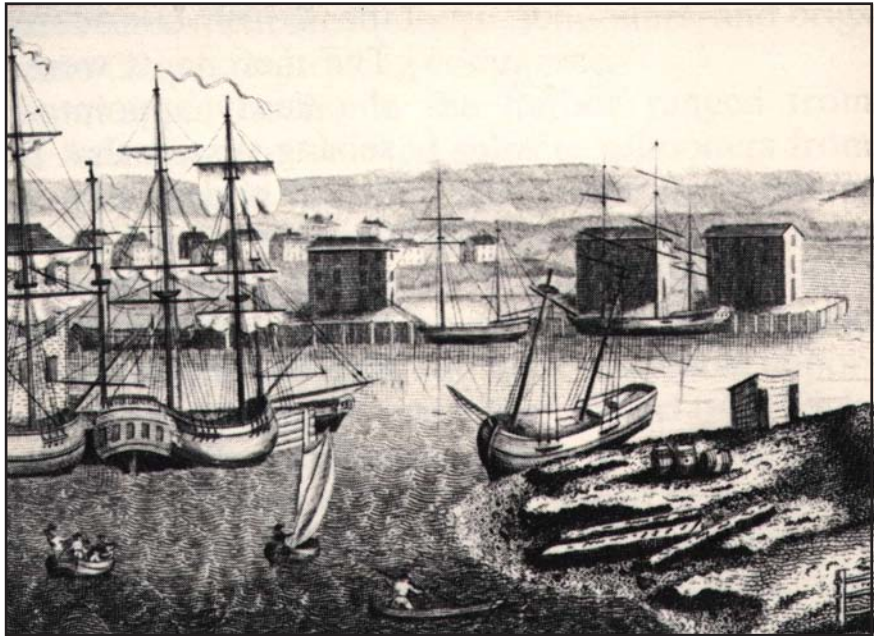


SALEM HARBOR PLAN



The City of Salem, Massachusetts
Mayor Stanley J. Usovicz, Jr.

May 2000

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Cover: Image of Derby Wharf in 1797, from *Salem - Maritime Salem in the Age of Sail*. National Park Service in cooperation with the Peabody Museum. U.S. Department of the Interior, Washington, D.C. 1987.

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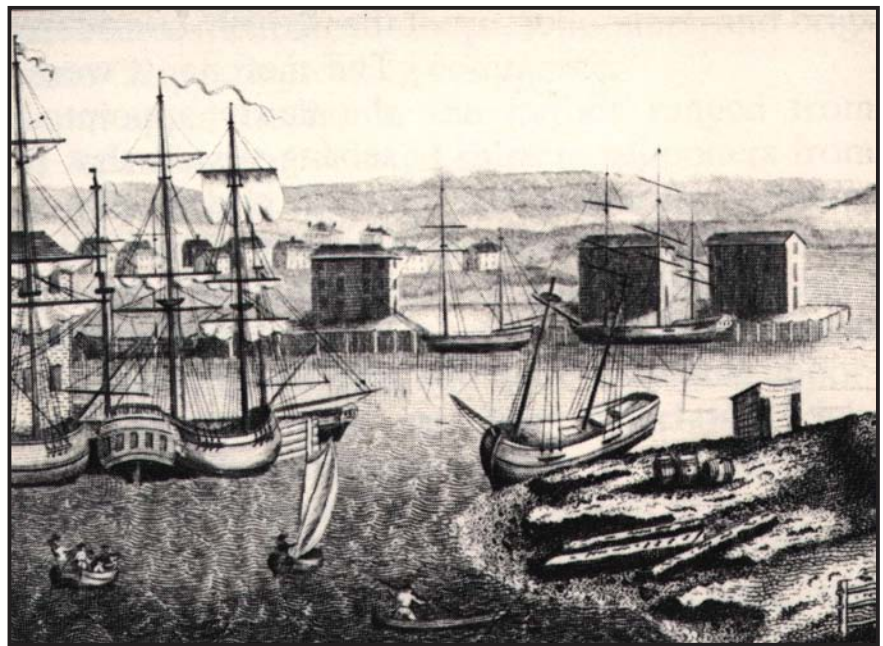
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The participation of the community's residents, businesses and institutions has been instrumental in the development of the Salem Harbor Plan. Their contributions in the form of workshops and discussion provided valuable input necessary for a harbor plan, which will benefit all of Salem. The Salem City Council voted to approve this plan on May 25, 2000.

Preparation of the Salem Harbor Plan was funded in part by a grant from the Executive Office of Environmental Affairs

S U M M A R Y



Introduction

The Vision

I. SUMMARY

Introduction

The City of Salem and its citizens have created this plan to guide the future use and character of its central waterfront. Salem seeks to enhance the maritime orientation of its central waterfront and to enhance the harbor's contribution to the quality of the community for residents and visitors alike. This plan for Salem Harbor is a framework for guiding development and preservation choices facing the City. The Salem Harbor Plan provides an important basis for the City and the Commonwealth of Massachusetts to employ shared approaches to the development and regulation of waterfront areas that are subject to public rights and interests. Importantly, the Harbor Plan outlines the implementation requirements associated with achieving a vision for Salem Harbor.

The Harbor Plan has been prepared by a Harbor Planning Committee appointed by the Mayor. It has been developed through a process that included extensive citizen participation and the involvement of landowners and waterfront interests. Numerous agencies, private institutions and associations have contributed to the development of the Harbor Plan.

The Vision

Just as Salem Harbor was at the center of the City's illustrious past, it holds great potential for shaping its future. The Harbor Plan describes opportunities to unlock the significant potential benefits that such a resource represents for the City and its residents. The Harbor Plan outlines a *comprehensive strategy* for protecting and enhancing the economic, environmental, historic and cultural resources related to Salem Harbor. This effort has sought to achieve a balance between the residential and business needs of the adjacent neighborhoods, opportunities for the entire city, and the potential of the waterfront as a regional resource.

The vision for Salem Harbor sees a number of exciting initiatives already underway in the City as building blocks for future opportunities. The successful Salem Ferry Demonstration Project has already brought interest to and enlivened the site of the proposed New Salem Wharf. The Peabody-Essex Museum expansion signifies the long-term commitment to preserving and celebrating Salem's heritage on the part of a world class organization. The Museum recognizes its growth as an opportunity to strengthen the connection between the waterfront and downtown. The arrival of the vessel *Friendship* and the other ongoing National Park Service projects are visible signs of the waterfront's rich heritage and potential for transformation. Salem State College's initiatives at the Northeast Massachusetts Aquaculture Center underscore the educational and research potential of Salem Harbor. The vision for Salem Harbor calls for a *vibrant seaport* which affords a high quality of life for residents while maximizing the public benefits inherent in this unique resource. The Harbor Planning Committee's mission statement guided the creation of this vision:

Reclaim Salem's identity as a vibrant seaport, which makes use of its waterfront for a variety of commercial and recreational waterside activities, and has high quality landside facilities necessary to support these activities at an environmentally beneficial, and economically sustainable level. Such waterside activities and landside facilities should preserve the City's distinguishing historic character and ultimately enhance the quality of life in the City for residents, visitors and businesses.

In this plan, a vibrant seaport is seen as a place in which the harbor has a place in people's minds and lives. Connections between the downtown and the waterfront are clear, and opportunities to enjoy the harbor are plentiful, both at its edges and on the water. The City is able to realize the economic potential of such a resource and the resultant public benefits enhance the quality of life for those who live and work there. This vision sees the harbor as a lively source of activity throughout the year, a place where the waterfront's heritage is celebrated in many ways. Every improvement called for in the vision is considered in terms of its potential to meet the highest standards of environmental quality. Within the context of this overall vision, the Harbor Plan is tailored to the specific qualities of the diverse areas along its edges.

This vision sees Salem Harbor re-invigorated throughout the central waterfront area in a manner that ensures *environmental excellence*. Potential for new waterside activities is abundant throughout the area. The South River can be reclaimed as a source of public enjoyment both on the water and along its edges. In the vicinity of Derby Wharf, the National Park Service improvements set the tone for an emphasis on tourism that celebrates the City's rich historic and cultural heritage. The New Salem Wharf proposed for the site of the new ferry will bring opportunities for a broad range of new waterside activities of the highest quality, ranging from cruise ships to lobster boats and water taxis. The vision for the area around the power plant calls for supporting the continuation of water-dependent industrial uses and promoting environmental impact improvements at the site. In the Winter Island area, the vision proposes a beautifully landscaped park offering the community new opportunities for boating as well as passive enjoyment of the park.

New water transportation opportunities are identified throughout the waterfront. Water taxi landings are proposed at Turner Wharf, next to the House of the Seven Gables, and at Winter Island. Small boating activity will be encouraged on the South River, as floats are added and the river is dredged to accommodate these new uses. In the vicinity of the power plant, existing water-dependent industrial uses will be supported.

In line with all of the new activity on the water, the vision calls for establishing *new connections to the waterfront* throughout the planning area. The long-term vision for Salem Harbor would maximize pedestrian access along the water's edge from Palmer Cove to Winter Island in the creation of the "Salem Harbor Walk." Such a goal recalls Salem's early days when "ye sea" was as widely embraced a concept as "ye common," and the public was assured access to the water. A comprehensive signage and streetscape system would also serve to strengthen connections between the waterfront and the downtown and adjacent neighborhoods.

The plan calls for segments of the Harbor Walk to be constructed along both sides of the South River, as well as one connecting the Congress Street Bridge and Pickering Wharf.

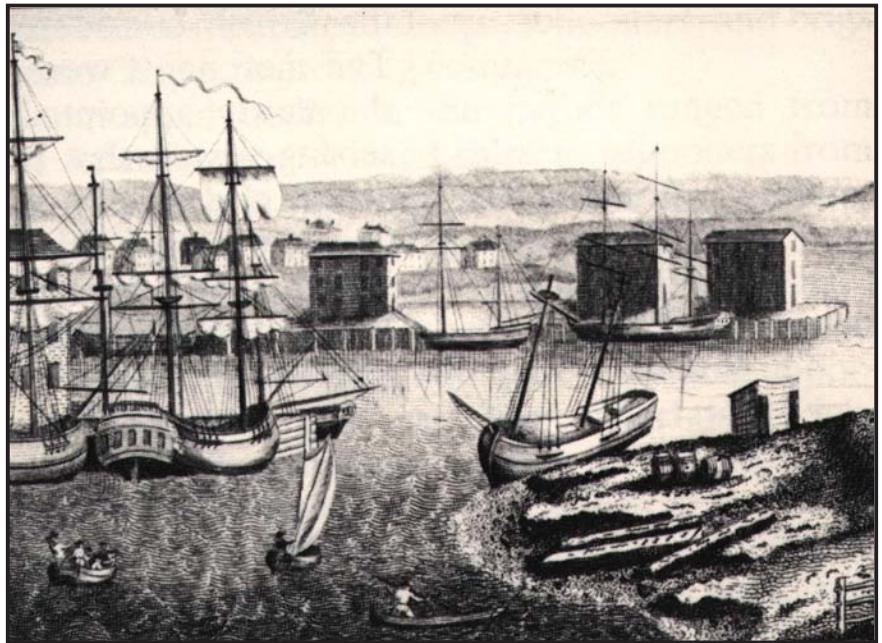
Along the central waterfront, elements of the Salem Harbor Walk are proposed wherever public rights-of-way currently exist. The plan proposes that the City consider means of completing any missing links in the system over the long-term. In the interim, the plan calls for making a series of streetscape improvements along Derby Street and several side streets running south toward the harbor to strengthen pedestrian connections to the harbor in this area.

In the Blaney Street area, pedestrian access to the waterfront will be increased significantly through a series of pathways as part of the overall Harbor Walk, leading to the site of the New Salem Wharf. The Harbor Walk to Winter Island will be clearly indicated with signage and streetscape improvements along Derby Street and Fort Avenue at the edge of the power plant site. At Winter Island, the Harbor Walk and a pleasant bikeway will wind along adjacent to the existing access road to bring pedestrians and cyclists down to the water's edge.

This vision for Salem Harbor also calls for creating *new public open spaces* as well as improving existing parks along the waterfront. Recommendations include developing a series of pocket parks along the South River, supporting the National Park Service initiatives and creating a number of scenic lookouts within the central waterfront area. Pleasant new open spaces will be an integral element in the design of the New Salem Wharf area. A program of improvements at Winter Island Park is intended to enhance community enjoyment of this unique waterside amenity.

Finally, the plan seeks to ensure that the quality of life in Salem's neighborhoods is enhanced by the improvements proposed. Such recommendations include a streetscape program to improve the public realm in the vicinity of the harbor; improvements to existing infrastructure systems to ensure adequate capacity to accommodate major new uses; and a transportation management plan to address issues associated with increased traffic and demand on parking.

INTRODUCTION



Overview

The Harbor Planning Area

The Planning Process

II. INTRODUCTION

Overview

This Plan was prepared in compliance with the requirements for a Municipal Harbor Plan as stipulated by the Commonwealth of Massachusetts Office of Coastal Zone Management (MCZM). As a Municipal Harbor Plan, this document is intended to establish a consistent regulatory approach to those lands and waters subject to Commonwealth jurisdiction. The Commonwealth retains specific interests in the future of the harbor for public access and water-dependent uses through M.G.L. Chapter 91 (Public Waterways Act, 1866), and through the implementing regulations (310 CMR 9.00). The Commonwealth has also identified a segment of Salem Harbor as a Designated Port Area (DPA). Within the DPA, the intent of state policy and programs is to encourage water-dependent industrial uses. This Harbor Plan also serves as a DPA Master Plan, establishing specific local goals, objectives and actions to achieve state policies.

The Harbor Planning Area

The Harbor Planning Area encompasses the Salem shoreline and adjacent landside areas extending from Winter Island to the area around the South River and the water's edge of Shetland Mills and Palmer Cove. The landside boundary is defined by the roadway closest to the waterfront, which for most of the planning area is Derby Street and Fort Avenue.

The overall Harbor Planning Area is divided into five sub-areas as shown on Figure 1 and defined below.

1. The South Commercial Waterfront. This portion of the waterfront includes the section at the South River between Derby Street and Peabody Street, adjacent to the Point neighborhood. It includes Pickering Wharf and Marina, and the water's edge of Shetland Mills and Palmer Cove.
2. The Tourist Historic Harbor. The Tourist Historic Harbor centers around Derby Wharf and includes waterfront historic sites, such as the Salem Maritime National Historic Site to the House of the Seven Gables. Landward, this sub-area extends to Derby Street and the adjacent waterfront neighborhood.
3. The North Commercial Waterfront. This part of the planning area extends from Hawthorne Cove Marina to the edge of the power plant, and includes parcels proposed for the public or public/private construction of the New Salem Wharf. The Designated Port Area extends into this planning sub-area and encompasses the site of the proposed wharf.
4. The Industrial Port. Located at the end of the deep-water channel that leads into Salem Harbor, the Industrial Port encompasses the Pacific Gas & Electric station, the former Northeast Petroleum fuel oil distribution facility, the South Essex

Sewage District Treatment Plant (SESD), and the Federal Channel. The Designated Port Area comprises most of this sub-area with the exception of the SESD.

5. **Community Waterfront.** This sub-area occupies the northernmost portion of Salem Harbor and includes Cat Cove, Winter Island and Smith's Pond. Winter Island is the largest recreational space on the inner harbor, and is used for such activities as camping, picnicking and walking by residents and visitors alike. It is also the site of numerous marine related activities, with its pier and boat ramp. Bordering the sub-area are the sewage treatment plant, the Plummer Home for Boys and the Winter Island neighborhood.

In addition to consideration of these five sub-areas, the Harbor Plan has taken into account the relationship between the Harbor Planning area and the surrounding harbor and community context, to ensure proper coordination with other issues and initiatives that are linked to the Harbor and the recommendations of this Plan.

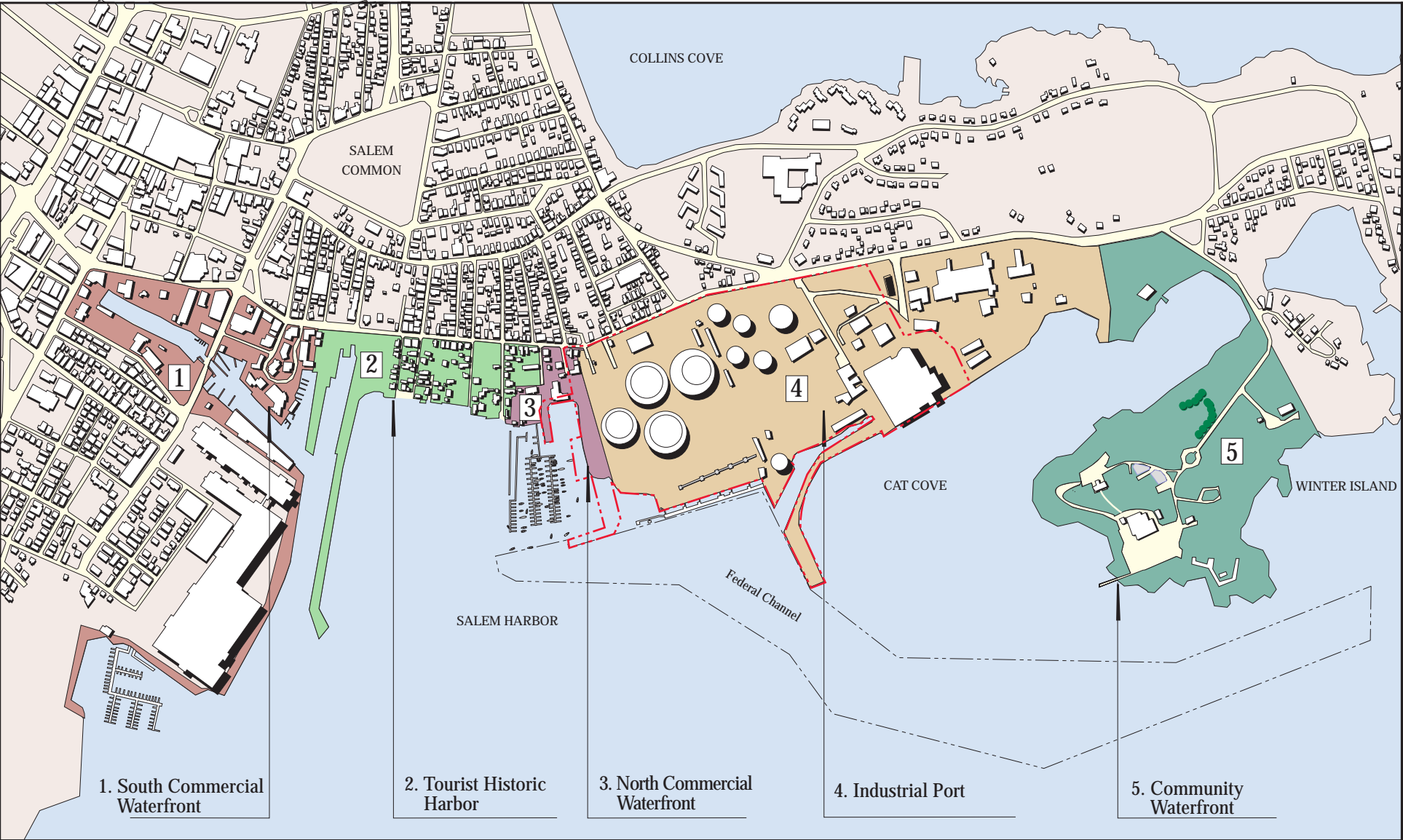
The Planning Process

The planning process that has led to the completion of this Harbor Plan was formally initiated in 1996 through a public process that served to establish the key issues that should be addressed to ensure a positive future. A Harbor Planning Committee was appointed by the Mayor to create a Scope for the Plan. This committee worked closely with the Massachusetts Office of Coastal Zone Management (MCZM) to fulfill the procedural requirements associated with a Municipal Harbor Plan. A consultant team led by ICON architecture, Inc. assisted in this process through funding provided by MCZM. Initial research of existing conditions was undertaken to establish key issues. Discussions were held to identify the geographical limits for a Harbor Plan. Surveys of the public were conducted, and public meetings were held to confirm aspects of the Scope. In June 1997, the Scope for the Salem Harbor Plan was completed and approved by the City. The Scope was subsequently approved by the Secretary of Environmental Affairs.

