mail it back within seven (7) days of receipt. Postage is *not* necessary. Thank you for your participation in this important process.

**PART I: Social/Quality of Life**

**A. Issues Question:**

1. What do you see as the two most important issues facing the city over the next ten (10) years? (Check only two)
- |  |  |   |
|--|--|---|
| <input type="checkbox"/> Environment                 | <input type="checkbox"/> Land Use Management | <input type="checkbox"/> Economic Development |
| <input type="checkbox"/> Neighborhood Revitalization | <input type="checkbox"/> Housing             | <input type="checkbox"/> Human Services       |
| <input type="checkbox"/> Public Education            | <input type="checkbox"/> Transportation      | Other _____                                   |

**B. Community Facilities and Services:**

2. Please rate the following city facilities and services as excellent, good, adequate, poor or do not know. Please indicate "do not know" if you have no basis or experience upon which to judge the facility or service. (Circle the appropriate letter).

	Excellent	Good	Adequate	Poor	Do Not Know
a) School System	E	G	A	P	K
b) Fire and Emergency Service	E	G	A	P	K
c) Police Protection	E	G	A	P	K
d) Road Maintenance	E	G	A	P	K
e) Library	E	G	A	P	K
f) Water	E	G	A	P	K
g) City Parks/Recreation Areas	E	G	A	P	K
h) Activities and Facilities for Youths	E	G	A	P	K
i) Activities and Facilities for Senior Citizens	E	G	A	P	K
j) Human Services	E	G	A	P	K
k) Beautification and City Cleaning Programs	E	G	A	P	K
l) Other (Please specify)	E	G	A	P	K

**C. Transportation:**

3. Please respond to the following questions by writing in a specific street in the space provided.

Which road within the city.....

poses the most serious safety threat?

bears excessive traffic considering its design  
and surrounding setting and neighborhood?

requires the most aesthetic improvement?  
(e.g., more planting, sign control, etc.)

**D. Natural Resources:**

4. a) Please circle the number of the level of importance that the city should give to protection, including acquisition of, wetlands and environmentally sensitive areas.

Very Important					Very Unimportant
1	2	3	4	5	6

E. Housing Diversity:

5. Are additional types of housing needed in Salem? (Check one) ☐ Yes ☐ No

If Yes, please check the two types that you feel that are most needed.

- ☐ Single-family Housing ☐ Apartments and Townhouses ☐ Housing for senior citizens  
☐ Duplexes (Two-family) ☐ Low Income Housing ☐ Nursing Homes  
☐ Other (Please specify.) \_\_\_\_\_

6. How would you rate the amount of affordable housing in Salem? (Circle the appropriate number.)  
Not enough 1 2 3 4 5 6 Too Much

**PART II: General Land Use**

A. Issues Question:

7. What do you believe are the two most important land use and development issues facing Salem over the next decade?  
(Check only two)

- ☐ Management of growth in undeveloped and partially developed areas of the city.  
☐ Need for additional recreation facilities.  
☐ Need for additional permanent open space.  
☐ Development of waterfront facilities.  
☐ Redevelopment of vacant and/or underutilized industrial properties.  
☐ Other (Please specify) \_\_\_\_\_

B. Economic Development:

8. In your estimate, what is the approximate percentage of the city's property tax revenue collected from business properties?  
Please make your best guess. (Check one)

☐ 13% ☐ 33% ☐ 53% ☐ 73% ☐ 93%

9. Please circle your level of agreement to the following statements.

	Strongly Agree				Strongly Disagree
a) The City adequately manages its growth and development activity	1	2	3	4	5
b) The City should create a formal economic development plan	1	2	3	4	5
c) The City should pursue strategies to fill vacant space in its commercial and industrial areas	1	2	3	4	5

- 10a. How often do you typically go to downtown Salem?  
☐ Once a day ☐ Once a week ☐ Once a month ☐ Less than once a month

- b. When you do go, why do you typically go? (Check up to three.)

- ☐ Shopping ☐ City Hall ☐ Day to day services such as laundromats and garages  
☐ Banking ☐ Restaurants ☐ Professional services such as lawyers and doctors  
☐ Visit family or friends ☐ County Offices ☐ Court Business  
☐ Historic sites ☐ Museums ☐ Workplace  
☐ Other (Please specify) \_\_\_\_\_

11. How often do you typically shop at the following retail areas?

a. Highland Avenue

☐ Once a day ☐ Once a week ☐ Once a month ☐ Less than once a month

b. Vinnin Square

☐ Once a day ☐ Once a week ☐ Once a month ☐ Less than once a month

c. Canal Street

☐ Once a day ☐ Once a week ☐ Once a month ☐ Less than once a month

d. Northshore Mall

☐ Once a day ☐ Once a week ☐ Once a month ☐ Less than once a month

PART III: Respondent Profile

A. Background:

12. What is your age? (Check one)  
☐ 18-35 ☐ 36-50 ☐ 51-65 ☐ Over 65
13. Your are: ☐ Male ☐ Female
14. How many people are in your household? \_\_\_\_
15. How long have you lived in Salem? \_\_\_\_ years
16. Your current work status is: (Check one)  
☐ Employed in the City of Salem ☐ Part-time employed ☐ Student  
☐ Employed outside the City of Salem ☐ Currently unemployed ☐ Retired  
☐ Homemaker
17. Do you: (Check one) ☐ Rent your residence ☐ Own your residence ☐ Own a condominium

Please use the space below for any particular comments that you wish to highlight to the Master Plan Committee.