This Harbor Plan was developed by the Harbor Planning Committee during a year-long process beginning in January 1998. The planning process was managed by Planning Department of the City of Salem. Assistance was provided by a consultant planning team led by The Cecil Group, Inc. The recommendations evolved through an iterative process involving public input and response at key points throughout the planning process. The work of developing the Harbor Plan fell into five general phases as outlined below. Throughout this process, the Harbor Planning Committee met on a monthly basis to oversee and monitor the progress of the consultant team. A variety of public workshops, open house events and focused discussion groups held throughout the planning process made an invaluable contribution to the effort (see Appendix: Community Involvement).

The first phase established the conditions of "Salem Harbor Today". During this first phase, efforts focused on gathering information from existing studies and from residents of Salem to provide insights about the key issues facing the City with regard to the harbor.

Figure 1: PLANNING AREAS



SALEM HARBOR PLAN

The report *The Harbor Today*, produced for this phase of the project, is incorporated as a separately bound appendix to the Harbor Plan.

The second phase then turned to “Salem Harbor Tomorrow”, identifying potential opportunities for change as well as acknowledging those characteristics and resources that the community would like to preserve and enhance. The Harbor Planning Committee developed a set of goals and objectives, as well as criteria to be used in evaluating the alternative concepts. The report *The Harbor Tomorrow*, produced for this phase of the project, is also incorporated as a separately bound appendix to the Harbor Plan.

The third phase of the effort focused on “Strategic Alternatives”. Working with the Harbor Planning Committee, the consultant team prepared several alternative scenarios to spur discussion and facilitate detailed evaluations. A set of baseline improvements was developed, including projects and policies that should definitely be pursued. Then, alternative scenarios were created to explore the potential of various public and private improvement options for the harbor. These included:

- Alternative One: Strategic Investment to Reclaim the Waterfront - This strategy would concentrate investment in particularly promising locations within the harbor planning area. This program of improvements included the minimal levels of investment in opportunities necessary to initiate reclaiming Salem’s waterfront as a resource and re-establish connections to the Harbor.
- Alternative Two: Maximum Investment to Reinvigorate the Waterfront - This option built upon improvements outlined under Alternative One, calling for an ambitious program of public and private investment and mixed-use development at the harbor. Alternative Two saw the harbor as a vibrant source of both waterside and landside activities which could accommodate a wide array of active uses.
- Long-Term Improvements - These improvements are desirable in the long term, but may not be practical in the short-term, or may require substantial investment that may be difficult to achieve. These proposed changes would nevertheless represent worthwhile improvements that should be clearly encouraged through public policy for future consideration and action.

The fourth phase of the process included an extensive evaluation of the Alternatives to fully inform the Harbor Planning Committees decisions, and included a report, the *Feasibility Assessment*. Each alternative was evaluated with regard to the Harbor Planning Committee’s Evaluation Criteria, as well as its economic implications, regulatory requirements, transportation impacts, infrastructure requirements and marine infrastructure impacts. A summary and set of conclusions was then prepared, providing the basis for shaping this Draft Harbor Plan. The *Feasibility Assessment* is incorporated as a separately bound appendix to the Harbor Plan.

The final phase of planning included the development of a preferred approach and a Draft Harbor Plan. The elements of this Plan were presented at a public forum for discussion prior to being finalized in a completed document.

An economic analysis of the feasibility of creating a New Salem Wharf contributed to the preparation of the Harbor Plan. This study reviewed the economic market conditions that could contribute to the development of a mixed-use maritime facility. The study investigated the conditions at a preferred site near the existing fuel tanks at the Pacific Gas and Electric property. Site plan options were explored and economic feasibility projections were created. The results of this analysis were presented to the Harbor Planning Committee and the relevant conclusions have been incorporated into this Harbor Plan (see separately bound Appendix: *Report on the New Salem Wharf*).

The Harbor Plan has been prepared in close coordination with a parallel effort intended to resolve important issues concerning potential future dredging and dredge disposal in Salem Harbor. MCZM is leading a major statewide effort to produce a Dredged Material Management Plan (DMMP) for key ports, including Salem. This effort focuses on identifying long-term disposal sites for dredged material which is unsuitable for unconfined ocean disposal. Taking a long-term comprehensive approach to solving these issues is intended to minimize costs and streamline the planning process for future projects over the long run. A Dredging Committee, with overlapping membership with the Harbor Planning Committee, has been formed to help ensure close coordination. The City of Salem and the Harbor Plan consultant team have provided additional staffing of the coordination effort between the Harbor Plan and the Dredged Material Management Plan.

A Guide to the Planning Recommendations

The following graphic summary is presented to help you navigate through this complex and important document. The report includes summaries of the key issues which are listed within boxes in each of the planning area sections. The recommendations are found in sections discussing area-wide issues and implementation of the plan as well as each of the planning districts: South Commercial Waterfront, Tourist Historic Harbor, North Commercial Waterfront, Industrial Port, and Community Waterfront. The location of each section and the issue boxes are identified by page number.

Area-Wide Recommendations	see page 26
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Navigation and Waterside Use

- *Maintenance dredging of the Federal Channel and South River and all public and private facilities.*
- *The state-sponsored Dredged Material Management Program.*
- *Environmental quality in Salem Harbor.*

Landside Use

- *Pedestrian access along the harbor's edge.*
- *Prohibition of gambling boats.*

Infrastructure

- *A consistent and coordinated streetscape program.*
- *Informational signage and a citywide signage strategy.*
- *Pedestrian connections between the waterfront and the downtown.*
- *An overall parking and circulation strategy.*
- *Utility infrastructure.*

South Commercial Waterfront	see page 38
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Navigation and Waterside Use

- *Activity on the water at the South River.*
- *Pickering Wharf.*
- *Dredging of the South River.*

Landside Use

- *A "gateway" concept.*
- *Connections between the downtown and the waterfront and to the South River.*
- *The Salem Harbor Walk along the South River.*
- *Waterfront access improvements in the vicinity of the Congress Street Bridge.*
- *Community amenities; uses, parks and the need for parking in the Point.*
- *The Massachusetts Electric Company substation.*
- *Identity of the community and its cultural heritage.*
- *Redevelopment of Pickering Wharf.*

Infrastructure

- *Vehicular and pedestrian access.*
- *Signage and streetscape improvements.*
- *Stormwater drainage.*

Long-Term Recommendations

- *Public access.*
- *Water taxi service at Pioneer Village.*
- *Docking capacity at Palmer Cove.*
- *Private development along the South River.*

Tourist Historic Harbor

see page 47

Navigation and Waterside Use

- *Floats.*
- *Water taxi service and other boating activities.*

Landside Use

- *Streetscape improvements.*
- *Outlooks at the ends of streets.*
- *Walkway improvements along public rights-of-way and other public access.*
- *National Park Service (NPS) programs and improvements.*
- *A dinghy dock.*
- *Landside support facilities for a water taxi service.*
- *Tourism activities including events, programs and design elements that celebrate the heritage.*
- *Facade improvement programs.*

Infrastructure

- *Dredging.*
- *Citywide transportation management plan.*
- *Stormwater drainage.*

North Commercial Waterfront

see page 54

Navigation and Waterside Use

- *Dredging, new berthing and other support services to accommodate boating activities.*

Landside Use

- *Consistency of uses with Designated Port Area requirements.*
- *Water-dependent uses and non-water dependent uses; New Salem Wharf.*
- *Services to boaters such as a re-fueling station.*
- *Streetscape improvements along Derby Street.*
- *Pedestrian connections, walkways and open spaces.*
- *Neighborhood identity, local history and cultural identity.*

Infrastructure

- *Managing increased traffic and parking.*
- *Adequate and safe vehicular and pedestrian access.*
- *Stormwater drainage.*

Industrial Port

see page 60

Navigation and Waterside Use

- *Existing and future marine industrial uses.*
- *Federal channel maintenance dredging to provide deep-water access.*
- *Streetscape improvements.*
- *Landscape improvements along the Pacific Gas & Electric site.*
- *A graphic program to paint the oil tanks and other energy plant elements.*
- *Environmental impact improvements at the site.*

Infrastructure

- *Additional parking facilities to support new uses.*

Community Waterfront

see page 63

Navigation and Waterside Use

- *A water taxi service and harbor tours.*
- *Floats at the existing pier.*

Landside Use

- *Streetscape improvements along Fort Avenue and a walkway as part of the Salem Harbor Walk.*
- *Improvements throughout the park.*
- *Recreational vehicle (RV) camping and tenting.*
- *Landside support facilities for water taxi service and harbor tours.*
- *Swimming at Winter Island.*
- *Re-use of the former Coast Guard hangar building and former barracks building.*
- *Fort Pickering and lighthouse improvements.*

Infrastructure

- *Sewer improvements for Winter Island.*

Implementation Plan

see page 70

Management

- *Management structure and coordination among management entities.*

Coordination

- *Improving the visitor experience and maximizing public benefits.*
- *Strategic marketing to promote Salem as a visitor destination.*
- *Funding mechanisms for the operation of tourist businesses.*
- *Establish Harbor Plan Implementation Committee*

Economic Development

- *A new management entity for the development of the New Salem Wharf.*
- *Financing mechanisms to support the New Salem Wharf.*
- *Redevelopment and operation of Winter Island.*

Resources

- *Establishing a Waterfront Enterprise Fund.*

Regulatory Environment

see page 107

Chapter 91

- *Realizing public access, visual access, and increased activity.*
- *Provisions for a Designated Port Area (DPA).*
- *Standards for a Municipal Harbor Plan/DPA Master Plan.*

FRAMEWORK FOR PLANNING



Summary of Existing Conditions
Goals and Objectives

III. FRAMEWORK FOR PLANNING

Summary of Existing Conditions

An extensive analysis of existing conditions was undertaken as the first step of the planning process. The following brief summary provides a general overview and reference for the recommendations that follow. While many of the issues and conditions in the Planning Area are associated with individual sites or sub-areas, there are several topics of common concern. These area-wide topics are discussed first, followed by a review of the sub-area conditions.

Area-wide Conditions in the Harbor Planning Area

Chapter 91 and the Designated Port Area

An important common consideration for planning is the regulatory framework, with particular emphasis on existing state regulations. Much of the planning area is subject to Commonwealth laws and regulations collectively called “Chapter 91”. These laws and regulations secure important public access and water use rights on qualifying lands and within the harbor. In general, the areas within the jurisdiction of Chapter 91 consist of the harbor areas and lands that have been filled but were once below the mean high water mark.

Salem Harbor includes a Designated Port Area (DPA) that was created as part of the Chapter 91 regulatory framework. The DPA consists of both land and water areas in two of the planning sub-areas, the North Commercial Waterfront and the Industrial Waterfront. The Designated Port Area generally directs future water use and land use decisions to protect the needs of marine-dependent industrial uses as a statewide priority.

Area-wide Transportation and Infrastructure Conditions

Key issues affecting transportation in downtown Salem and along the waterfront include the lack of adequate convenient parking and narrow, congested streets. Circulation is confusing and ineffective because of the configuration of streets and intersections inherited from the historic development patterns. There are poor pedestrian connections between local attractions, and generally inadequate and confusing local signage. There is a potential for increased traffic and parking impacts, as the local attractions become more popular. These issues affect all of the sub-areas in varying degrees, and will need to be addressed.

Recent transportation studies and master plans conducted for the City of Salem identify the critical need for additional parking facilities.

Area-Wide Waterside Conditions

Salem Harbor is one of the state's largest natural harbors. The main entrance to the Harbor is through the Federal Channel, extending between Winter Island in Salem and Naugus Head in Marblehead. The Federal Channel is located at the north portion of the harbor, and is one of the state's deeper federally maintained channels with a draft of 32 feet. The Channel was constructed by the Corps of Engineers in 1905. It measures approximately 8,500 feet long (1.5 miles), with the width limits ranging from 300 feet and widening to 400 feet at the bends and at the inner end.

In addition, there is a less formally defined South Channel which extends east along the northern end of Marblehead and southeast of the Federal Channel in the western portion of Salem Sound. Another shallow channel is located northeast of Salem Harbor between the projections of the Federal and South Channels.

There is a second Federal Channel in Salem Harbor at the South River. The South River Channel provides access to recreational boating and tourist interests at Pickering Wharf. The Federal Channel extends up the South River and along the north side of Derby Wharf, at 8-foot draft. The Congress Street Bridge, with its freeboard of 6 feet at high tide, limits vessel connection. Permitting of the dredging of South River is pending approval. There is a 10-foot draft entrance channel from the Harbor to the South River Channel which ranges in width from 300 feet within the Harbor to between 200 and 90 feet at Derby Wharf.

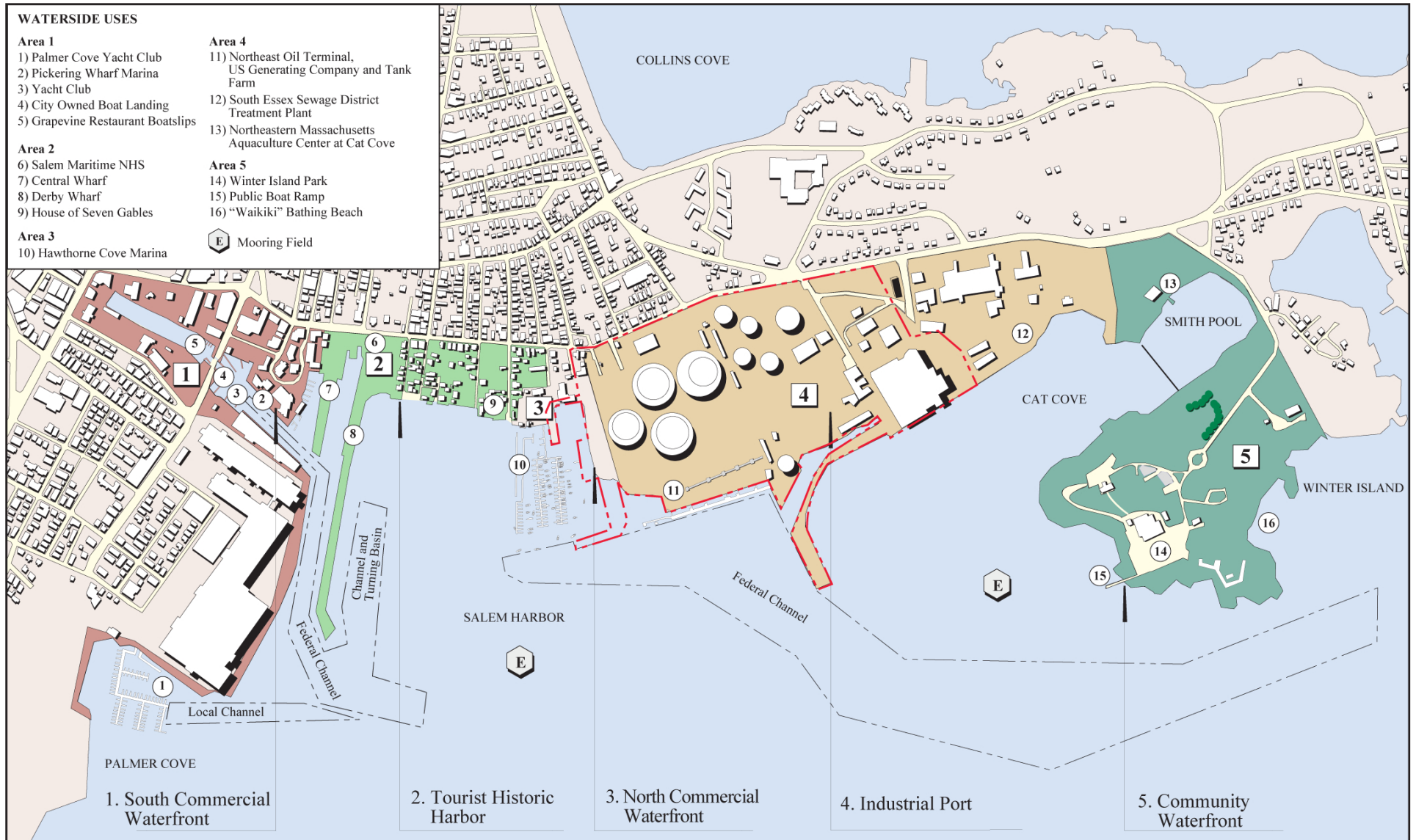
Cat Cove is located between the land defined as Salem Neck and Winter Island. It lies at the northwest end of Salem Harbor, approximately 1,300 feet from the Federal Channel. The Cove measures approximately 820 feet wide in the east/west direction by 3,100 feet long in the north/south direction. A dam structure lying approximately 200 feet from the head of the Cove separates the waterbody into two sections. The northern section is known as Smith Pool.

The Cove is relatively shallow, with depths of only a 1/2 foot at its head to 3 feet above low water at the mouth. The Cove has frequent rock outcrops and an outfall pipe crosses the Cove on the eastern side. A natural resources study revealed the presence of European Oysters along the entire perimeter of the Cove. Eelgrass beds were identified to exist at the southeast end of the Cove by Halftide Rock.

Palmer Cove is located on the western side of Salem Harbor just south of Derby Wharf. It is a fairly shallow cove with two channels defining its central area. The first defining channel stretches along Long Point to Palmer Cove Yacht Club to the north, and a prior Federal Channel (defined by timber piling) extending to Dion's Yacht Yard lies to the south (outside of the Study area). The southern channel is reported to have been dredged by the Corps of Engineers as the yacht yard had previously served as a federal vessel repair facility.

The southwestern edge of the Cove is characterized by an intertidal mudflat and the central area between the channels is very shallow, generally ranging from elevation -1 to -3 (MLW datum). The north and western edges of the Cove are lined by a granite block seawall. Primary use of the Cove is for the Palmer Cove Yacht Club, with Dion's Yacht Yard to the south.

Figure 2: WATERSIDE USES



SALEM HARBOR PLAN



There are approximately 1,200 moorings throughout the Harbor, within 5 fields which are designated by the letters S-A-L-E-M. The City charges a fee of \$1/linear boat foot for each mooring for residents, \$5/linear foot for non-residents and \$1/linear foot for all slips leased throughout the harbor. There are 6 mooring service companies, which are registered with the Harbormaster who maintain the moorings.

Mooring Field “S” is located within the general convergence of the Danvers River, Bass River and the North River, west of the Salem/Beverly Bridge. According to the Harbormaster, there are approximately 85 moorings within this area.

Mooring Field “A” is located at the convergence of the Beverly Channel and Collins Cove. There are roughly 180 moorings within this area.

Mooring Field “L” is located north off of Salem Neck into Beverly Harbor. There are approximately 210 moorings within this area. The exposed location of this field limits the frequency during which the area can be utilized.

Mooring Field “E” is located off of the Federal Channel, extending south beyond Derby Wharf and north to Winter Island. This field has been permitted for 270 moorings by the Corps by Hawthorne Cove Marina and Barnegat Marine. There are an additional 300 moorings which are individually permitted.

Mooring Field “M” is located south of Field “E”, extending south of Palmer Cove. There are approximately 176 moorings within this area.

The South Commercial Waterfront

The southern section of the Commercial Waterfront begins at Palmer Cove and extends along a narrow band of shoreline up to the South River and its surrounding land areas. The area around the South River included in the Plan is defined by Peabody, Lafayette and Derby Streets.

Landside uses largely consist of a mix of commercial enterprises, with a small amount of housing. Immediately adjacent to the planning area is the Shetland Mills complex, a large collection of renovated mill buildings used primarily as office space, which dominate the west end of the Harbor. A large residential area lies immediately adjacent to the south. Along the South River west of Congress Street, several uses are oriented to automobile use and access: there are two gas stations, a tire center, two parking lots and a fast food outlet. The new 205-space public parking garage at the corner of Congress and Derby Streets was recently completed.

The Massachusetts Electric Company maintains a transformer sub-station on a land parcel along the southern edge of the South River. Pickering Wharf is located at the northeast corner of the South River, and is a mixed-use complex that provides retail, restaurants, and multi-family housing. Pickering Wharf redevelopment plans are currently underway and include the possible construction of a new hotel.

Other land uses in the area include the recreational areas of Palmer Playground and Palmer Cove Yacht Club.

Waterside uses include the Pickering Wharf Marina, berthing for whale watching boats, commercial and small fishing boats, slips for private boats, restaurants, a waterfront boardwalk and open space. Approximately 80 mooring spaces are provided in this sub-area. The City has a small boat landing facility at the foot of the Congress Street Bridge. With the exception of Grapevine Restaurant, which offers outdoor dining, and the adjacent boat slips, the properties along the South River west of Congress Street provide no uses oriented towards the waterfront.

Waterside infrastructure consists of seawalls, steel sheet pile bulkheads, piers and wharves, as well as marina structures. While most of the structures in this area appear to be in fair to good condition, there are a few exceptions. At Palmer Cove, the timber bulkhead and cut stone wall that provide foundation support for the yacht club building are in poor to fair condition. The rip-rap revetment and cut stone seawall on the east side of Shetland Industrial Park are also in poor to fair condition. Two sections of the wall have failed.

The Tourist Historic Harbor

The Tourist Historic Harbor extends northward from Pickering Wharf to Hawthorne Cove Marina and White Street and is bounded by Derby Street and Salem Harbor. This sub-area centers around Derby Wharf and is anchored by the Salem Maritime National Historic Site, including berthing for the *Friendship*. Single and multi-family residences characterize portions of the waterfront. The most dominant presence in the sub-area is the Salem Maritime National Historic Site, which provides one of the most important open space elements along the Salem harborfront. Derby Wharf allows for panoramic vistas of the Salem and Marblehead shorelines from the mouth of Salem Harbor southward, toward Forest River Park. The House of the Seven Gables is also located in this sub-area.

Waterside infrastructure in the Tourist Historic District consists of Central Wharf and Derby Wharf (both of which are federally owned and maintained), and several privately owned seawalls and bulkheads. Central Wharf has been observed to be in good condition, while Derby Wharf appears to be in fair to good condition. The seawalls and bulkheads appear to range from poor to good condition.

The North Commercial Waterfront

The North Commercial Waterfront extends along Derby Street from White Street and includes the Pacific Gas & Electric Company and the Northeast Petroleum site. The northern section of the Commercial Waterfront is utilized for water-dependent uses centered at Hawthorne Cove Marina. The Salem Ferry, which began operating during the summer of 1998, is located within this planning sub-area, on a site that has been proposed for a New Salem Wharf. Portions of this study area are within the DPA.

Waterside edge treatments include stone, steel-sheet pile, concrete and timber wall bulkheads with areas of riprap revetment. The edge in the area of Hawthorne Cove Marina is primarily a combination of stone, steel-sheet pile and timber wall bulkheads in good to fair condition with a small section of riprap. The edge in the area of the proposed New Salem Wharf is comprised mostly of riprap and a small length of deteriorating stone and concrete bulkhead.

The Industrial Port

The Industrial Port sub-area includes most of the Salem Harbor Designated Port Area (DPA) and extends from the site of the proposed New Salem Wharf northward to the property line of the Northeastern Massachusetts Aquaculture Center at Cat Cove. The entire land area of the Industrial Port sub-area is used for water-dependent industrial uses. It is comprised of the former Northeast Oil terminal and tank farm, the Pacific Gas & Electric power plant, and the South Essex Sewage District Treatment Plant. A berthing facility for off-loading oil and coal at the southern end of the parcel is the terminus of the main channel for the DPA.

The waterside infrastructure in this sub-area consists of structures that are part of the Pacific & Gas and Electric facility, including cut stone and concrete seawalls, steel sheet-pile wall, timber and concrete dolphins, timber piers, stone revetments, gangways and floats and stone and fill jetty. The edge of the South Essex Sewage District Treatment Plant is formed by stone revetment and concrete seawall, both of which are in good condition.

Community Waterfront

The Community Waterfront sub-area is comprised of Cat Cove, Winter Island, and Smith Pool. It is bounded on the landside by Fort Road, and Winter Island Road. Most of the uses within the sub-area are water-dependent and water-enhanced. Major uses include the City-owned Winter Island Park. Recreational uses on the waterfront of Winter Island include Winter Island Park, a large public boat ramp, camping facilities, and a small bathing beach locally known as “Waikiki”. Another major use is the Northeastern Massachusetts Aquaculture Center at Cat Cove. This facility, operated by Salem State College and including Smith Pool, was created to provide a research environment to study marine life in a simulated ocean environment. The Plummer Home for Boys is situated along the Salem Sound side of Winter Island.

Waterside infrastructure located within the Community Waterfront includes a dam, seawalls, stone revetments, concrete piers and a boat ramp. All of the structures in this area are in good condition, most notably the concrete boat ramp and sloped stone revetment and concrete pier, which are both new.

Other Sites and Resources

Salem Willows

North of the planning area, along the northern extent of Salem Neck lies the Salem Willows Amusement Park. The Willows has two pier structures, one which is City-owned, and another timber pier used by the Willows Yacht Club. The park includes facilities for active and passive uses. Active facilities include ballfields, ball courts and a public beach. Other facilities include docking facilities, picnic areas, a walkable waterfront and a bandshell with permanent seating. The Willows also offers a range of waterside activities, including kayak rentals, harbor and charter cruises and deep-sea fishing. Adjacent to the Willows is a strip of seasonally operating businesses, including arcades, souvenir shops and eating establishments. Discussions are currently underway to operate a ferry out of this point to Gloucester and possibly to Boston.

Goals and Objectives

The development of the Salem Harbor Plan has been guided by goals and objectives that were established by the Harbor Planning Committee and refined throughout the planning process. Associated with each goal is a series of objectives that illustrates how that goal might be achieved. This list of goals and objectives underlies the rationale for the recommendations that have been included in this Harbor Plan.

Goal 1: Re-establish the identity of Salem as an active seaport by developing new and improved facilities serving many types of vessels on the waterside, and by enhancing access to, and visibility of the harbor on the landside for residents and visitors alike. This should be done by defining a specific program of activities to intensify use of the harbor, as well as funding to implement priority projects.

- Expand services for cruise ships, transient vessels, including yachts, commercial ships and ferries.
- Increase berthing and mooring capacity for industrial, private recreational and commercial vessels such as fishing and yacht charters, in a manner consistent with MCZM water quality policies.
- Enhance facilities for local fisherman.
- Develop landside and waterside public amenities to enhance the experience of the harbor.
- Explore opportunities that do not conflict with the industrial activities.
- Assess opportunities for increased maritime industrial activities at the U. S. Generating Company site or elsewhere.

Goal 2: Maximize the economic potential of the harbor in the context of the economic development goals of the City as a whole, while enhancing the quality of life for residents in adjacent areas.

- Expand tax base and economic activities in general.
- Promote private commercial development that will take advantage of increased visitations, as a result of public investments (such as the establishment of the Essex National Heritage Area) in this area.
- Ensure the integrity of historic resources and quality of life in residential neighborhoods near areas with intensified harbor uses.
- Promote private uses that reinforce public goals on Winter Island, with priority given to the quality of life in the small residential neighborhood along Winter Island Road.

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- Encourage and support highest, long-term economic value from the Industrial Port.

Goal 3: Promote the waterfront as a focal point for Salem's visitor economy, emphasizing cultural tourism, high quality recreational experiences and longer visitor stays.

- Promote Salem as a vacation destination through a coordinated strategy employing a variety of means, including advertising.
- Promote access to historic resources, without compromising their integrity.
- Promote improved pedestrian connections, such as the proposed Harbor Walk.
- Develop landside and waterside public amenities to enhance the year-round experience of the harbor and the City as a whole for both visitors and residents.
- Develop amenities to sustain visitor interest and accommodate longer visitor stays.
- Develop additional support facilities for transient vessels including visitor moorings.
- Increase dollar expended per visitor.
- Develop programs and services as a means to encourage the public enjoyment of Winter Island.
- Support private tourism activities on Winter Island that are consistent with the provision of public amenities.
- Encourage and support economic activities, which extend beyond the peak seasons.

Goal 4: Protect and enhance access to the waterfront and on the water for the Salem community for passive and active recreation; reconnect the community to its waterfront where the connection does not currently exist.

- Develop water taxi and ferry links among attractions on the harbor and to Boston.
- Promote improved pedestrian connections, such as the proposed Harbor Walk.
- Develop waterside public amenities to enhance the experience of the harbor.
- Maximize the potential public benefits to residential neighborhoods throughout the waterfront.
- Improve public access along the waterfront, in particular along Pickering Wharf and along Shetland Mills property.

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- Maximize amenities and opportunities for recreational boaters.

Goal 5: Identify and preserve those aspects of Salem's waterfront experience that should be preserved and protected from change.

- Promote programs and projects that are consistent with the rich maritime cultural and architectural character of Salem's waterfront.
- Support events and programs which celebrate the rich cultural heritage of the harbor's residential neighborhoods and reinforce their identity and character.
- Support programs and projects which see the harbor master plan as a catalyst for community building among the neighborhoods along Salem's waterfront.

Goal 6: Protect and preserve those aspects of Salem's waterfront experience which can beneficially link the City to its maritime past.

- Support programs and projects which heighten public awareness of the historic maritime resources of the waterfront as vital to Salem's identity and well being.
- Enhance incentives for preservation of historic waterfront resources.

Goal 7: Ensure that public investment in waterfront infrastructure will support and encourage private investment. Develop long-term capital maintenance/management strategies to ensure that public investment will result in infrastructure that is sustainable over the long-term.

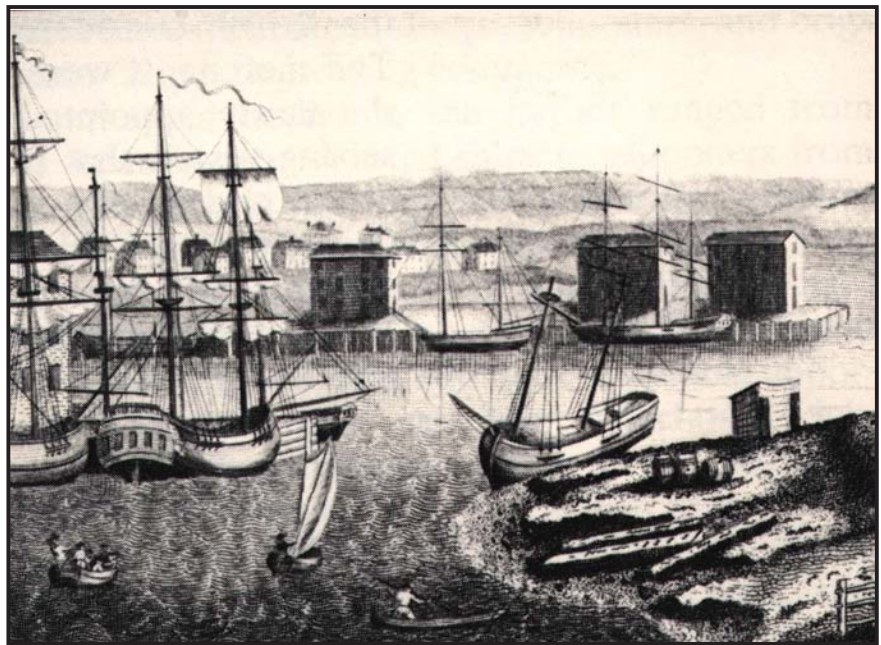
- Promote water-related commercial development by leveraging public investments in the area.
- Develop an access plan that maximizes the effective management of traffic associated with any proposed improvements and develops appropriate solutions to the parking demand that exists and will be created by any improvements associated with improved waterfront access.

Goal 8: Protect and enhance the environmental quality of the harbor and its environs as an integral component of any proposed development or revitalization efforts.

- Support programs and projects which heighten public awareness of the harbor as an important and unique natural resource.
- Promote programs and projects which reinforce environmentally sound and appropriate use of the harbor, such as the Northeast Massachusetts Aquaculture Center, natural history trips and environmental awareness outreach programs.
- Provide for adequate waste handling facilities, for trash, waste oil, marine pump-out, recycling, etc., in promoting increased waterside and landside use.

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- Minimize the potential negative impacts of intensified harbor use and development on the harbor's natural resources.

P L A N N I N G RECOMMENDATIONS



Area-Wide Recommendations
South Commercial Waterfront
Tourist Historic Harbor
North Commercial Waterfront
Industrial Port
Community Waterfront

IV. PLANNING RECOMMENDATIONS

Area-Wide Recommendations

This section describes the principal recommendations proposed in the Salem Harbor Plan. These recommendations have evolved in response to current conditions and concerns within the waterfront area and to achieve the City's overall goals and objectives for its waterfront.

The area-wide recommendations convey key considerations that would serve the entire planning area. They are followed by recommendations for each of the five sub-areas encompassed by the plan. Within each discussion, recommendations are organized according to the proposed Waterside Improvements, Landside Improvements and Infrastructure Requirements. In some cases, the discussion also considers long-term recommendations to guide future decision-making in line with the Harbor Plan's vision.

Area-wide Recommendations for Navigation and Waterside Use

- *Support the ongoing state-sponsored DMMP in the effort to locate an appropriate disposal site for dredged material from projects in Salem.*
- *Support maintenance dredging of the 32-foot deep Federal Channel that provides deep-water access into Salem Harbor and the turning and berthing basin that supports the industrial uses within the port.*
- *Support dredging of the Federal South Channel that provides access into central areas of the harbor.*
- *Support South River dredging.*
- *Support maintenance dredging for all public and private facilities within the harbor, including the marinas, New Salem Wharf, Winter Island facilities, and the National Historic Site.*

This Harbor Plan centers on the notion of a reinvigorated harbor, one that offers a broad variety of recreational, commercial and water-dependent industrial waterside activities. Central to the plan is the New Salem Wharf, which is proposed for the North Commercial Waterfront area, serving a specific set of water-dependent uses, including cruise ships, lobster boats, ferries and water taxis. Throughout Salem's waterfront, steps will be taken to increase water transportation opportunities. The South River is reclaimed as a potential source of small scale, recreational waterside activity as floats are added, and the necessary dredging is carried out. In the Tourist Historic Harbor, landings are proposed for a water taxi service and small boat access.

The Industrial Port remains characterized by the continuation of water-dependent industrial uses. In the Winter Island area, the plan calls for increased public access to the water, including additional floats, new moorings and water taxi landing. A critical factor in the Salem Harbor Plan is the necessity to ensure the continued or enhanced environmental quality of the harbor.

Dredge Material Management Program

Massachusetts Coastal Zone Management (MCZM) has initiated a program which attempts to address disposal issues on a long-term- basis. The Dredge Material Management Program (DMMP) has been developed as a parallel program for the four Port cities (Salem, Fall River, New Bedford and Gloucester) that are presently developing their MCZM Harbor Management Plans. The first phase of the program identified potential dredge and disposal sites within each port city over the next 20 years. The second phase, which commenced in January 1998, provides resource evaluations, testing and sampling to determine disposal suitability, and the eventual permitting (Environmental Impact Report) of disposal sites for each port.

The DMMP program goal is to establish cost-effective means to dispose of material that is unsuitable for offshore disposal. Through the current process, alternate methods have been investigated, including placement and cover of such material in deep, or intertidal water, upland landfill disposal sites and disposal and cover of such material in excavated aquatic pits.

The DMMP program will investigate and permit the most appropriate disposal site for unsuitable material; however, the program will not conduct permitting for any dredging projects. The projects themselves will still require design and permitting for dredging and infrastructure by the Applicant. The major advantage of the DMMP program will be that a relatively low cost, high volume site will be available for the Applicants over at least the next 20 years. City support in the siting, permitting and eventual management of the disposal site is key to the process.

In the course of the preliminary data-gathering and analysis phase of the DMMP, CZM proposed investigating the feasibility of creating a site in Salem Harbor to accommodate disposal of dredged material from North Shore harbors other than Salem. This potential “regional disposal site” concept met with significant public and political objection, and was subsequently removed from consideration.

The ongoing DMMP process is focused on identifying local disposal options for material generated by local dredging projects. The Salem Harbor Plan supports the effort to identify the most environmentally sound method of addressing the disposal of material generated by public and private dredging projects in Salem. The Plan opposes any importation into Salem waters of dredged material from outside Salem Harbor.

Priority Projects

Dredging is the key to maintaining the safe navigability of the harbor. Dredging approval within the state is a complex process, which involves the interaction between state, federal

and local agencies. Dredged material must be sampled and chemically tested to determine where the material can be disposed. To date, the Federal Channel off Winter Island, the Federal South Channel, the City South River, and the City New Salem Wharf projects are the major projects identified for the Harbor. Other smaller maintenance and improvement projects by marinas, yacht clubs, the Pacific Gas & Electric Company, the Winter Island facilities, the National Historic site, and Pioneer Village have been identified as potential future projects, which will be more feasible and cost-effective, after a City disposal site has been developed.

The City should support the maintenance dredging of the 32-foot deep Federal Channel that provides deep-water access into Salem Harbor and the turning and berthing basin for industrial and proposed mixed uses within the port. Similarly, the City should support dredging of the Federal South Channel that provides access into central areas of the harbor.

The new uses and public access improvements proposed for the South River require dredging, which in the past was economically unfeasible due to the high cost of sediment disposal. With new disposal options currently available, the Harbor Plan calls for supporting the undertaking of dredging. Similarly, the City should provide support for maintenance dredging for all public and private facilities within the harbor, including the marinas, New Salem Wharf, Winter Island facilities, and the National Historic Site.

In addition to the costs associated with the recommendations within the harbor planning area, the Harbor Plan supports necessary improvements and repairs to the waterside facilities at the Willows.

Promote measures that will improve and enhance the environmental quality of Salem Harbor.

Protection of the environment and of the water quality of Salem Harbor is one of the fundamental goals of the Harbor Plan. Every measure will be taken to ensure that all dredging, new construction, and new uses such as the fueling dock and boat repair activities, are done to the highest environmental standards.