*\*Thank you for your time and insight. Your responses will help us in our efforts.\**

City of Salem  
Master Plan Committee  
P.O. Box 8012  
Salem, MA 01970

Attach Here

FIGURE 1

Question # 1: What do you see as the most important issue facing the city over the next ten years?

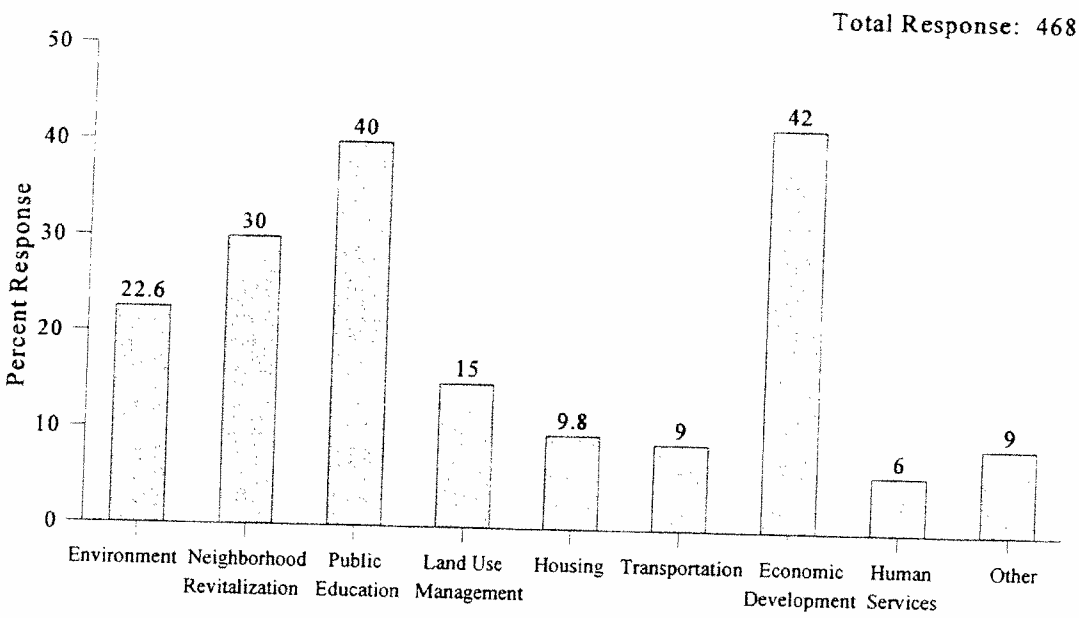


FIGURE 2

Question #2: Rating of city facilities as excellent, good, adequate, poor or do not know.