Recreational boating is presently a major use of the harbor and waterfront and the plan envisions enhancements of this use in the future. However, recreational vessels and the facilities that support them have the potential to degrade water quality through activities such as fueling operations, marine head discharges, and boat cleaning, and through stormwater runoff from parking lots and hull maintenance and repair areas. In order to mitigate detrimental effects on the environment, the Salem Harbor Plan endorses a program of Best Management Practices (BMPs) for marinas and boaters. Examples of these BMPs are:

- Construct fueling stations where fuel that is spilled can be easily cleaned up and does not spill into surface waters. Automatic shut-off nozzles should be installed to reduce spillage at the pump.
- Provide adequate and easily accessible pump-out facilities. Salem currently has two facilities, one at the Winter Island Dock and the second at Congress Street Bridge. Promote usage by boaters through signage and a harbor-wide educational program.
- Provide adequate public trash containers and recycling receptacles for solid waste and ensure that collection service is regular and consistent.
- Provide and maintain storage and disposal containers for waste oil.
- Provide public education and training programs for boaters.
- Implement effective stormwater management measures to reduce untreated runoff from properties supporting recreational boating activities.

Area-wide Recommendations for Landside Use

Landside improvements proposed in the Harbor Plan seek to provide the necessary support to promote and complement the range of new waterside activities on Salem Harbor. These ends would be achieved through a variety of means, including the “Salem Harbor Walk,” a long-term initiative to achieve continuous pedestrian access along the edge of the Harbor. Uses which do not support the vision of the Salem Harbor Plan, such as gambling, would be excluded.

- ***Establish the notion of the “Salem Harbor Walk” and chart its route as part of a long-term program to maximize pedestrian access along the harbor's edge.***

Continuous pedestrian access along the edge of Salem Harbor from Winter Island to Palmer Cove has been cited as a long-term goal and an integral element in the vision for Salem Harbor's future. The plan recognizes that while complete implementation of this vision of a continuous “Salem Harbor Walk” may take a long time in light of private development patterns, this public policy direction should be instituted in the short term to lay the groundwork for future decision making. While the public currently enjoys considerable access to the harbor's edge in Salem, significant impediments exist to the realization of this vision of a continuous public walkway. Consequently, the City must be poised take advantage of opportunities as they arise, either through purchase, easements, the Chapter 91 licensing process or other agreements. The diagrams of each sub-area chart the route of the Salem Harbor Walk, noting inland routes when the water's edge is not accessible. It is important to note that these inland routes have a special character of their own, and can make an important contribution to the pedestrian experience along Salem Harbor. The Harbor Walk will comply with all relevant American with Disabilities Act (ADA) requirements.

The Salem Harbor Walk, while traversing areas of differing character, will have a distinct and recognizable design character of its own. This will be achieved through the use of consistent paving, lighting, benches, plantings and other streetscape elements from one end of the harbor to the other. The interpretive potential of the area will be expressed in a number of streetscape design elements throughout the waterfront.

The Harbor Walk will run along both sides of the South River wherever physically feasible, making a pleasant waterside connection from the Congress Street Bridge to Pickering Wharf. Elements of the Salem Harbor Walk are planned wherever public rights-of-way currently exist from the Congress Street Bridge to the House of the Seven Gables. The City will explore ways to complete missing links in the system over the long-term. MCZM has published a handbook, “Preserving Historic Rights of Way to the Sea,” which clearly lays out the steps that communities need to take to reclaim access to the sea. Signage and streetscape treatments will be used to indicate areas where the Harbor Walk follows an inland course, encouraging pedestrians to enjoy the historic maritime experience along Derby Street and several side streets, including Kosciusko, Daniels, Hardy and Turner Streets. These streets will terminate in opportunities for passive enjoyment of the waterfront, either from pleasant landscaped lookouts at (Kosciusko and

Daniels Streets), or a landing (Turner) or dinghy dock (Hardy Street) with plantings and seating provided. After this inland course, the walk will run toward the harbor again.

In the North Commercial Waterfront, a network of pathways will lead to the site of the New Salem Wharf. Signage and streetscape improvements along Derby Street and Fort Avenue at the edge of the power plant site will indicate the continuation of the Harbor Walk to Winter Island. The Harbor Walk and a bikeway will wind along adjacent to the existing access road completing its course at Winter Island.

<ul style="list-style-type: none">• <i>Exclude gambling cruises as an acceptable use within the Harbor Planning Area.</i>
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Institution of gambling cruises would be inconsistent with many of the goals and objectives of this Harbor Plan. As such, the Plan specifically excludes the docking of gambling boats within the Harbor Planning area as an acceptable use. This exclusion is intended to consist of both landside and waterside uses, and was recommended and adopted by the Harbor Planning Committee for several reasons.

- Parking is scarce within the planning area, and traffic congestion is a significant community concern. The limited ability to provide for adequate circulation and parking is such that the development of a gambling cruise would preclude other water-dependent uses that are more beneficial to the goals and objectives of this Plan.
- Gambling cruises¹ do not tend to provide direct and indirect economic and quality-of-life benefits to Salem. Frequently they contribute to traffic congestion, which will exacerbate the shortage of parking needed for the other uses promoted in this plan. It is therefore the conclusion of this plan that the detriments of gambling cruises far exceed the benefits to the community to an extent that justifies their exclusion in accordance with Section 9.31 (3)(b) of the Waterways Regulations.

¹ This plan defines a gambling cruise as any excursion vessel outfitted essentially for gambling, excluding cruise ships, ferries, and other vessels dedicated primarily for marine transportation.

Area-wide Recommendations for Infrastructure Requirements

Several recommendations focus on making Salem's waterfront more recognizable as a distinct city district to residents and visitors alike, and more easily accessible by foot, by water, by transit and by automobile. A comprehensive informational signage system, which would guide visitors to the waterfront, could also strengthen its identity as a special district. The area's character would be reinforced by a consistent approach to streetscape and landscape treatments throughout the waterfront. Development of a transportation management plan to effectively deal with parking and circulation would aid movement throughout the area, and improvements to the publicly-owned and maintained water and sewer utility infrastructure in the study area would ensure that needs for any new development are met.

- *Implement a consistent and coordinated streetscape program of sidewalk paving, signage, street furniture, trash and recycling receptacles, lighting and planting throughout the waterfront.*
- *Establish an informational signage system to provide multiple reference points and orientation for visitors within the waterfront.*
- *Initiate a citywide "path finding" signage strategy to allow visitors to easily find their way to and from the waterfront, coordinated with other destinations.*
- *Promote easy pedestrian connections between the waterfront and the downtown at various points within the planning area.*
- *Develop an overall parking and circulation strategy for the waterfront and the downtown, including comprehensive planning for public transit links by land and water and satellite parking facilities*
- *Promote measures that will ensure adequate provision of utility infrastructure in the City.*

A comprehensive directional signage and information system will not only guide visitors to, from, and between the Harbor and its attractions, but will reinforce the presence of the harbor in the minds of visitors and residents alike. A city-wide "path finding" strategy will provide direction to visitors not only to harbor attractions but to parking and other points of interest in the City as well. Such a "path finding strategy" might employ a variety of means -- signs, markers, pavers and banners -- to make such connections legible. A central component of this informational system will be a system of signs and markers that guide and orient visitors within the waterfront district. A series of informational kiosks will be located at strategic points throughout the waterfront providing directions and current scheduling information. Plaques and markers will be used to indicate key links to the downtown and other local attractions.

Such a signage program would need to be mounted by the City as a city-wide initiative, with the waterfront as one district within the larger urban context. Frequently, such an

effort is contracted out to a private consultant with specific expertise in identity and informational graphic design.

A consistent approach to streetscape elements, including paving, lighting, trees and other planting, benches, bicycle racks and trash and recycling receptacles, will also serve to mark paths along the waterfront and its amenities. Such treatments will reinforce connections throughout the waterfront, as well as with the downtown. These streetscape improvements should extend outside the limits of the Harbor Planning Area to provide continuity within adjacent neighborhoods. Liberty Street and Congress Street are seen as the primary links to the downtown from the waterfront. The connections with Liberty Street at Congress Street should be strengthened. The City of Salem would contract with a private landscape consultant with particular expertise in streetscape design for the development of a master plan for the streetscape design throughout the waterfront area. In addition to these physical improvements, a pleasant and safe pedestrian environment, particularly with increased foot traffic, requires frequent trash and recycling services, as well as snow removal. The Harbor Plan calls for the adequate provision of these public services.

Traffic Management Program

Inherent in any plan to attract more visitors to an area is the increase in vehicular and pedestrian traffic. Many of the proposed recommendations would generate a significant level of new traffic and parking demand in the harbor area. It is an important priority of the Harbor Plan, nonetheless, that the quality of life for Salem's residents not be eroded as a result of any of these recommendations. Access for business should be preserved as well. Increased traffic and greater difficulty finding parking spots, however, do just that. The Harbor Plan recognizes that one of the key issues to be addressed in the implementation of the Harbor Plan will be the effective management of increased traffic and parking demand.

An important key to minimizing such impacts of these new uses is the development of a comprehensive transportation management plan. This plan should include enhanced public transit services, a traffic and parking management program, and a pedestrian management program. Such a plan, however, cannot consider the waterfront in isolation; any transportation management plan must treat the City in a comprehensive manner. This transportation management plan will be critical in ensuring that Salem's citizens do not bear the burden of increased activity on Salem's waterfront.

The City of Salem is presently well served by public transportation to and from the City, but internal and regional connections are lacking. Commuter rail, express bus, local bus, and water ferry services are all available to access the city. During the summer months, a local trolley service is provided to connect a number of the harbor and downtown tourist destinations. In addition, the Harbor Plan proposes to add water taxis to the public transit services for local mobility. Key to the success of the Harbor Plan will be linking these existing and proposed services to provide a seamless, convenient transportation system that does not rely on the automobile. This local link can be provided by an expanded and enhanced local shuttle system. Also, the existing public transit services should be highlighted in promotional materials developed for the city.

Satellite Parking Program

Throughout the country, tourist areas like Salem manage seasonal traffic influxes by developing a program of remote parking facilities. These facilities are linked to the local tourist destinations by shuttle buses. Motorists are directed to these remote parking facilities by signage and then shuttled to the tourist district(s). This action keeps tourist-generated vehicle trips on the perimeter of the area, reducing traffic impacts within the downtown. The City presently employs such a program during the month of October for the *Haunted Happenings* event. In seasonally attractive areas like Salem, these remote parking facilities can include publicly-owned properties such as schools. The demands of the school (which are generally weekdays from September to June) alternate well with the demands of the tourist trade (which are generally daily in July and August and late spring and early fall weekends). In the general area, locations such as Salem High School, the Bentley School, and Salem State College could be designated as remote facilities. The development of additional remote parking should also be considered. There may also be opportunities to utilize the MBTA commuter rail parking on weekends. Having shuttle buses that operate via the MBTA commuter rail station would also encourage more people to use the available public transit system.

To implement an effective satellite parking program, a well defined shuttle or trolley system must be developed. The existing seasonal system offers a base from which a more comprehensive service plan can be developed. This plan should include an efficient system of trolley routes that keep delays at a minimum and strategically placed stops to capture a high volume of passengers. The trolley system must be attractive, easy to use, offer frequent service, and be well advertised to be effective. Links should be provided to all the public transit services, the water taxi, and the tourist districts. One potential route worthy of future assessment is illustrated in Figure 3, which follows. Any consideration of off-site parking for attractions within the waterfront must be part of a citywide strategy.

Figure 3: TROLLEY ROUTES



SALEM HARBOR PLAN

Other Considerations

Another critical element in a transportation management plan for the City of Salem is consideration of access to waterside activities, in particular the harbor's mooring fields, ferry and water taxi landings. The Harbor Plan recommends that the citywide transportation management plan include a strategy to link moorings, water taxi landings and ferry facilities to parking facilities citywide; one means of mitigating traffic impacts on the City's residential neighborhoods could be a shuttle system.

Pedestrian management is a concern in an area like the Salem Harbor waterfront. Adequate sidewalks and walking paths must be provided for the safe movement of pedestrians. The streetscape enhancements, new public parks, the Liberty Street path, and the Harbor Walk are the primary pedestrian components of the overall plan, and each component contributes toward an improved experience of Salem on foot. The Harbor Walk will help to divert some pedestrian traffic from area streets reducing sidewalk congestion.

The City recognizes that the continued economic viability of the area is dependent on improvements being made in both the sanitary sewer and the water systems, as any future developments will rely on Salem's capacity to support this growth.

The City has been working to address existing deficiencies in the sanitary sewer system. An initial step directed towards the issue of sewer system overflow during major storm events has been the upgrade of the South Essex Sewer District (SESD) Wastewater Treatment Facility. In addition to the upgraded treatment facility, city officials have identified the need for a controlled and marginally treated sanitary system overflow to the Harbor. This type of facility will help to reduce the volume of untreated material that is run into the Harbor during overflow conditions. Another element of a long-term improvement program identified by the City is the continued reduction in inflow and infiltration to the system. The discontinuation of roof leader and sump pump discharges into the sanitary system is an inexpensive and necessary element in the SESD service area which will allow for the further reduction of overflow conditions in and around downtown Salem. This will also reduce excess flow payments to SESD and reduce the size of the overflow treatment facility.

Water system deficiencies in all harbor planning sub-areas are caused by excessive tuberculation of cast iron pipes, and faulty valves and fire hydrants. The South Commercial Waterfront district is less affected because of its proximity to the cleaned and relined Lafayette Street twenty-inch main. Service to the North Commercial Waterfront, Community Waterfront and Industrial Port districts was improved by the relining of a 16-inch main in Fort Avenue. However, none of the Fort Avenue feeder mains have been rehabilitated, so fire flows in this area are still inadequate. To upgrade service to the entire harbor district, twelve-inch and sixteen-inch mains in Derby Street, Essex Street, Webb Street and Bridge Street need to be cleaned and relined with concurrent valve and hydrant reconstruction/replacement. The work will eliminate most of the major problems with fire flow currently encountered in the study area as well as in surrounding areas. Some or all

of the work may be fully or partly funded by private interests if greater fire flow requirements are realized in the Industrial Port District due to a change in use.

South Commercial Waterfront

For the most part, the uses within the South Commercial Waterfront do not take advantage of their waterfront location. With the exception of the boat slips near the Congress Street Bridge, the uses along the Shetland Mills waterfront are non-water related. Along the South River, only one use has taken advantage of its waterside location by providing boat slips and outdoor dining. At present the water depth of the river and clearance beneath the Congress Street Bridge is quite limiting for boating use—only 5 and a half feet at MHW.

Aesthetic quality is an issue at the South Commercial Waterfront as well. The Massachusetts Electric Company transformer substation, with its large parking lot, has been cited as an eyesore on the South River by residents and business owners in the vicinity. The prevalence of derelict, vacant lots and non-water related uses, including the substation and the numerous automobile-related businesses, serve to cut off the nearby residential Point Neighborhood from the rest of the waterfront and the downtown. Because of its adjacent land uses, the South River thus serves as an effective barrier between the neighborhood and the rest of the City. In contrast, the area on the Pickering Wharf side of the Congress Street Bridge has the character of a lively waterside area, with boating facilities, waterside restaurants, a waterfront boardwalk and open space, as well as a variety of water-dependent and marine-related businesses.

The Harbor Plan recommends an incremental approach to improvements in the South Commercial Waterfront rather than any single, large-scale redevelopment approach. The ultimate goal is to bring increased activity on the waterside, as well as to create new opportunities for the community to enjoy the water's edge, transforming the South River from an unappealing barrier into a pleasant transition area (see Figure 4). Implementation of all landside and waterside improvements in this planning area will be in compliance with the Americans with Disabilities Act (ADA) and the regulations of the Massachusetts Architectural Access Board (521 CMR).

The strategy calls for a variety of streetscape and other public infrastructure improvements aimed at enhancing the quality of life for residents and businesses alike, establishing connections with the downtown and the rest of the waterfront, and promoting visual and physical access to the water. The Salem Harbor Walk, a range of streetscape improvements, new neighborhood parks and improved parking form the core of the proposal for this area. Also, dredging the South River will open up new opportunities for recreation on the water. The plan anticipates that the public involvement brought by these amenities will be a critical factor in encouraging private sector investment in the future. It is hoped that any new development would be oriented to both the water and surrounding streets, and would contribute to a mixed-use environment. It is important to note that some of these objectives along the South Commercial Waterfront will be realized through Chapter 91 licensing, and are subject to state guidelines, which will be discussed in a later section (see Figures 13 and 14).

Recommendations for Navigation and Waterside Use

- *Promote activity on the water at the South River through a number of improvements including necessary repairs to the sea wall and bulkhead, and the provision of additional floats and slips.*
- *Add a dinghy dock for local recreational boaters.*
- *Encourage uses that will animate the area along Pickering Wharf in the vicinity of Central Wharf, such as transient boat dockage for visiting recreational boaters or berthing for excursion boats, in the place of the private boats now docked there.*
- *Conduct dredging of the South River to increase opportunities for small boating.*

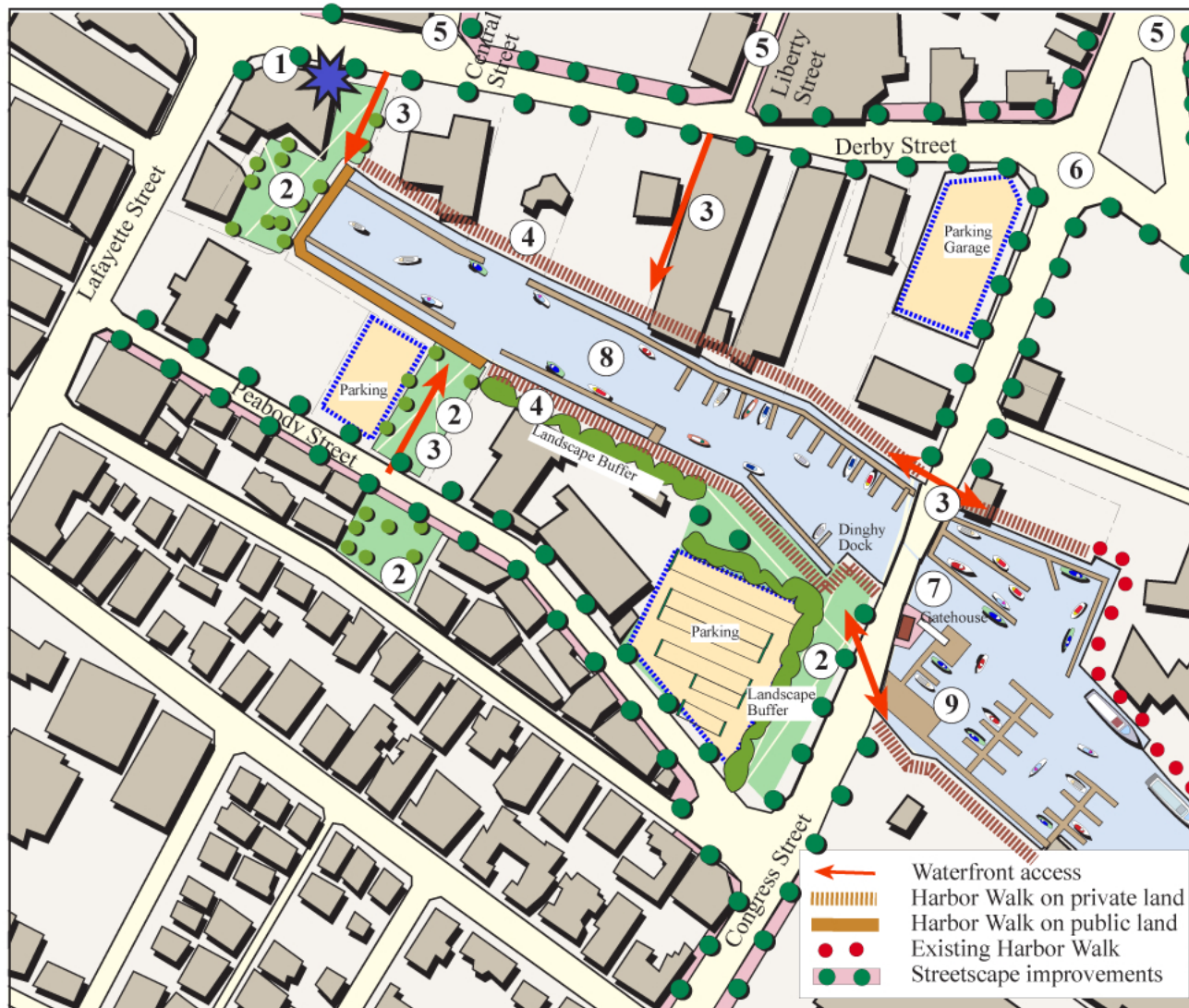
In support of increasing opportunities for public enjoyment on the water, the Harbor Plan calls for adding 5 finger floats accommodating 10 boats and a linear float for 17 boats on the north side of the South River. There would also be a linear float accommodating 26 boats on the opposite side. The intention of these additions is to encourage boaters in the harbor to tie up at the South River to enjoy the area's open space and restaurants, or to visit downtown attractions, easily accessible on foot from the South River.

A dinghy dock is recommended to provide waterside access for boaters to mooring fields in the vicinity, including the moorings at Palmer Cove. The dinghy dock would be located at the southwestern corner of the Congress Street Bridge, with relatively close access to parking.

The Harbor Plan also recommends encouraging development of berthing facilities for transient boaters along Pickering Wharf across from Central Wharf. Additional excursion boats such as harbor tours would bring a lively flow of visitors. This would also provide an opportunity for transient boaters to dock in convenient proximity to the National Historic Site and other attractions in the Tourist Historic Harbor, as well as the restaurants and shops at Pickering Wharf and on Derby Street.

Dredging of the South River is required to provide suitable water depths for navigation of small vessels. Typically, a dredge grade of approximately 6 to 7 feet below mean low water is sufficient for smaller vessels up to 30 feet in length (see Figure 5). Dredging operations would be kept back from the existing bulkheads, as their condition and capacity is questionable. The resulting "no-cut" zone lends itself well to a marginal or perimeter harbor walk, with floats and water access gangways attached to this walkway. Once funding is in place, dredging could begin. All public agency requirements for dredging and disposal, such as those regarding sediment control, would be followed. The Harbor Plan recognizes that an area near the south end of the Shetland Mill site may prove to be an appropriate location for temporary or long term ferry service. Should the viability of this location be established through separate studies and negotiations, the Harbor Plan would support such a use of the waterfront at this location.

Figure 4: SOUTH COMMERCIAL WATERFRONT



Recommendations

- (1) “Gateway” to the waterfront
- (2) Pocket Parks
- (3) Waterfront access
- (4) Harbor Walk
- (5) Pedestrian links with downtown
- (6) Streetscape and signage improvements
- (7) Gatehouse restoration
- (8) Boat float and slips for small crafts
- (9) Improvements to float and accessway

Key Benefits

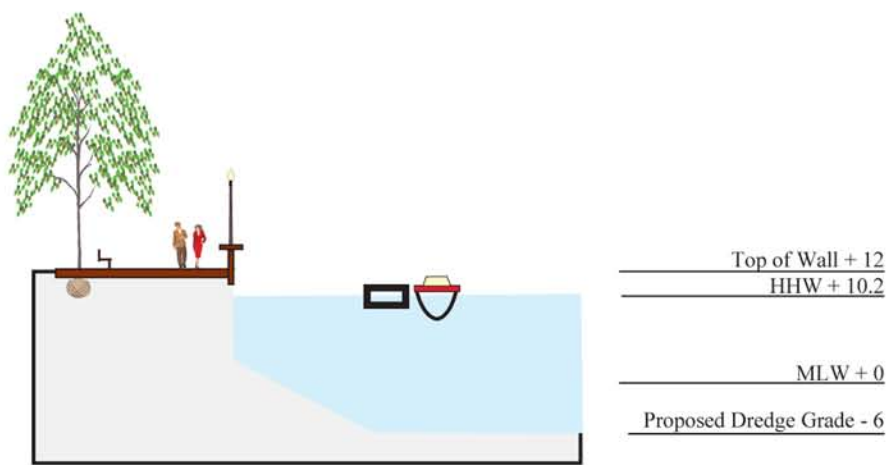
- Stronger neighborhood identity
- Landscaped streets and new neighborhood parks
- More waterside activities
- Incentives for private development
- Enhanced connections with downtown
- Increased neighborhood parking



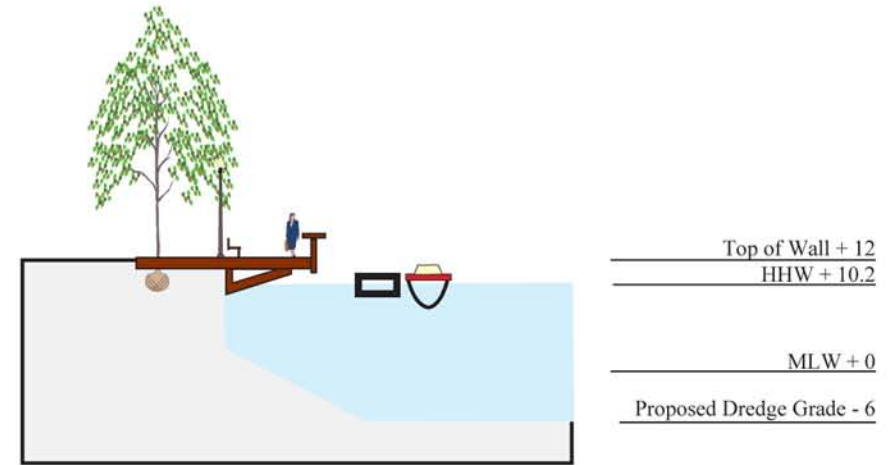
SALEM HARBOR PLAN



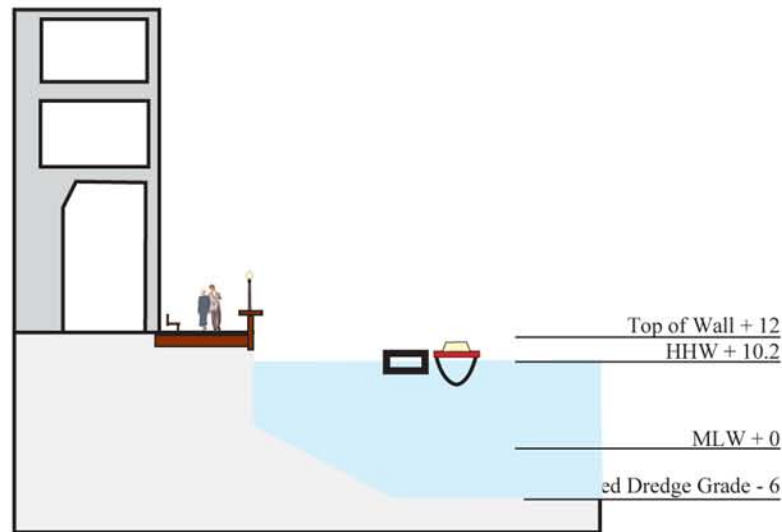
Figure 5: SOUTH RIVER DREDGING AND HARBOR WALK SECTIONS



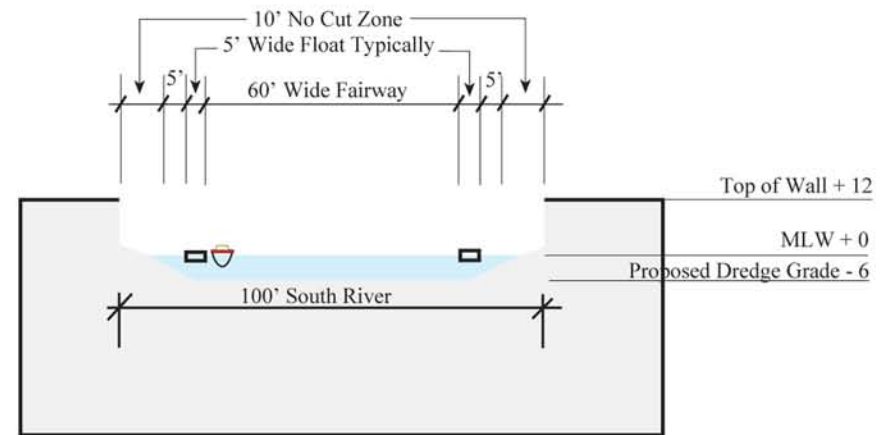
Landside Walkway



Cantilevered Walkway



Passageway created through existing building



South River Dredging Section

Recommendations for Landside Use

- *Establish the image of a “gateway” to the waterfront at the corner of Derby and Lafayette Streets as a symbol of welcoming and to reinforce the identity of the area.*
- *Reinforce through streetscape improvements a series of connections, including Liberty Street, Central Street and Peabody Street.*
- *Promote connections between the downtown and the waterfront through streetscape improvements.*
- *Promote access to the water's edge and orientation out to the river as an integral element of any new development on the South River.*
- *Construct the Salem Harbor Walk along the South River to the maximum extent feasible, indicating alternative paths on existing sidewalks wherever links in the system are missing.*
- *Make waterfront access improvements in the vicinity of the Congress Street Bridge.*
- *Establish a clear waterfront pedestrian connection between Congress Street and Pickering Wharf.*
- *Encourage uses that promote enjoyment of the water, such as small restaurants, small boat rental shops and other related retail uses, along both sides of the South River.*

The design of a conceptual “gateway” at the corner of Derby and Lafayette Streets will indicate arrival in the waterfront district. Such a design should not be a literal gateway, but rather a visual element signifying entrance. A sense of welcoming might be conveyed with some type of appropriate landmark or landscaping, as shown previously on Figure 4.

Connections between the waterfront and the downtown will be strengthened by signage and streetscape improvements on Liberty Street, Central Street and Congress Street (to Hawthorne Boulevard). The Liberty Street connection will be coordinated with the streetscape design of the Peabody Essex Museum. Streetscape improvements along Peabody Street are intended to strengthen the connection between the residential Point Neighborhood and the waterfront district.

In support of the long-term goal of continuous public access along the waterfront, the Harbor Plan recommends that wherever the opportunity currently exists, segments of the Harbor Walk are to be constructed along the South River. The Harbor Walk will run at a width of 20 feet whenever possible, but never less than 10 feet. As illustrated in Figure 5, the Harbor Walk may run on land along the river, through a passageway created in an existing building or, as a last resort, cantilevered off of the bulkhead along the South River. During the period prior to the creation of the harbor walk, where links are missing, alternative routes should be indicated on existing sidewalks using pavers, signs and other means.

The Harbor Plan calls for a number of improvements to the Congress Street Bridge. Steps will be introduced to provide pedestrian access to the Harbor Walk at all three potential connections, as well as to the floats, slips and a dinghy dock at water level. As the Pickering Wharf site is redeveloped, the Harbor Plan calls for a waterfront link to the Congress Street Bridge.

In support of reinforcing and enhancing the waterfront character of the South Commercial area, specifically along the South River, the Harbor Plan encourages water-dependent and water-enhanced uses whenever feasible, as discussed above. Such ancillary uses as small boat rental shops and small restaurants would provide support to the additional floats and slips to attract boaters to the South River and enliven the waterside. While water-dependent uses would be preferred, the plan would clearly allow for other active uses that would contribute to public access and enjoyment of the waterfront.

All future development along the South Commercial waterfront would be required to provide, as appropriate, a minimum Harbor Walk, 20 feet in width. Public access amenities should occupy up to 10 feet of this width. Certain extensions of street corridors would be created as paths and open space. The three alternatives in Figure 5 illustrate options for achieving the goal of waterfront access within difficult site constraints.

For properties on the south side of the South River, the intent is that at least 50% of the land will be reserved for open space, i.e., free of buildings or structures. On the north side of the river, all new development would need to complete the “street wall” of adjacent structures to restore the historical character of this maritime community. These redevelopment guidelines are illustrated in Figure 6.

Figure 6: LONG-TERM RECOMMENDATIONS



Area 1

- (1) Redevelopment of the substation site
- (2) Redevelopment of buildings and sites consistent with public open spaces and neighborhood characters
- (3) Public access to Palmer Cove
- (4) Improvement of the beach and park at Palmer Cove
- (5) Public access along Shetland Mills
- (6) Dredging and expansion of docking capacity at Palmer Cove
- (7) Landside support for water taxi at Pioneer Village
- (8) Public access along the water edge through Chapter 91 licensing, acquisition easement or properties, or through construction along public areas

Area 2

- (8) Public access along the water edge through Chapter 91 licensing, acquisition easement or properties, or through construction along public areas

Area 3

- (8) Public access along the water edge through Chapter 91 licensing, acquisition easement or properties, or through construction along public areas

Area 4

- (9) Support for long term consideration of alternative energy sources at the Industrial Port, as well as continued activation of the waterside for marine industrial uses, and continued concern with the environmental quality of the harbor

SALEM HARBOR PLAN



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- *Create "pocket parks" on several publicly-owned, vacant parcels along the South River and on Peabody Street.*
 - *Balance the provision of community amenities, such as parks, with the need for parking in the Point Neighborhood by creating additional parking for residents whenever possible. One potential location is the eastern end of the Wendy's site. Green space should also be integrated in the existing parking space on the Massachusetts Electric site at Congress and Peabody Streets.*
 - *Encourage the removal of the existing "prison-like" fencing at the Massachusetts Electric Company and its replacement with a more pleasant landscaped buffer. The plan also recommends that the operation be moved to the building's interior, to the extent feasible.*
 - *Promote programs that will serve to reinforce and celebrate the identity of the community in the South Commercial Area. Annual waterside events, such as a parade of floats, or celebrations linked to the annual Hispanic festival, might serve this purpose.*
 - *Express the rich cultural heritage of the community in design efforts, such as murals, paving and other public art projects that involve the collaboration of residents, artists and designers.*
 - *Support the plans for the redevelopment of Pickering Wharf to increase facilities of public accommodation and public access.*

The Harbor Plan calls for the transformation of several derelict vacant lots currently owned by the City of Salem, and a linear parcel within the Massachusetts Electric site, into landscaped open spaces. The Harbor Plan further recommends that the City commit to open space as the dedicated future use for most of its holdings in this area. Two of the City-owned parcels and the Massachusetts Electric parcel are on the South River. The other remaining City-owned parcel is on the opposite side of Peabody Street. Use of these parcels as pocket parks will open up access to the water for residents and provide them with much-needed open space. This investment in the quality of the public realm should also serve as an incentive to the private sector to make improvements in the area.

There are many ways in which the cultural heritage and history of the community can be expressed in design elements in the parks. At the same time, an additional level of meaning can be achieved by actually involving community groups, school children and other residents in collaborative design and public art projects targeted for these parks. This might include the production of murals featuring local scenes or community members, the design of tiles or other pavers, community planting projects, a timeline of important neighborhood historical events inlaid in the pavement, or any number of other projects. Programs located in these parks or on the South River can also play a meaningful role in celebrating the heritage of the community. This area has the particular advantage of being able to accommodate events that actually occur waterside, such as a parade of

floats. Events such the annual Hispanic Festival, which occur on an annual basis, can also reinforce the identity of the neighborhood.

The Harbor Plan calls for the ambitious treatment of the Massachusetts Electric site to mitigate its current deleterious effects on its context. The barbed wire fencing should be removed and replaced with a landscape buffer more appropriate to the character of a residential neighborhood. The plan calls for encouraging the reconfiguration of the facility to accommodate its operations indoors to the maximum extent feasible.

The Harbor Plan also calls for the provision of increased parking to meet the needs of the neighborhood. The Harbor Plan recommends that the City consider purchasing the parcel immediately adjacent to the Wendy's parking lot to provide an opportunity for public parking. This would add thirty public parking spaces to the supply in the neighborhood. This proposed parking lot is indicated on the plan.

Recommendations for Infrastructure Requirements

- *Improve vehicular and pedestrian access as well as parking for neighborhood residents and businesses through intersection redesign and streetscape improvements.*
- *Implement a program of signage and streetscape improvements along Derby Street, Liberty Street, Congress Street, Peabody Street and the South River.*
- *Support the City's efforts in implementing programs to address stormwater drainage problems in this area.*

The types of improvements necessary to improve traffic flow would include traffic signal timing and intersection striping adjustments, minor roadway widening, and new traffic control devices. Intersection improvements would also improve pedestrian safety by providing large well defined crosswalks and exclusive pedestrian signal phases. Parking for neighborhood residents would be improved with the construction of adequate visitor parking facilities, as well as the new proposed surface parking lot. Restricted residential parking locations would be identified and enforced.

Increases in traffic and increases in the supply of parking can have an impact on nearby intersections. These intersections may require improvements such as signal timing and intersection striping adjustments, as well as new traffic control devices.

The potential advantage of reversing the flow of traffic on both Ward and Peabody Streets to form a conventional one way couplet, can only be determined with additional study. The impact of this proposal would need to be carefully evaluated in the context of the overall cross street system. Daily traffic volume data would need to be assessed to determine the adequacy of Leavitt Street to absorb the traffic displaced from Peabody Street.

A coordinated system of signage and streetscape improvements is recommended for the entire planning area, and in this sub-area, such a network could serve to link Derby, Liberty, Congress and Peabody Streets to the South River. A consistent approach to these design elements, such as signage, lighting, trees, paving, benches, trash and recycling receptacles and bike racks, will serve to establish the identity of the area as a distinct district with a unique character, and to reinforce connections with other areas.

Parts of this district, especially low lying areas including Lafayette Street, Derby Street and Congress Street, as well as basements, are subject to stormwater and sanitary sewage overflows during severe storms. This situation is not uncommon in older cities and towns such as Salem. To address this condition, both the inflow/infiltration and overflow treatment facility programs need to continue to be implemented. Improvements to the water system include main line cleaning, relining of existing pipes, and valve and hydrant replacements.

Long-term Recommendations for the South Commercial Area

- *Increase public access around Shetland Mills, connecting the planning area with Palmer Cove.*
- *Improve and enhance public access to Palmer Cove along with improvements to the beach and park.*
- *Construct landside support for a water taxi service at Pioneer Village, and conduct necessary dredging to facilitate the provision of this service.*
- *Dredge and expand the docking capacity at Palmer Cove to promote waterside access and activities.*
- *Promote private development along the South River, including the redevelopment of the substation site, with public open space and buildings consistent with neighborhood character.*

In addition to the incremental, near-term improvements proposed for the South Commercial Waterfront, the Harbor Plan also recommends a vision for the long-term transformation of the area (see Figure 6). As such, the Harbor Plan proposes that the following long-term recommendations be used to guide future policy related decisions.