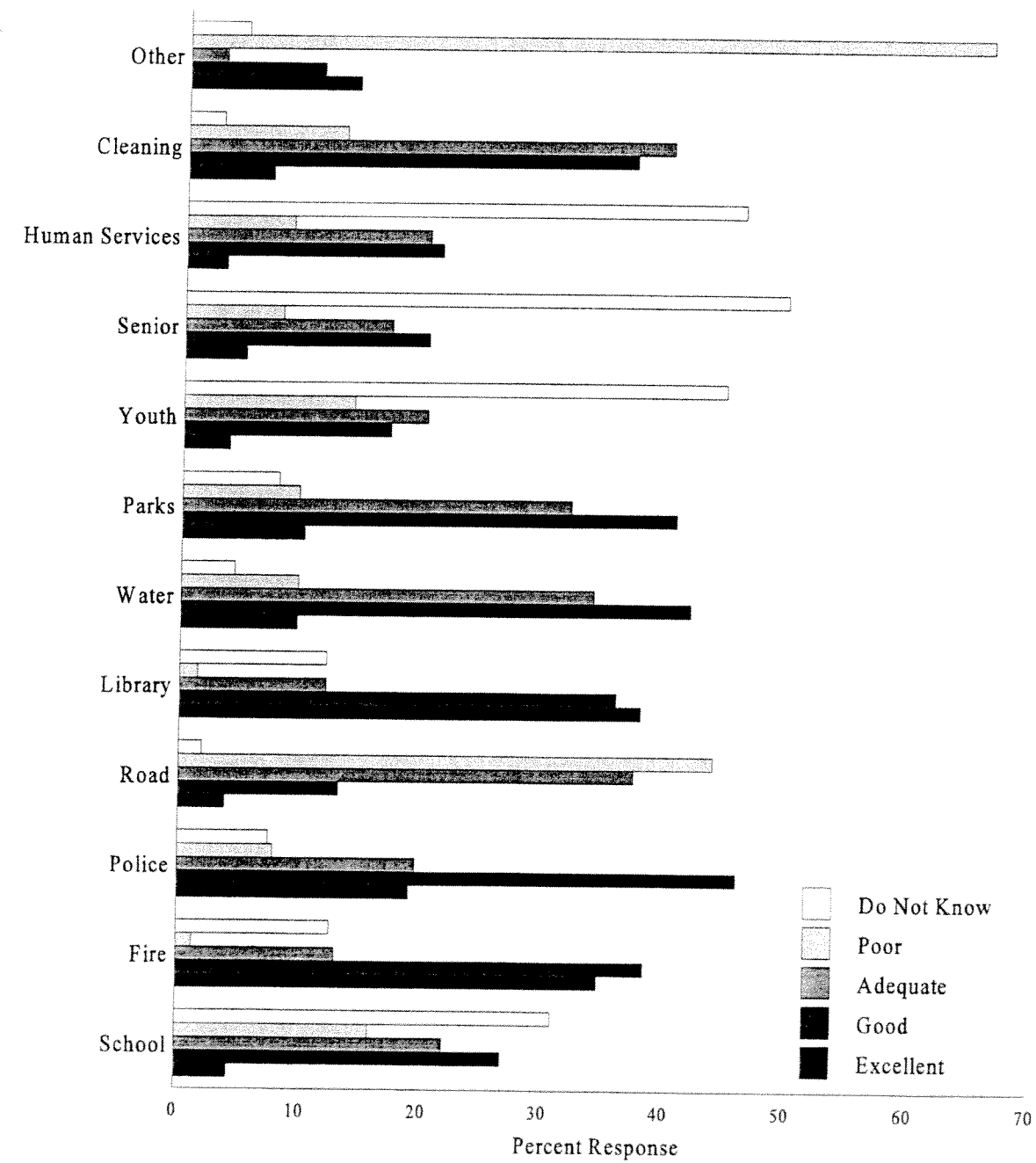


FIGURE 3

Question #3: Identify specific streets with the following characteristics:

Safety Threat:	Riley Plaza Congress Street Loring, Canal & Jefferson
Excessive Traffic:	North, Summer, Essex Boston, Essex
Aesthetic Improvement:	Highland, Swampscott Bridge Street

FIGURE 4

Question #4: Please indicate the level of importance of protecting natural resources in Salem, including acquisition of wetlands and environmentally sensitive areas.

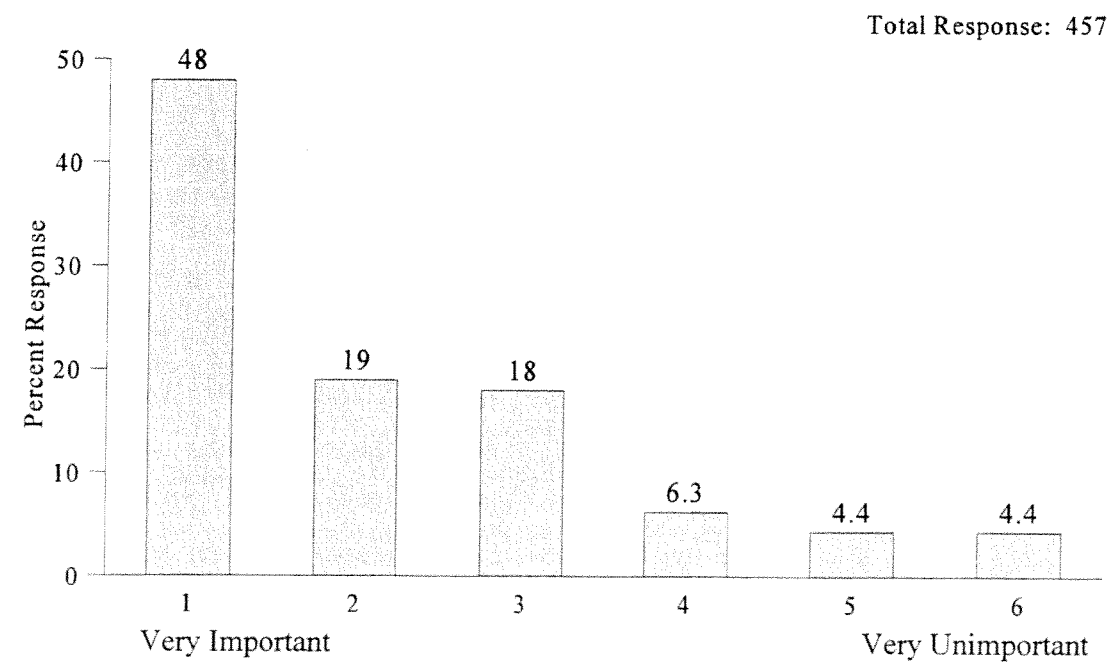


FIGURE 5

Question #5: Are additional types of housing needed in Salem?

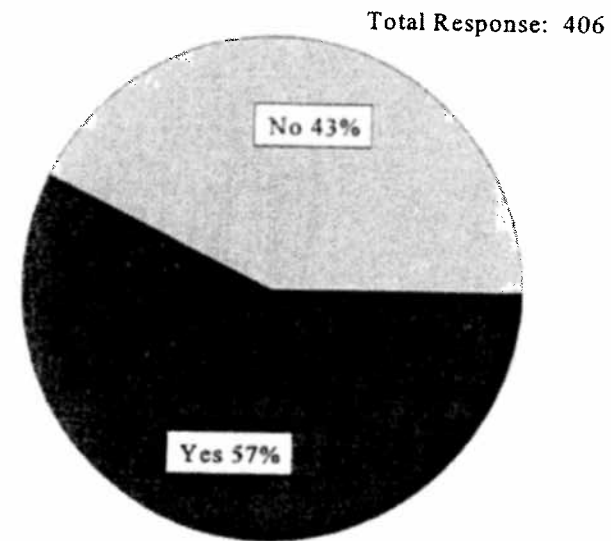


FIGURE 5A

Question 5a: What types of housing are most needed in Salem? (Choose 2)