The long-term vision for this area calls for continuous public access along the harbor's edge from the South River to Palmer Cove. The most significant impediment to the realization of this vision is the area along the privately-owned Shetland Mills property, which effectively blocks access to the harbor's edge. In the long-term, means such as changes in ownership, changes in land use, or the Chapter 91 re-licensing process might be used to overcome this obstacle.

Palmer Cove lies at the southern most end of the South Commercial Waterfront. At that point, the Palmer Playground provides the southern-most access to the waterfront. The playground contains ball fields and a play area for smaller children. An asphalt walkway runs alongside the water's edge at the playground.

Public access to Palmer Cove will be enhanced by creating a pedestrian path, using the same vocabulary of streetscape treatments as the rest of the Harbor Walk, from the end of Congress Street to the Palmer Cove beach. The existing asphalt walkway would be refurbished in a similar manner.

Improvements to the beach would include replenishing the area with fresh sand, as well as providing other amenities such as benches and trash receptacles. The landscaping at the playground playing fields would be refurbished, and amenities such as drinking fountains and restrooms would be added to service this area.

The plan encourages the extension of water taxi service to Pioneer Village from other points in the harbor. Landside support facilities would include the provision of a float to

serve as a taxi landing, as well as a small kiosk for the sale of tickets and distribution of service schedules.

Presently, water access to Pioneer Village is restricted by tidal shorelines without any access structures. There is an existing navigation channel and marina near the north end of the site, which would be the closest navigable water. Dredging in conjunction with an access pier and float near the existing channel would be required for water taxi access. The practicality of dredging and final site selection will require a subsoil survey due to the observed presence of rock and ledge in the area. As rock excavation is substantially more costly than sediment dredging, the siting of the proposed dredging, as well as the orientation and length of an access pier, will have a major impact on the overall cost of the project. Once sited, further design and permitting of land and water infrastructure and site amenities will need to be undertaken by the City.

Palmer Cove Yacht Club and the City should review prior dredge projects at the entrance channel and mooring site and investigate the need for additional dredging. Following determination of project requirements, the applicant should provide necessary engineering and permitting for the proposed work. Pending sediment quality findings, disposal of dredged material which cannot meet unconfined offshore disposal requirements, may be disposed at the proposed City DMMP disposal site.

In addition to providing the community with increased amenities, the program of public investment in open space and other infrastructure is anticipated to attract private development to the area. Numerous opportunities exist, particularly along the South River, for water-dependent and water-enhanced development to occur over time, replacing uses which might easily and more appropriately be located elsewhere.

Discussions should be initiated with Mass Electric Company regarding the reconfiguration and/or relocation of the substation in the context of appropriate DEP licensing. As currently configured it has a significant negative impact on the appearance of the area. The relocation of the facility would enable the redevelopment of the sizable parcel for uses more appropriate to this waterfront location. All new development and renovations should be consistent in scale and in character with the surrounding waterfront neighborhoods.

Tourist Historic Harbor

The section of the waterfront referred to as the Tourist Historic Harbor lies at the center of the Harbor Planning area and is comprised largely of the National Historic Site (NHS) and the historic Derby Street residential neighborhood. The National Historic Site was established in 1938 to showcase the period between 1760 and 1830. At that time, the site was cleared of all but remnants from that period of historic significance. In the mid-1980's, as a result of significant local pressure, Congress appropriated funding for the physical redevelopment of the site, and enlarged the mission area beyond the site to include all of Salem, and eventually Essex County. The amenities existing on the site now, such as the Visitor Center, as well as those improvements discussed herein, are all part of this ongoing effort to maximize the public benefit of such invaluable historic resources by taking full advantage of their educational and interpretive potential. Recent improvements include a \$5.5 million rehabilitation of Derby and Central Wharves. This included dredging to a depth sufficient to allow historic and traditional sailing ships, such as the recently berthed *Friendship*, to tie up at the wharves.

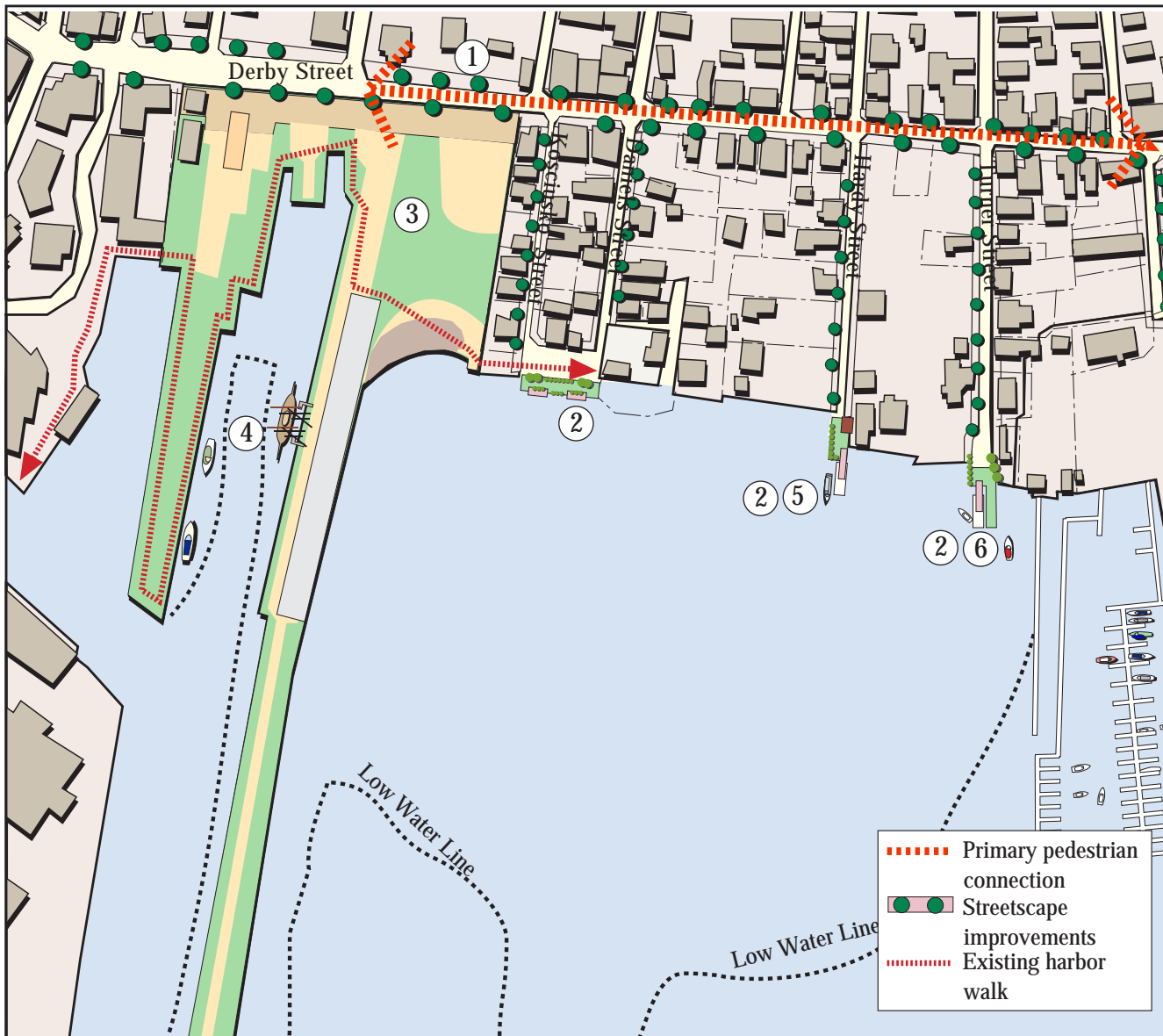
The House of the Seven Gables, made famous in the writings of Nathaniel Hawthorne, is located on the second largest parcel along the Tourist Historic Harbor waterfront. Plans for the House of the Seven Gables exist to recreate Turner Wharf to provide docking facilities for smaller historic vessels and to provide water transportation access to the site.

The Harbor Plan calls for enriching a visitor's experience in Salem through the continued support for NPS plans, while at the same time enhancing the quality of life for residents of this unique waterfront neighborhood. Improvements focus on enhancing the historic character of the area and providing more pleasant public access to the water's edge. This approach also calls for strengthening coordination citywide among relevant tourism and cultural organizations (see Figure 7).). Implementation of all landside and waterside improvements in this planning area will be in compliance with the Americans with Disabilities Act (ADA) and the regulations of the Massachusetts Architectural Access Board (521 CMR).

Recommendations for Navigation and Waterside Use

- *Add floats to the ends of Hardy and Turner Streets to promote increased boating activity and recall the history of the site.*
- *Construct a landing for a water taxi service at the House of the Seven Gables.*
- *Promote a water taxi service, harbor tours and other boating activities in this area.*

Figure 7: TOURIST HISTORIC HARBOR

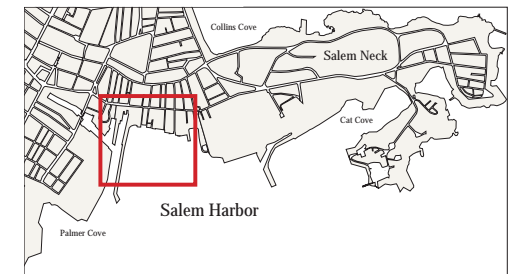


Recommendations

- Future extension of a Harbor Walk as a combination of walkways along the water's edge and connections to Derby Street where practical
- (1) Streetscape improvements/Harbor Walk today
- (2) Park-like outlooks
- (3) Support for current and ongoing NPS plans
- (4) Support for berthing facility for Central Wharf and rehabilitation and restoration of historic buildings
- Neighborhood events and programs
- (5) Dinghy dock
- (6) Water taxi and harbor tour services

Key Benefits

- *Enhanced historic character*
- *Increased waterside activities*
- *Landscaped streets*



SALEM HARBOR PLAN



Floats are proposed at the end of Hardy Street and Turner Street to provide dockage for transient recreational boaters while visiting the Salem Harbor area.

The Harbor Plan calls for increased use of water transportation options whenever feasible, and recommends the requisite landside supports to accommodate such use. A water taxi landing is proposed at the end of Turner Street as part of a water taxi service which could operate from various points along the harbor. The Harbor Plan also supports harbor tours operating from Pickering Wharf as another waterside activity which heightens public enjoyment of the waterfront.

Recommendations for Landside Use

- *Implement streetscape improvements on Derby Street as well as on side streets including Kosciusko Street, Daniels Street, Daniels Street Court, Hardy Street and Turner Street.*
- *Create small, park-like outlooks at the ends of streets extending south from Derby Street.*
- *Implement walkway improvements consistent with the idea of the Salem Harbor Walk, wherever feasible, at the water's edge along public rights-of-way from the House of the Seven Gables to the Congress Street Bridge. In the short term, the plan illustrates a walkway system that provides pedestrians with a distinct course along city streets connecting the waterfront outlooks, and also provides a clear route from this area to the New Salem Wharf.*
- *In the long-term, provide for additional public access to the waterfront in this and other areas through Chapter 91 licensing, easements, acquisition of properties, or through construction along public areas.*

The overall approach to streetscape improvements and providing pedestrian access to the waterfront applies in the Tourist Historic Harbor as well. Streetscape improvements as described previously will be continued along Derby Street, as well as along Kosciusko Street, Daniels Street, Daniels Street Court, Hardy Street and Turner Street. It would also be consistent with the intent of the Harbor Plan to extend streetscape improvements into the adjacent neighborhoods, including the north side of Derby Street, over time, perhaps initiating partnerships with the private sector as necessary. Wherever public rights-of-way currently exist along the water's edge, as illustrated in the following diagram, walkway improvements will be made. The long-term vision for Salem Harbor provides for additional public access to the waterfront through the a number of potential means, such as the Chapter 91 licensing process, easements, and the acquisition of property.

As referenced earlier, the MCZM has produced a handbook that provides communities with the tools to identify and reclaim historic rights of way to the sea. The publication walks the reader through all of the steps in such a process, and presents a local case study as well as useful grant program information. In response to citizen queries regarding the location of the historic right of way to the sea within the Tourist Historic Harbor, the

Harbor Plan recommends that the reclamation process might be undertaken either under the auspices of the City or an interested community group.

In the short-term, the Harbor Plan recommends that the Salem Harbor Walk be clearly delineated along existing city streets leading pedestrians to several waterfront lookouts, as well as to New Salem Wharf. The Harbor Plan recognizes the potential to provide pleasant and useful public access at the street ends and along the public right-of-way that extends to the water's edge. A small, park-like lookout, with seating and planting, is proposed for Daniels Street Court at the water's edge side of the existing parking area. Additional lookouts with planting and seating are located at the end of Hardy Street, along with a water taxi landing, and the end of Turner Street.

- ***Support the implementation of current and ongoing National Park Service (NPS) programs and improvements. NPS plans include the rehabilitation of several wharves, the construction of interpretive exhibits for visitors, accommodations for visiting historic and recreational vessels, the rehabilitation and restoration of a number of historic buildings and gardens, the re-grading of Derby Beach, and the reconstruction of the sailing ship, Friendship of 1797.***
- ***Support NPS plans to construct a multipurpose mooring and berthing facility for Central Wharf to accommodate multiple users, including the visiting vessel program and harbor tours.***

The National Park Service (NPS) is in the midst of implementing a comprehensive restoration and improvement program in support of the overall mission of the National Historic Site. Projects include the rehabilitation of the exterior of the Custom House, Derby House and Narbonne House; several historic landscape restorations; the renovation of St. Joseph's Hall; the rehabilitation and restoration of the West India Goods Store; and new exhibits in the back ell of the Derby House, in the Public Stores and several outdoor "wayside" exhibits on the wharves throughout the NHS. Most significantly, the East India Ship, *Friendship of 1797*, has recently been berthed at Derby Wharf.

Derby Wharf will be the focus of a number of improvements, including the installation of a variety of pedestrian amenities and details, such as stone seating, historic foundation markers and a compass rose.

The NPS also has plans to make a number of improvements on Derby Street, including the removal of overhead utility wiring; the installation of "period" lighting; and repaving and other streetscape detailing which links the site's attractions on the north side of Derby Street with the wharves. All streetscape improvements will be consistent with design elements of the Harbor Plan.

The National Park Service, as part of its interpretive program, plans to build a multi-purpose berthing facility at Central Wharf for visiting historic vessels and other boats consistent with the mission of the National Historic Site.

- ***Construct a dinghy dock to provide boaters with access to moorings.***

- ***Construct landside support facilities for a water taxi service.***

This portion of the central waterfront will host a range of new opportunities for enjoying activities actually on the water, as well as for taking advantage of new water transportation options. These waterside improvements are discussed below. There will be landside improvements necessary to support these new waterside uses. These include the construction of a dinghy dock of approximately 600 square feet at the end of Hardy Street, which would enable boaters to access their boats in the mooring field. At the end of Turner Street, facilities are proposed to support a water taxi service, including a float that meets ADA accessibility requirements.

- ***Promote increased coordination among relevant organizations citywide to provide maximum support to tourism activities that will enhance the quality of the visitor experience.***

Within the City of Salem there exists an abundance of potential attractions for visitors, ranging from waterside activities to the world-class Peabody Essex Museum, the House of the Seven Gables, and numerous other historic attractions such as the National Historic Site. Heightened coordination among these tourism-related organizations could reinforce the promotion and marketing of the City. The Harbor Plan's recommended approach is discussed in greater detail in the Implementation section of this report.

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- *Promote events, programs and design elements that celebrate the maritime cultural heritage of residents, encourage community participation and strengthen neighborhood identity and pride.*
 - *Expand and promote the City's facade improvement programs aimed at providing loans to small business owners and homeowners.*

The Harbor Plan seeks to balance the various visitor-related priorities outlined above with the goal of enhancing the quality of life for residents of this unique, historic waterfront neighborhood. Clearly, many of the proposed recommendations benefit both residents and visitors.

To complement efforts to improve the public realm, the Harbor Plan also recommends expanding and promoting a number of existing building improvement loan programs, or using them as models for the development of new programs. This would enhance the overall architectural character of the neighborhoods, and would also improve the building condition of these historic properties. Such loan or grant programs should be structured with detailed design guidelines to improve the quality as well as the economic value of these properties.

Existing programs which should be expanded when feasible to apply throughout the planning area, or which should serve as models for new programs, include:

- *The Small Business Loan Program For Businesses on Salem's Entrance Corridors* - This is a loan program aimed at improving the appearance of commercial property on Salem's entrance corridors including Derby Street. The current design guidelines should be defined in greater detail and in agreement with guidelines for the entire planning area. If feasible, the program should be expanded to include residential properties.
- *The Facade Improvement Program (FILP)* - This is a program that offers low interest loans on a 50% matching basis for the historically appropriate exterior improvement of commercial properties in National Register Districts within the jurisdiction of the Salem Redevelopment Authority (SRA). This program should be extended if possible to include commercial as well as residential properties within the planning area.
- *SHIP - Salem Home Improvement Program Loans for Owner-Occupants* - This is a loan program with which owner-occupants meeting certain income requirements can access funds to make property improvements. This program might be supplemented with detailed exterior design guidelines for properties within the planning area.
- *HOME Program: One to Four-Family Rehabilitation for Owner-Occupants* - This is a no-interest deferred loan program aimed at residential improvements. This program might be augmented with exterior design guidelines.

-
- *SHIP - Salem Home Improvement Program Loans for Investor-Owners of 1 to 8 Unit Dwellings* - This is a low interest loan program for owners of properties housing low income tenants. Again, design guidelines should be introduced within the planning area.

As in the South Commercial Waterfront, the Harbor Plan calls for expressing the history and identity of the community in proposed programs and urban design features. There are numerous opportunities to involve the community in commemorating events of local historic or cultural significance. This includes festivals as well as public art and design projects. For example, components of the streetscape system, (e.g. lighting or benches) might be adapted to express the identity and heritage of the neighborhood.

It is particularly important in this area to ensure that the identity of this district as a *residential community* is not lost among efforts to promote tourism. Moreover, it is widely acknowledged that these goals are not mutually exclusive; tourists like to visit destinations that are real, pleasant places to live. Consequently, priority will be given to events and programs that celebrate the cultural heritage of residents, encourage community participation and strengthen neighborhood identity and pride. A negative factor associated with some neighborhood improvement initiatives is that many longtime residents are displaced by newcomers as property values rise and the character of the neighborhood changes. It is the intent of the Harbor Plan to use means, such as the programs described above, to work proactively against such trends.

Recommendations for Infrastructure Requirements

- | |
|--|
| <ul style="list-style-type: none">▪ <i>Consider the transportation conditions in the Tourist Historic Harbor in the context of the citywide transportation management plan.</i>• <i>Support the City's efforts in implementing programs to address stormwater drainage problems in this area.</i> |
|--|

In the Tourist Historic Harbor district, the Harbor Plan proposes small-scale landside development activities, and a location for water taxi service. These proposed uses are ancillary or secondary uses that do not generate new vehicular traffic. Rather, they draw people from tourist population already in the area for other activities. Traffic associated with the water taxi service will be drop-off or walk-up activity. The landside development is primarily specialty retail that again draws from pass-by foot traffic. An adequate area for the drop-off of both supplies and people will be created adjacent to the landing at the end of Hardy Street.