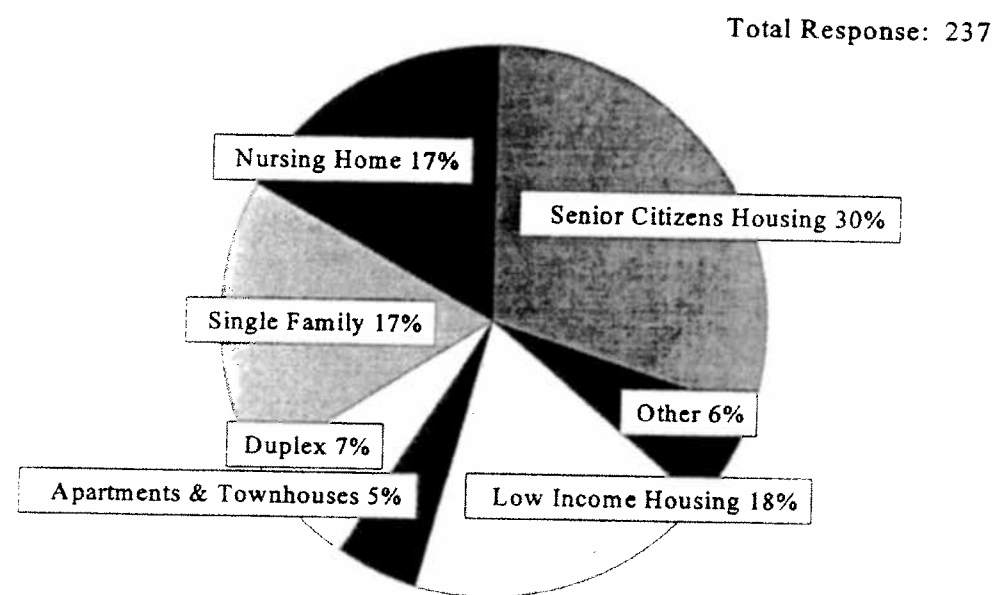


FIGURE 6

Question # 6: Please rate the amount of affordable housing in Salem:

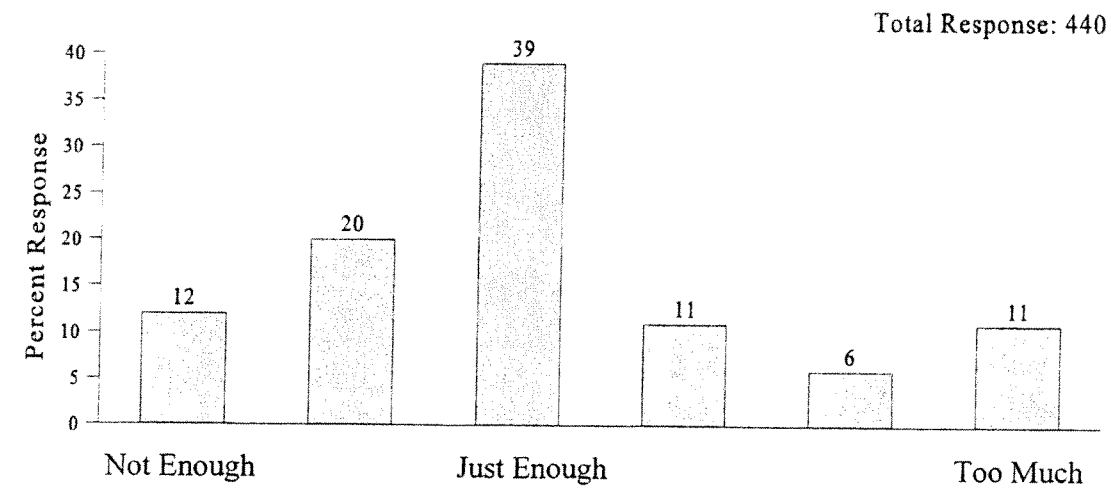


FIGURE 7

Question # 7: What are the two most important land use and development issues facing Salem over the next decade?

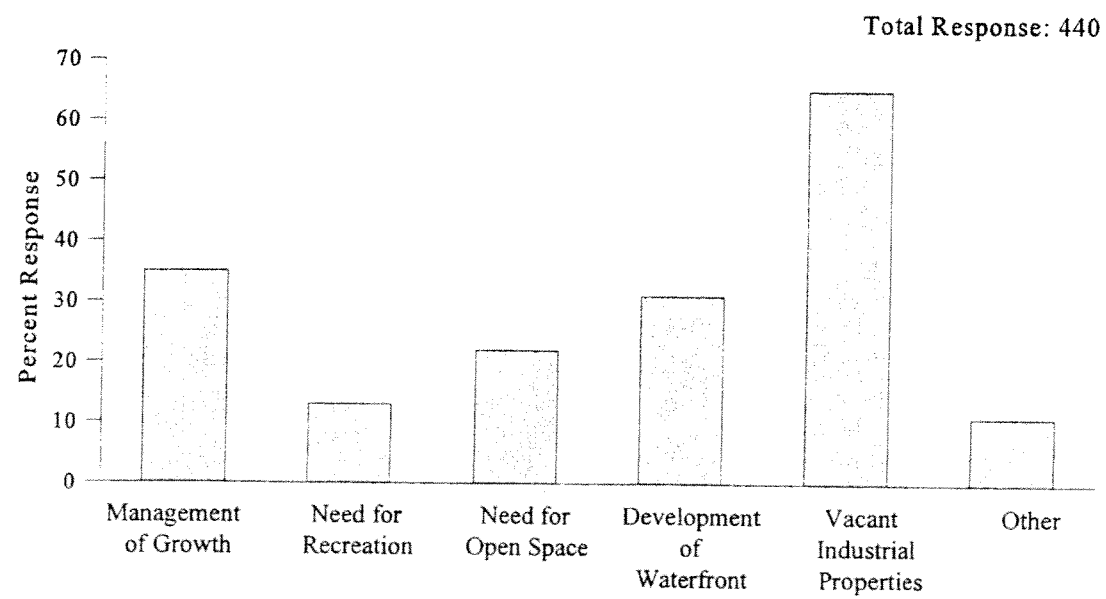


FIGURE 8

Question #8: What is the approximate percentage of the city's property tax revenue collected from business properties?

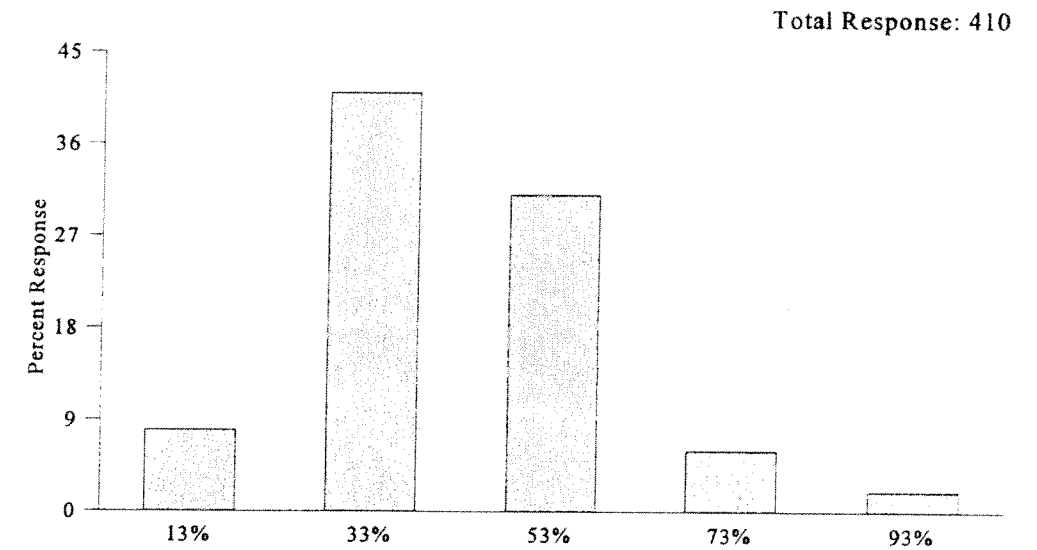


FIGURE 9A

Question 9A: Indicate your level of agreement to the following statement:  
The City adequately manages its growth and development activity.

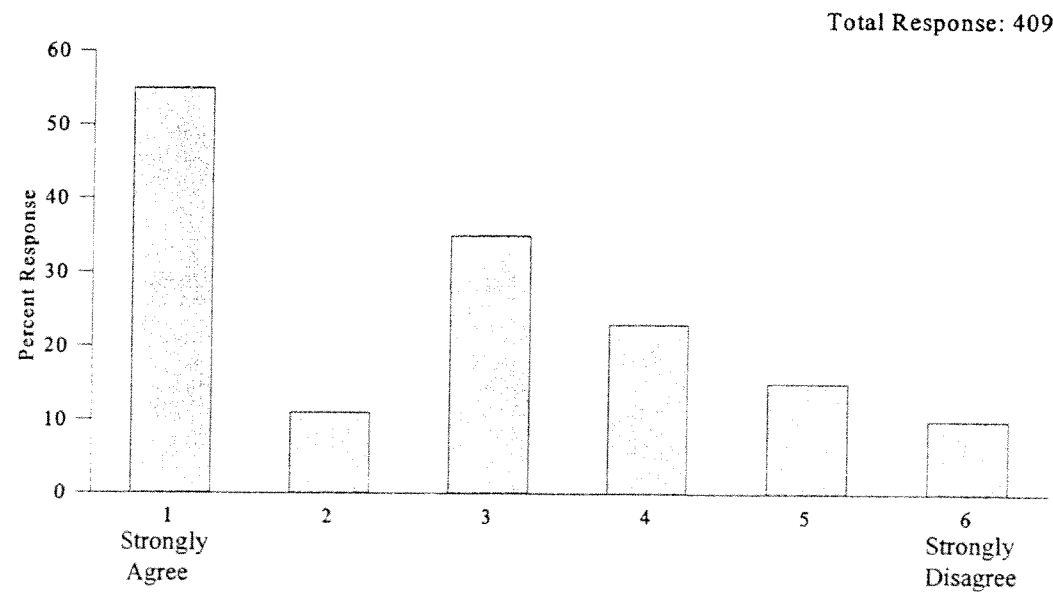


FIGURE 9B

Question 9B: Indicate your level of agreement to the following statement:  
The City should create a formal economic development plan.