As is the case in other parts of the waterfront, areas within the Tourist Historic Harbor, especially low lying areas, are subject to stormwater and sanitary sewage overflows during severe storms. As at the South Commercial Waterfront, both the Inflow and Infiltration and overflow treatment facility programs need to continue to be implemented. Improvements to the water system include main line cleaning, relining of existing pipes, and valve and hydrant replacements.

Additional waterfront activity, the waterfront walkway, and the extension of streetscape improvements will also require additional lighting and the extension of power services to locations currently unserved.

North Commercial Waterfront

The North Commercial Waterfront is the site of the most significant changes proposed within the project area. As the current site of the Salem Ferry Landing, it would be transformed into the site of the New Salem Wharf. This single move would have the greatest impact on reclaiming Salem's identity as a "vibrant seaport." This new public or public/private wharf would accommodate, in a pleasant park setting, a range of waterfront uses, specifically dockage and services for commercial fishermen, excursion boats, cruise ships, water taxis and other forms of water-based transportation. Residents of nearby neighborhoods would form the ranks of perennial visitors, drawn on a regular basis to enjoy the waterside open space and views. At the same time, the presence of transient boaters, whale watchers, lobstermen, fishermen, ferry commuters and cruise ship passengers would all contribute to bringing life to the area, as their various vessels would contribute to the view (see Figure 8). Implementation of all landside and waterside improvements in this planning area will be in compliance with the Americans with Disabilities Act (ADA) and the regulations of the Massachusetts Architectural Access Board (521 CMR).

Recommendations for Navigation and Waterside Use

- *Construct a New Salem Wharf to flexibly accommodate the specific set of waterside uses described in the Harbor Plan.*
- *Provide berthing for excursion boats, headboats, whale watching, ferries, water taxis and other commercial boating activities, with the exception of casino boats.*
- *Build berthing facilities for the servicing and maintenance of transient vessels.*
- *Provide berthing for local lobstermen and fishermen.*
- *Maximize berthing potential for both large and small boats.*
- *Provide berthing and other support services to accommodate cruise ships and other commercial passenger vessels.*
- *Provide fuel dock to meet the re-fueling needs of local and visiting boaters.*
- *Conduct dredging at Hawthorne Cove necessary to accommodate the construction and operation of New Salem Wharf.*

The Harbor Plan specifies a variety of new waterside uses, which will be made possible as the result of the construction of the New Salem Wharf. Berthing and utility connections will be available to accommodate cruise ships and other large vessels ranging from 200 to 800 feet in length. Other support facilities will be also introduced to support these large ships. Dockage will also be available to accommodate a range of other boating uses

including: three whale watch or other excursion boats of 90 to 120 feet in length; two 60 to 80 foot headboats; twelve 30 to 40 foot lobster boats; a 120 foot ferry and water taxi; and transient boat dockage of approximately 500 feet. A new fuel dock represents an important benefit, which could be made possible with the construction of the New Salem Wharf. A summary of the program elements follows.

DEVELOPMENT PROGRAM SUMMARY

Program Element	Quantity	Units	Space Allocation (Dockage lf)	Approximate Parking Needs by Use
Whale Watch/Excursion Boats (90-120 feet)	3	each	420	120
Headboat (60-80 feet)	2	each	160	30
Lobster boat (30-40 feet)	12	each	420	16
Ferry (120 feet)	1	each	120	100
Cruise Ship (200-800 feet)	1	each	800	0
Servicing Berths for Transient Vessels	510	lf	510	0
Water Taxi	1	each	40	0
Fuel Dock	1	each	60	0
Retail Uses (water-dependent and nonwater-dependent)	19,400	sf		31

The Harbor Plan recognizes that siting recommendations for the program elements of the New Salem Wharf project would place new uses on several parcels of privately held land. The Plan further recognizes that alternative sites may need to be identified for the program elements that require public participation in funding, should acquisition of the property or development of a public private partnership not be practical.

The construction of New Salem Wharf will result in a mix of waterside uses, potential for a ferry service and cruise ship dockage. Dredging will provide the draft needed for the new waterside uses, as well as extend the turning basin for fuel vessels for the power plant and cruise ships. Coordination with the DMMP will be necessary in order to accommodate material generated by this project, which is determined to be unsuitable for offshore dumping. Other infrastructure requirements include bulk-heading to stabilize shorelines, pier structures, and fendering to accommodate berthing of larger vessels and floats with utilities to service mixed use vessels using the site. Fuel docking facilities will provide Salem with a needed service for boats using the Harbor. The design, permitting and phasing of the project must be undertaken in coordination with the requirements of the federal, state, and local regulatory agencies.

Figure 8: NORTH COMMERCIAL WATERFRONT



Recommendations

- Streetscape improvements
- (1) New Salem Wharf
- Traffic management plan, including defining Webb Street as the primary access route
- (2) Parking facilities (298 spaces including adjacent land)
- (3) Pedestrian link on Blaney Street
- (4) Dredging
- (5) A range of waterside uses: whale watch boats, ferry boats, headboats, lobster boats, cruise ships, water taxi and transient vessel services
- (6) Public access and vessel support
- (7) Related commercial development

Key Benefits

- Increased access to commercial and recreational waterside activities
- Improved public realm
- Seaport character is reinforced
- Increased opportunities for water transportation
- Improved navigability
- Increased commercial development for citywide benefit



SALEM HARBOR PLAN

Recommendations for Landside Use

- *Support water-dependent uses that are appropriate to the site in scale and character, and which do not exceed the capacity of limited parking resources.*
- *Support development of non-water dependent uses as appropriate that contribute financial support to New Salem Wharf and are compatible with other water transportation., excursion and fishing-related uses programmed for the Wharf.*
- *Promote businesses aimed at providing services to boaters consistent with the highest environmental standards. Such services might include pump-out facilities, boat repair and sales, a chandlery, etc.*
- *Locate a re-fueling station at the end of the pier to provide a much-needed service to local and visiting boaters.*
- *Extend streetscape improvements along Derby Street.*
- *Enhance pedestrian connections from Blaney Street to the New Salem Wharf to provide a clear and pleasant route for both residents and visitors.*
- *Create a series of pleasant pedestrian walkways and open spaces at the New Salem Wharf site.*
- *Celebrate and incorporate into physical improvements and proposed events aspects that reinforce neighborhood identity, local history and cultural identity.*
- *Support new construction that is consistent with the character of the neighborhood and respectful of existing views to the water.*

The Harbor Plan calls for a development program for New Salem Wharf that focuses on waterside transportation, excursion businesses and other types of commercial dockage, including a cruise ship facility and additional supporting landside development. The recommended program represents a mix of water-dependent industrial and accessory uses, and supporting and compatible non-water dependent uses.

The Harbor Plan anticipates the construction over time of approximately 19,000 square feet of retail development. This would include businesses which provide services to boaters as well as other retail uses serving boaters and other visitors to the area, which would be compatible in design and scale with the intended character of the waterfront. One important retail service will be the provision of fuel and associated amenities, such as ice, water, toilet facilities and showers for local and visiting boaters. Pavilions, ticket booths and waiting areas would be provided to serve the needs of passengers on the various types of commercial boating enterprises. These proposed retail, office and restaurant uses would be considered as contributing uses to the DPA due to demonstrated subsidization of the financing and operational costs of the facility's water-dependent uses.

As described in discussions about other planning sub-areas, the public realm in the North Commercial Waterfront will be improved with streetscape and other neighborhood amenities consistent with the overall design approach throughout the study area. As in other areas on the harbor, opportunities will be taken to express the heritage and history of the neighborhood in design elements and programming of community events, and new design will be encouraged that is responsive to the character of this unique waterfront context.

The proposed New Salem Wharf is conceived as a publicly-developed multi-use maritime facility. The current conceptual design is the result of significant public input, and change in response to this input. For example, the design addresses traffic, parking, public access, off-season use by the neighborhood of parking areas and dockage for local fishermen, in addition to providing significant new water transportation opportunities and services. The inclusion of this project in a state-approved Municipal Harbor Plan (MHP) is an essential step in securing the necessary funding through the Governor's Seaport Council to bring this significant waterfront development to fruition.

It is, however, no guarantee. Several important pieces must come together through a concerted effort on the part of the Mayor, the City Council, current property owners and citizens of Salem, in partnership with state and federal regulatory agencies, to successfully create the proposed New Salem Wharf. These include, but are not limited to:

- negotiation of land agreements or property transfer of the Blaney Street property, in a fashion which is determined to be consistent with state law and policies governing expenditure of Seaport Bond funds.
- negotiation of land agreements or property transfer to accommodate the required parking on what is now the PG & E property
- local approval of changes to traffic patterns to allow access via Webb Street
- final design, engineering and local, state and federal permitting
- local approval of an appropriate management structure to develop and operate the site (see Implementation Section for options to be considered)
- most importantly, the financial feasibility and benefit of the New Salem Wharf must be demonstrated, through detailed economic evaluation, including development of a business plan, prior to the City of Salem committing to or contributing project construction funds.

If the City of Salem is unable to accomplish any of the key pre-development tasks, the New Salem Wharf as proposed will not be developed.

In that case, as well as in the interim period prior to the City taking control of the site, the Harbor Plan supports, in general, the development of the types of water-dependent industrial uses envisioned for the New Salem Wharf, on the Blaney Street property, consistent with the restriction in the Harbor Plan on gambling cruises. Furthermore, both in the case of the New Salem Wharf or any privately developed interim or substitute development, issues of parking, traffic, environmental and neighborhood impacts must be addressed to the satisfaction of local, state and federal authorities through the appropriate public permitting processes. No change is proposed in any of those processes. Substitute provisions to the Chapter 91 regulatory process apply only to a publicly developed New

Salem Wharf. Any other development will be subject to all standard Chapter 91 regulatory provisions on a case by case basis.

Recommendations for Infrastructure Requirements

- *Develop a plan to effectively manage increased traffic and meet current and increased demand for parking in the area. This would include defining Webb Street as the primary access route to the New Salem Wharf.*
- *Build new parking facilities to meet the needs of users of the New Salem Wharf and surrounding areas. Such parking might be made available for neighborhood use, in the off-season. Provisions should be made to reserve the opportunity in the future to add a deck of parking over the proposed parking lot.*
- *Provide a landscape buffer between the parking lot and the adjacent street and neighborhood.*
- *Make necessary improvements to ensure adequate and safe vehicular and pedestrian access, as well as adequate parking to meet new demand.*
- *Support the City's efforts in implementing programs to address stormwater drainage problems in this area.*

One important component of the recommended citywide Transportation Management Plan would address the increased traffic and parking demand resulting from the proposed new uses associated with the development of the New Salem Wharf. The magnitude of the projected traffic volumes associated with the New Salem Wharf development is likely to necessitate improvements to the local roadway system (see Figure 9). The types of improvements necessary could include traffic signal timing and intersection striping adjustments, minor roadway widening, new traffic control devices, and the development of satellite parking facilities. Intersection and roadway improvements are likely to be necessary at several locations along Derby Street, Essex Street and Webb Street since these will be the primary access routes to the new development. Some of these improvements may require action by state agencies which would in turn, subject the transportation element of the project to review under the Executive Office of Environmental Affairs, MEPA Unit.

The Harbor Plan calls for the construction of a new parking facility at New Salem Wharf to meet the needs of users of the Wharf. Such parking might be made available for neighborhood use in the off season, particularly in the winter, which would make a significant contribution to alleviating congestion on the local narrow streets. Provisions should be made to reserve the opportunity in the future to add a deck of parking over the proposed parking lot. This facility, located immediately adjacent to New Salem Wharf, would have a single point of access/egress located at the intersection of Derby Street and Webb Street. A landscape buffer should be planted between the parking lot and the adjacent street and neighborhood to provide a visual screen from the facility. Visitor signage would be provided to direct motorists to use Bridge Street and Webb Street to

access the site. All exiting traffic would have to use Webb Street as Derby Street is one way eastbound between Orange Street and Webb Street. Pedestrian (but no vehicle) connections would be made to Derby Street through Blaney Street.

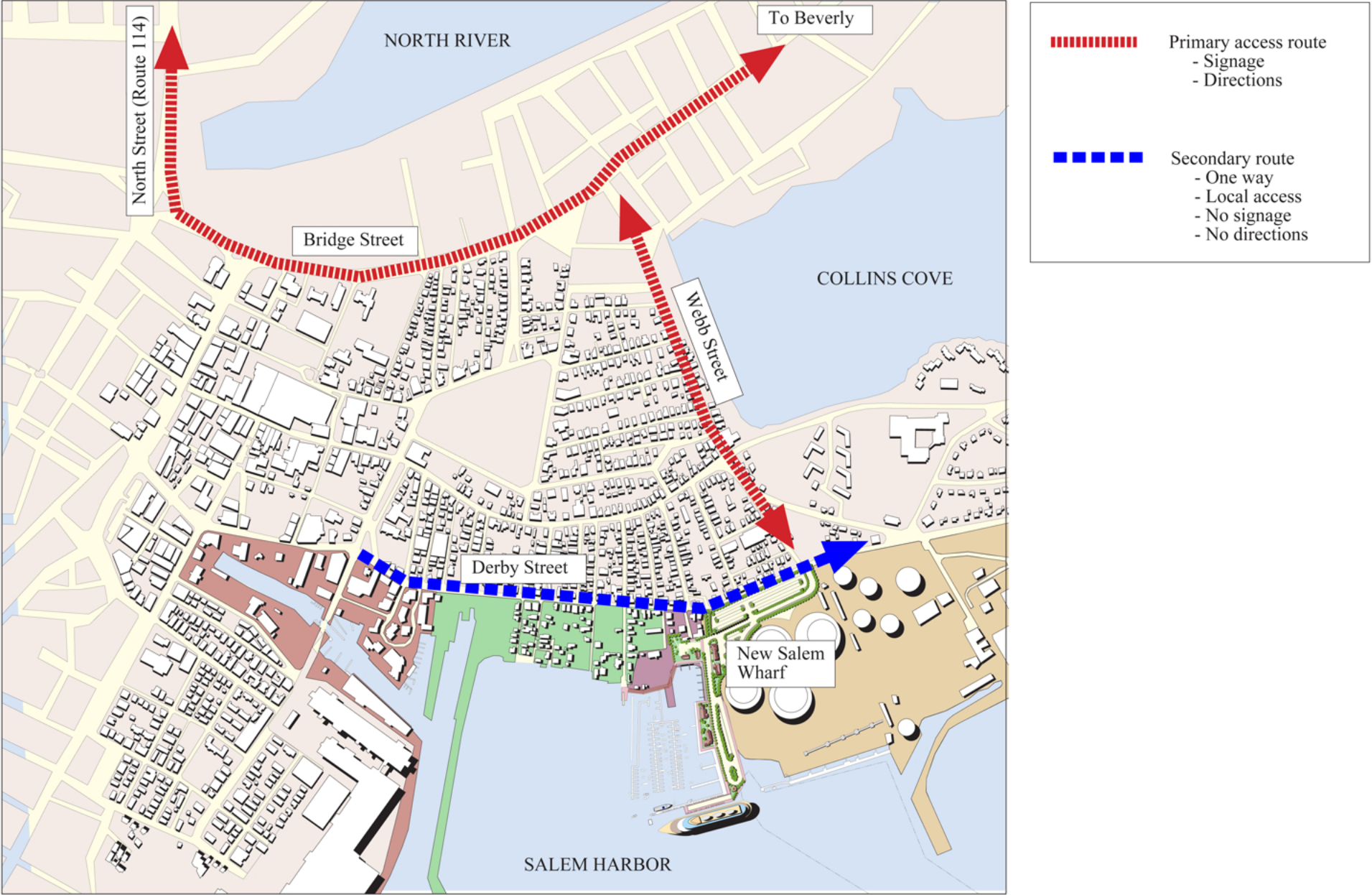
It is anticipated that relatively few arriving vehicles will use Derby Street as an access path. It is not the most convenient route for many local users of the Wharf, and all visitors will be directed to use the Webb Street route. In general, any increase in traffic volumes will be concentrated during early morning hours.

One potential access route for emergency vehicles would be Blaney Street. The New Salem Wharf and all associated development would be constructed in accordance with all relevant National Fire Protection Association codes and requirements.

As in other sub-areas, portions of the North Commercial Waterfront are subject to stormwater and sanitary sewage overflows during severe storms. To address this condition, both the Inflow and Infiltration and the overflow treatment facility programs need to continue to be implemented. Improvements to the water system include main line cleaning, relining of existing pipes, and valve and hydrant replacements.

The gas utility infrastructure can be upgraded to supply the demands generated by new developments since there is a high pressure main in Fort Avenue.

Figure 9: PRIMARY ACCESS TO NEW SALEM WHARF



SALEM HARBOR PLAN



Industrial Port

The Industrial Port covers an area of approximately 78 acres. All but about five acres of the landside portion of the Designated Port Area (DPA) are located on one parcel within this area. The facilities that comprise the landside portion of the DPA include the Pacific Gas and Electric power plant, the former Northeast Petroleum oil terminal and tank farm, and a berthing facility for the DPA. The South Essex Sewage District Treatment Plant is not part of the DPA. The entire land area of the Industrial Port sub-area is intensely used for water-dependent industrial uses, and the plan recommends that it continue to be used in this manner (see Figure 10).

Recommendations for Navigation and Waterside Use

- *Support continued and future marine industrial uses.*
- *Support federal channel maintenance dredging to provide deep-water access to the harbor and the turning and berthing basin necessary for the industrial uses within the DPA.*
- *Implement Derby Street and Fort Avenue streetscape improvements as a link in the Salem Harbor Walk.*
- *Make landscape improvements along the Pacific Gas & Electric site at Hawthorne Cove to provide a visual buffer when the site is viewed from the North Commercial Waterfront area.*
- *Promote the undertaking of a graphic program to paint the oil tanks and other energy plant elements as a means of making the view more visually pleasing.*
- *Support environmental impact improvements at the site.*

The predominant uses at the Industrial Port are the energy facility and the sewage treatment plant. The plan anticipates the continued agreement between the Designated Port Area status and the activities within this planning sub-area. The Harbor Plan supports continued water-dependent industrial uses at the Industrial Port. The most significant recommendations include the dredging program, the streetscape improvements along Fort Avenue and the potential for parking on a portion of the Pacific Gas & Electric site to support the proposed New Salem Wharf.

The Pacific Gas & Electric property occupies a prime site on the Salem waterfront, and is a key feature, both on the harbor and in the city's overall economy. This Harbor Plan, which must be revisited in five years, proposes no change in existing use of the facility, other than negotiated use of a portion of the parcel for parking to support activities at the proposed New Salem Wharf. The Plan also strongly supports the on-going environmental improvements at the site.

The Industrial Port and berthing facilities are used primarily to off-load bulk fuel (oil and coal) for fueling the electric power generating facilities at the site. The Plan supports the continued use of this marine facility for its current purpose. It is not the intent of this Harbor Plan to expand the existing industrial site, but to see its use limited to the current maritime operation. Specifically, the Plan does not support the expansion of oil distribution terminal operations at the site.

The long-term future of the Pacific Gas and Electric facility, while one of the most important issues in the City's future, is outside the time-frame (5-years), and beyond the structure and scope, of this Harbor Plan. Any changes, expansion or increase of use shall be evaluated on a case by case basis, by the city administration and the City Council to determine its desirability. In addition, because of the role of this site as a Designated Port Area, the Harbor Plan proposes the establishment of a mechanism to ensure on-going discussion between the City and the facility's owners regarding activities at the plant. The Mayor, City Council and Pacific Gas & Electric should work collaboratively to organize a *Salem Power Plant Working Group*. This group should meet on a regular schedule and report to the Mayor and City Council.