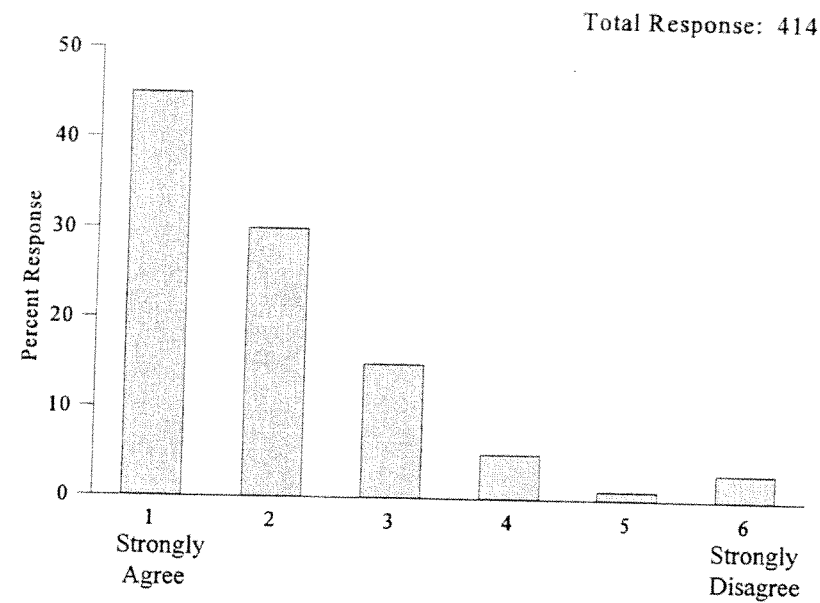


FIGURE 9C

Question 9C: Indicate your level of agreement to the following statement:  
The City should pursue strategies to fill vacant space.

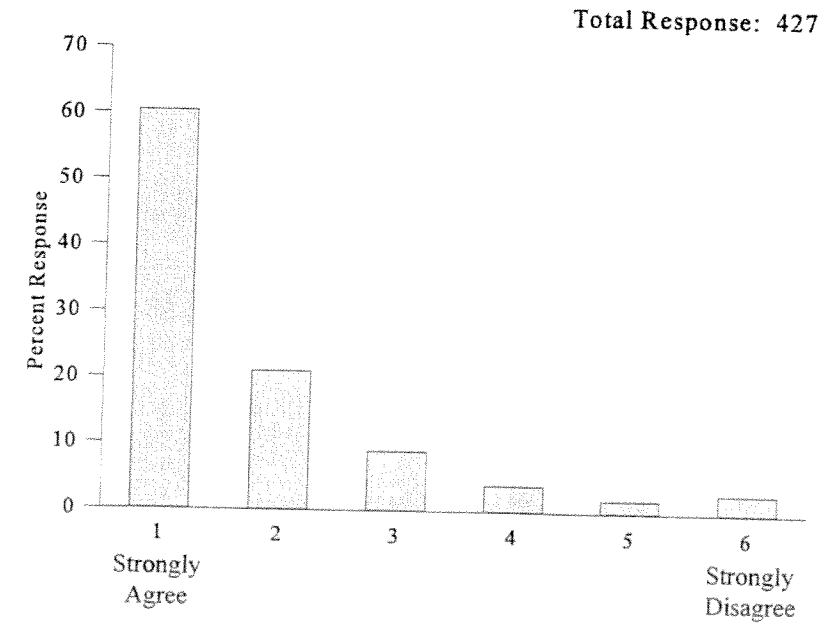


FIGURE 10A

Question #10a: How often do you typically go to downtown Salem?

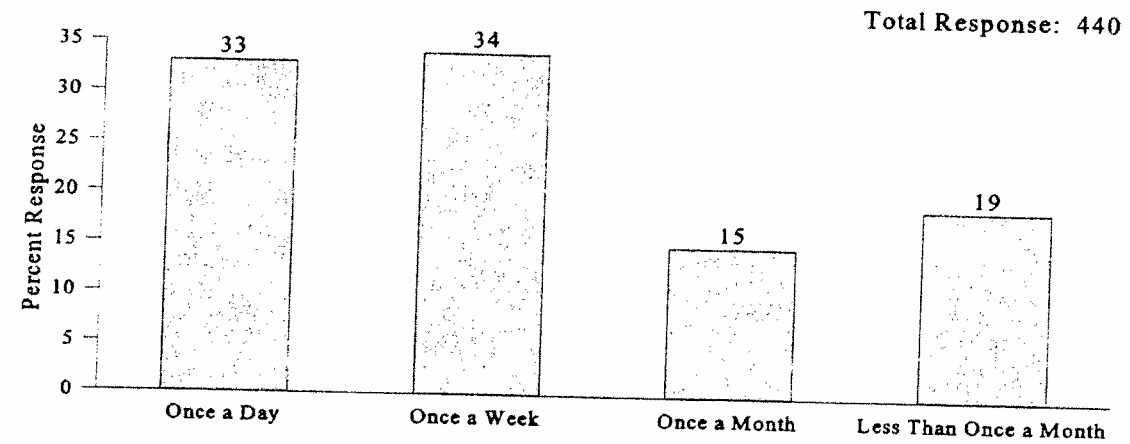


FIGURE 10B

Question #10b: Why do you typically go to downtown Salem?

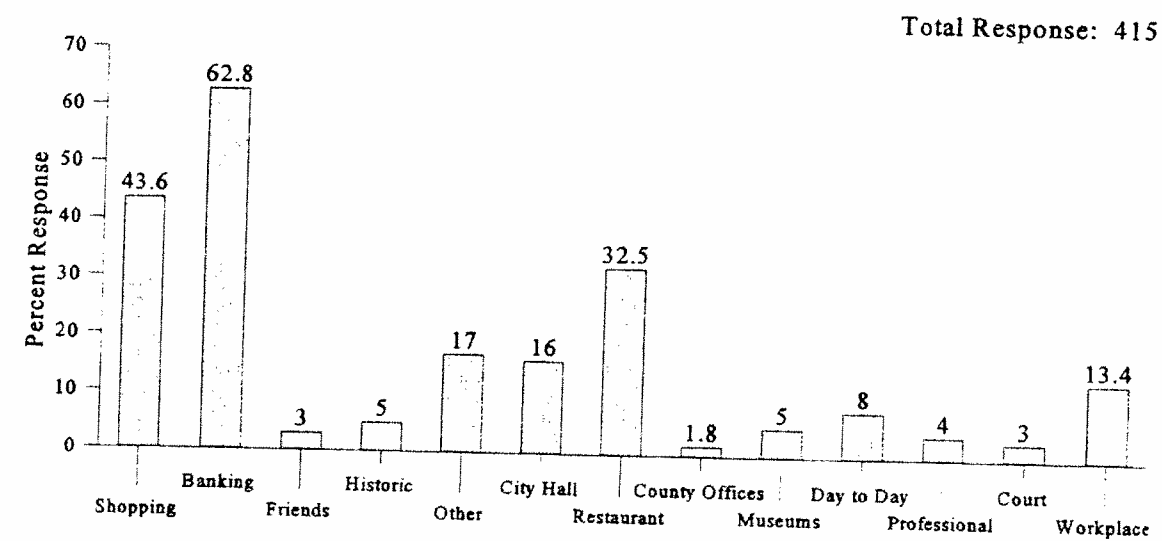


FIGURE 11

Question #11: How often do you typically shop at the following retail areas?

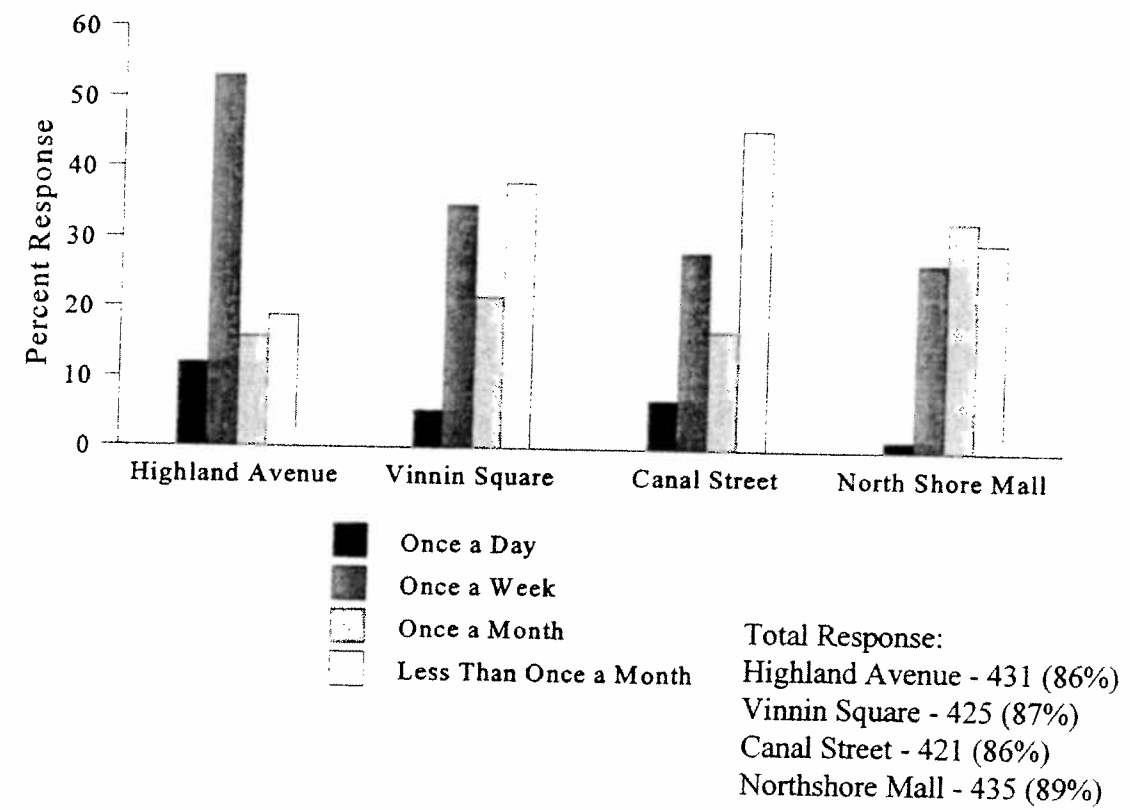


FIGURE 12

Question #12: What is your age?

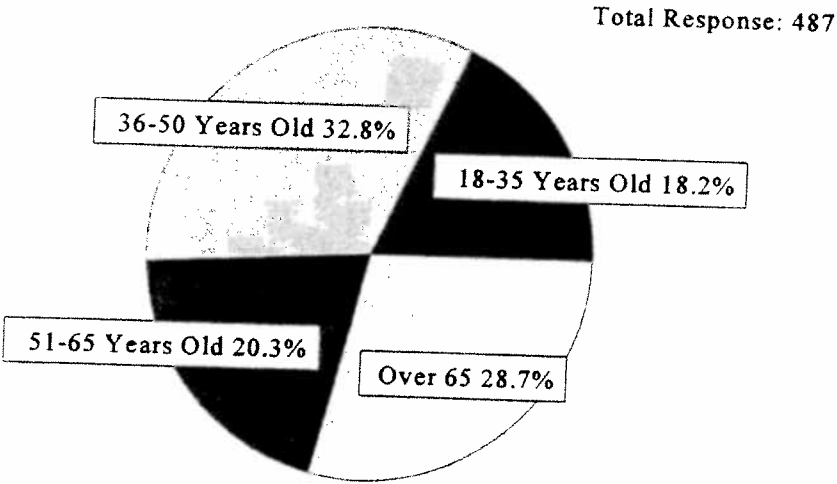


FIGURE 13

Question #13: What is your gender?

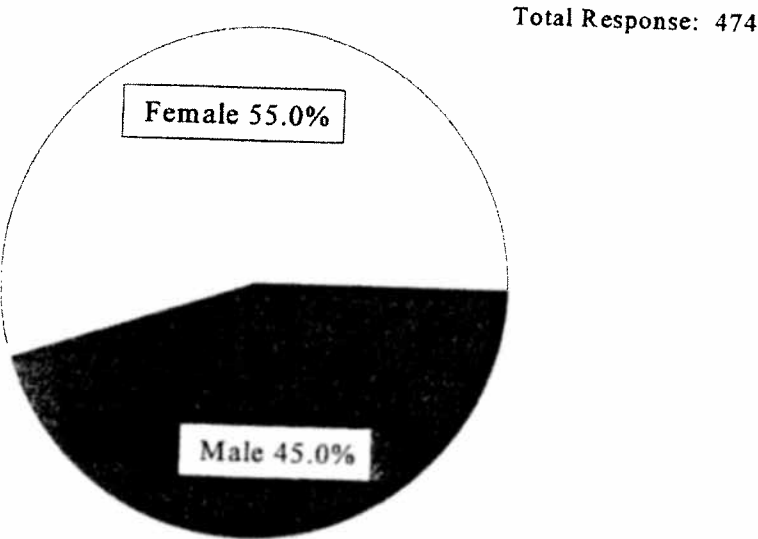


FIGURE 14

Question #14: How many people in your household?

Average - 2.3

FIGURE 15

Question #15: How long have you lived in Salem?

Average - 31.6 years

FIGURE 16

Question #16: Your current work status is:

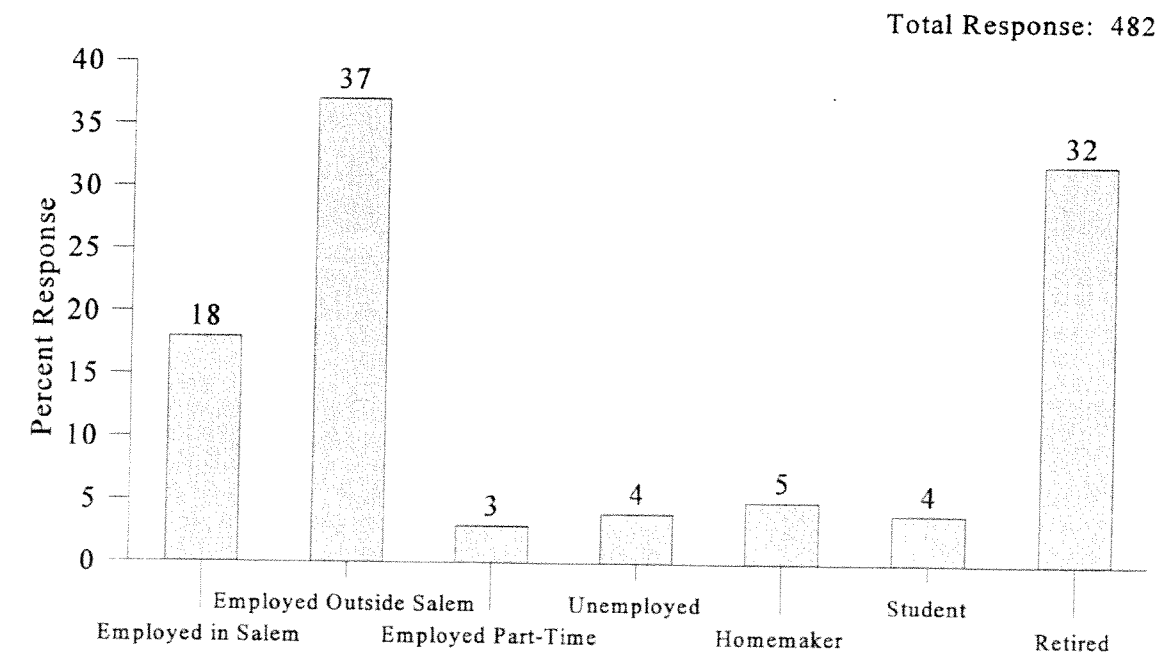


FIGURE 17

Question #17: Do you: Rent your residence, own your residence or own a condominium.