The Harbor Plan supports the long-term commitment to marine industrial uses consistent with the site's status as a Designated Port Area (DPA) and the program for the New Salem Wharf as outlined in the Plan. At the same time, the plan recognizes the proximity of the site to adjacent residential neighborhoods and its location between two non-industrial waterfront areas within the overall study area, namely the North Commercial Waterfront and the Community Waterfront. Consequently, streetscape improvements are called for along Derby Street and Fort Avenue to serve as an important link in the Harbor Walk for pedestrians and cyclists between the New Salem Wharf and Winter Island Park. Additionally, landscaping is recommended for the area adjacent to Hawthorne Cove to serve as a visual buffer from the industrial uses on the Pacific Gas & Electric Company site. The Harbor Plan also recommends that steps be taken to improve the aesthetic appearance of the site such as some sort of graphic treatment to the oil tanks and other industrial elements.

The Harbor Plan supports improvements to the Pacific Gas & Electric Company site to maintain its economic vitality and to continue to reduce its environmental impact. Improvements may include mitigation of solid waste disposal impacts, reduction of treated wastewater discharge to the harbor, improvements in combustion technology and consideration of alternative fuels such as partial or total use of natural gas, biomass, or other special fuels which may offer an improvement in air emissions.

Any land which would be freed up as a result of such a shift in fuel source should be developed for other maritime uses which utilize the deep water port. Any proposed industrial use would have to meet the highest environmental standards.

The shoaling of the Federal Channel and limited draft and turning basin size limits the maneuverability of the larger vessels providing fuel to the power plant. Working with the DMMP and the New Salem Wharf projects, the turning basin will be enlarged so that large vessels may be maneuvered in a safer manner.

Figure 10: INDUSTRIAL PORT

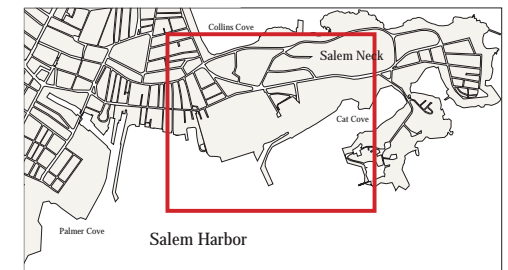


Recommendations

- Street improvements on Derby Street and Fort Avenue
- (1) Parking to support new uses on the waterfront
- (2) Current uses maintained
- (3) Landscaping along Pacific Gas & Electric Co. at Hawthorne Cove to provide a visual buffer
- (4) Graphic program for Pacific Gas & Electric Co. tanks
- Support environmental impact improvements at the site
- Support continued and future marine industrial uses
- (5) Support federal channel, turning and berthing basin dredging

Key Benefits

- Additional parking for new waterfront activities
- Enhanced public realm
- Improved navigability



SALEM HARBOR PLAN

Recommendations for Infrastructure Requirements

- *Construct additional parking facilities to support new uses in the North Commercial Waterfront and surroundings.*

To support the new landside and waterside uses for the New Salem Wharf, the construction of a parking lot in the Industrial Port is proposed. This facility, located immediately adjacent to New Salem Wharf on Pacific Gas & Electric Company property, would have a single point of access/egress located at the intersection of Derby Street and Webb Street. Visitor signing would be necessary, directing motorists to use Bridge Street and Webb Street to access the site.

Community Waterfront

The Community Waterfront sub-area is comprised of three parcels with frontage on Salem Harbor, Cat Cove and Smith Pool, covering about 65.75 acres. The landside boundary is formed by Fort Road and by Winter Island Road, where it runs along the upper end of Smith Pool and continues eastward along a straight line to Salem Harbor.

The uses within the sub-area are water-dependent and water-enhanced. The major uses are the Northeastern Massachusetts Aquaculture Center at Cat Cove, operated by Salem State College, and the City-owned Winter Island Park. The other use is the Plummer Home for Boys, which is situated along the Salem Sound side of Winter Island.

Located within the property of the Northeastern Massachusetts Aquaculture Center is Smith Pool, which was created by damming the upper end of Cat Cove, and now provides a research environment for the study of marine life in a simulated ocean environment. A program is currently under way to upgrade the physical research facilities since acquisition of the site a year and a half ago. With completion of the facility, the College will be able to offer not only a college-level curriculum, but also a program for elementary and high school teachers.

Winter Island Park occupies the southern end of Winter Island. While the southern and eastern sides of Winter Island provide little or no shelter from the Atlantic Ocean, the western side of Winter Island along Cat Cove provides shelter from heavier seas. The Salem Harbormaster's office is located at the end of the drive that accesses the southeastern point of Winter Island. Much of the shoreline is rocky with the main exception being the crescent of beach known locally as Waikiki Beach.

The City is particularly concerned that Winter Island be protected and enhanced as a resource for public enjoyment. As such, a National Maritime Heritage Grant is being sought to help to restore at least the outward portions of the earthworks at Fort Pickering. Fort Pickering Light, which was restored through broad-based community support, has not received any maintenance for the past six years. Consequently the City is currently initiating a fund raising effort to ensure its future continued maintenance. A boat ramp was recently built by the Massachusetts Public Access Board in the vicinity of the existing pier and the old seaplane hangar. In the area of the hangar, the pier and the boat ramp is a large parking area that provides immediate vistas out to sea and down the length of Salem Harbor. Winter Island's fifty-seven camp sites draw 2300 visitors annually from across the nation for stays that range from two days to two weeks. Increasingly, Winter Island is being sought as a location for private and corporate events ranging in size from fifty to five hundred participants.

Winter Island is a unique resource along the New England seacoast, with thirty acres of public waterfront parkland, magnificent views across Salem Harbor and a rich historic heritage. All improvements proposed for Winter Island in the Harbor Plan are intended to preserve and enhance this special place. The Winter Island Park envisioned in the Harbor Plan would be designed for primarily passive enjoyment --- strolling, picnicking, taking in the views -- by residents and visitors alike. The plan would seek to reinforce the park's

Figure 11: COMMUNITY WATERFRONT

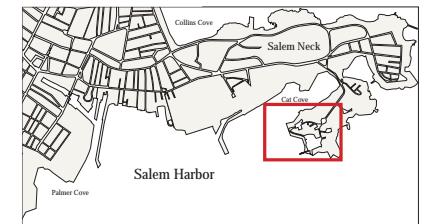


Recommendations

- Streetscape improvements on Fort Avenue
- Salem Harbor Walk
- Landscaping and streetscape improvements parkwide
- (1) Water taxi and harbor tours
- (2) Public boating activities
- (3) Additional floats off existing pier
- (4) RV parking lot
- (5) Electrical service to the trellis area
- (6) Beach improvements and reconstruction of the path between the Fort and the beach
- (7) Re-use of the former Coast Guard hangar
- (8) Restoration of the former barracks building
- (9) New covered stage and backdrop
- (10) Recreation of the original moat around Fort Pickering
- (11) Rehabilitation of the entrance to the ammunitions bunker
- (12) Stabilized erosion and other life safety improvements at Fort Pickering
- (13) Exclusion fences to direct public access and protect the land
- Restoration of the light house

Key Benefits

- Increased opportunities for passive and active recreation
- Protected historic resources
- Improved and enhanced parklands
- Increased waterside activities



Harbor Walk on Public Land

SALEM HARBOR PLAN



passive character in the nature and design of the landscape improvements and programming proposed. Priority would be given uses that accommodate the community's year-round enjoyment of the park.). Implementation of all landside and waterside improvements in this planning area will be in compliance with the Americans with Disabilities Act (ADA) and the regulations of the Massachusetts Architectural Access Board (521 CMR).

A variety of measures would be taken to tap into the rich historic heritage of Winter Island. This heritage includes the important role that Winter Island played in the Civil War as evidenced in the presence of Fort Pickering. A program of restoration improvements would be made to Fort Pickering to stabilize its condition, ensure safety and enhance appreciation of the Fort's historic value.

While the primary focus of the Harbor Plan in this planning sub-area is Winter Island, the Harbor Plan recommendations also call for supporting the activities and expansion plans of the Northeast Massachusetts Aquaculture Center as developed by Salem State College. Figure 11 shows all recommendations for this area.

Recommendations for Navigation and Waterside Use

- *Promote a water taxi service and harbor tours as alternative means to access the park.*
- *Add floats to the existing pier to increase opportunities for public boating.*
- *Promote public boating activities, such as kayak rentals, sailing programs, etc. to increase opportunities for public waterside enjoyment.*

Among the waterside improvements proposed in the Harbor Plan is the provision for water taxi service to various points throughout the waterfront, including Forest River Park, Pickering Wharf, Tourist Historic Harbor, and the South Commercial Waterfront. This would afford a visitor to Salem the opportunity to visit Winter Island Park without driving. The Harbor Plan encourages an overall increase in public boating activities, such as kayak rentals, windsurfing lessons and sailing programs.

Recommendations for Landside Use

- *Continue streetscape improvements along Fort Avenue.*
- *Construct a safe and pleasant walkway, as part of the Salem Harbor Walk, and bikeway, which would wind adjacent to, but buffered from, the existing access road.*
- *Implement a program of landscaping improvements throughout the park, including site furniture at appropriate locations, (such as the picnic area) and improved lighting, park-wide.*

- *Extend electrical service to the trellis area to broaden the types of activities able to be accommodated there.*
- *Confine recreational vehicle (RV) camping and tenting to well-defined locations. RV parking would not be allowed along the waterside edge of the parking lot so as not to obstruct the views for park visitors.*
- *Use landscaping to buffer the RV and tenting area from other portions of the park, as well as to provide a visual buffer from the power plant.*
- *Construct landside support facilities for a water taxi service and harbor tours to increase opportunities for waterside transport to and from the park.*
- *Make improvements, such as the outdoor showers, to promote the continued enjoyment of swimming at Winter Island.*

Streetscape improvements along Fort Avenue would be consistent with those throughout the waterfront area. An entrance to Winter Island for pedestrians and bicyclists would follow alongside the existing Winter Island Park entrance roadway. Such a walkway for pedestrians would be approximately six feet in width, with an additional twelve-foot path running parallel to safely accommodate cyclists.

The Harbor Plan calls for a comprehensive program of landscape improvements to enhance the experience of visiting the park at Winter Island. The first step in such a process would be to retain a consultant to develop a landscape design, circulation and parking layout and planting plan for the park. Such an effort would address the issue of restricting the recreational vehicle (RV) camping and tenting to well-defined locations, screened by new landscape buffers from general view. Confining these activities to designated areas and using landscaping as visual buffers would not only afford campers more privacy, but would enhance the appearance of the park for other visitors. The parking layout will be developed to be consistent with the August 11, 1992/February 28, 1996 Land Management Agreement between the City of Salem and the Public Access Board. This agreement designates a specific number and location for car-trailer parking to accommodate users of the boat ramp.

Specific landscape improvements would likely include replacing topsoil and re-seeding lawns; planting other types of ground cover where appropriate; planting shrubs and trees; establishing a system of gravel-covered pathways; improved aesthetically-pleasing lighting, perhaps such as bollard lights, throughout the park; and installing site furniture at appropriate locations park-wide. The system of pathways would link attractions around Winter Island, and would include directional and interpretive signage. Site furniture would include tables and benches in the picnic area, seating, trash and recycling receptacles park-wide. Grills, as well as additional shade trees should also be provided in the picnic area.

Lighting should be introduced to allow the safe exit from the amphitheater area and other points in the park. Electrical service and lighting should also be extended to the trellised

area to allow for flexibility in the use of this area. This amenity would facilitate the staging of small-scale musical events (e.g. by accommodating amplifiers) and catered events for parties interested in renting the area for small functions.

Water taxi service and harbor tours would use the existing pier for docking. Support facilities for these uses should be constructed in this area. A small kiosk is proposed to provide tickets and scheduling information. The Harbor Plan also recommends that restroom facilities and a small bathhouse, including outdoor showers be considered in the vicinity of Waikiki Beach.

- *Issue a request for proposals for the re-use of the former Coast Guard hangar building.*
- *Should the building be demolished, accommodate uses currently housed in the hangar in new park structures consistent in design with the overall character of the park. These uses include the park office, storage and a gift shop.*
- *Construct a new covered stage and backdrop taking advantage of the natural amphitheater near the site of the hangar.*
- *Restore the former barracks building for a public, non-commercial use.*

Several architectural improvements are recommended for the area. There is significant interest in restoring and re-using the former Coast Guard hangar. The Harbor Plan recommends that the City of Salem issue a request for proposals (RFP) for evaluating possible options for rehabilitating, financing and programming the re-use of this structure. The criteria for selection would include consistency with the Harbor Plan's vision for the Winter Island Park as well as the Memorandum of Agreement (MOA) between the City of Salem and the Board of Trustees of the Plummer Home for Boys dated August 27, 1980, regarding permitted uses at the site.

If this process does not yield an acceptable approach for the long-term preservation of the hangar, the building might be demolished. Its historical significance should be expressed, however, in some way at the site. One possibility would be to retain an architectural element, such as one of the towers, or a portion of the facade as a reminder of the building's significant past.

In either the case of complete renovation of the building or its demolition, replacement space would need to be provided for use currently located in the hangar building, in new structures or within the hangar building. These uses include the park management offices, park equipment and materials storage, and a gift shop. A new covered stage and backdrop would be built for outdoor performances. The natural amphitheater in the vicinity of the hangar building should be incorporated into the design of this amenity. If the hangar is razed, its current site should be landscaped to provide open space and additional parking spaces to support new waterside activities.

The three-story barracks building might be rehabilitated to accommodate a small-scale public, non-commercial use. Rehabilitation of the building would require its complete interior demolition as well as the installation of a new elevator to meet ADA compliance and the complete reconstruction of the interior of the building. The Harbor Plan also calls for exterior aesthetic improvements to the existing restaurant.

A parking management plan would be enforced to ensure that long-term parking would be restricted and that non-boating users would continue to have access to the convenient parking and view that can be enjoyed from the southern end of the island.

- *Stabilize the transition between the ramparts of Fort Pickering and the shore.*

- *Erect a safety fence at the top of the earthworks and at the perimeter of the Fort to protect the public from the thirty-foot drop to the shore.*
- *Erect an exclusion fence to prevent uncontrolled access from damaging the fragile fort structures and landscape.*
- *Reconstruct the path between the Fort and the beach.*
- *Recreate the original moat around Fort Pickering, which was filled during the 1930's, including a replica of the original timber bridge that crossed the moat.*
- *Create a sharper definition of the earthworks at the Fort.*
- *Rehabilitate the entrance to the ammunitions bunker and add lighting to the underground portions of the bunker to make this historic site accessible to visitors.*
- *Restore and repair the lighthouse.*

The Harbor Plan calls for a number of improvements that serve to further enhance the significance of the valuable historic resources at Winter Island, particularly Fort Pickering. One set of such improvements focuses on ensuring public safety at the Fort and protecting fort structures and landscape. Such improvements would involve stabilizing the eroding area between the ramparts and the shore, as well as erecting fencing to protect the public as well as the landscape. A designated path between the Fort and the shore would be delineated. The entire earthworks at the Fort would be more sharply delineated and stabilized through the planting of grass or other appropriate ground cover.

The ammunitions bunker would be restored and lighting would be introduced to make the site accessible to visitors. At appropriate points in the area of the Fort, interpretive plaques or markers would be placed to enhance the visitor experience.

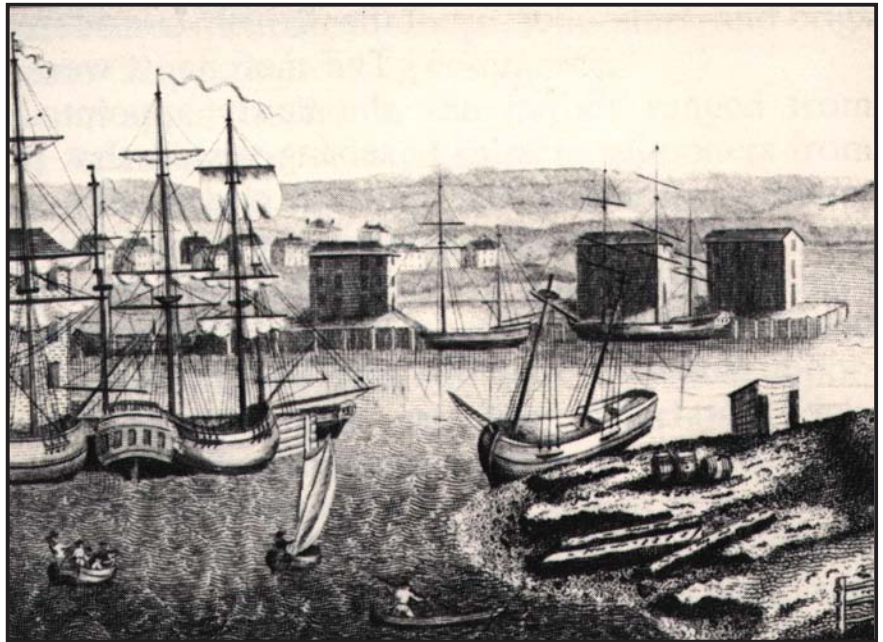
Fort Pickering's original moat should be re-excavated and relined with stone, if the original stone was removed when the moat was filled in the 1930's. This improvement will restore the Fort to its Civil War era appearance. A replica of the original timber bridge should be reconstructed across the moat. The bridge should be capable of supporting small maintenance vehicles.

Recommendations for Infrastructure Requirements

- *Provide adequate sewer improvements to accommodate new uses at Winter Island.*

The activities proposed are intended to increase park use, and would need to be evaluated for on-site infrastructure improvements. The estimated costs of replacing or adding a second sanitary sewer to the site is between \$10,000 and \$80,000 depending on the distances to be covered and the level of repair or replacement. This type of cost is typically borne by the property owner rather than the public utility company.

IMPLEMENTATION PLAN



Responsibilities
Economic Development
Phasing Strategy
Resources
Implementation -
Summary of Proposed Actions

V. IMPLEMENTATION

Within this chapter, the Harbor Plan outlines the coordination needed among Salem departments and offices of government and private nonprofit organizations. This coordination is necessary to accomplish an enhanced cultural and tourism experience and to develop the waterfront, specifically New Salem Wharf, as well as to reinvigorate Winter Island. An Office of Tourism and Cultural Affairs is described within the *Coordination* section and five management options are described along with advantages and disadvantages of each in the next section, *Economic Development*. A *Phasing Strategy* is then outlined, followed by *Resources*, with an estimate of proposed costs and potential funding sources. The chapter concludes with a section on *Implementation- A Summary of Proposed Actions*.

Responsibilities

Management

- *Provide required management structures that will ensure resources and staff support for maintaining implementation of the Harbor Plan, as well as for consistent updating of the Harbor Plan every five years.*
- *Ensure increased coordination among relevant local management entities.*

In order to ensure compliance with the Plan in years to come, it is important to have a management structure in place that will direct the allocation of responsibilities for the harbor, its edges, and links to the downtown and the neighborhoods. The organizations that will guide each facet of the Harbor Plan must be able to focus on their own particular function and project. They must have the ability to coordinate, negotiate, and work with both public and private organizations on the City, state and federal levels. They will have to be able to attract a staff that has the capability to create a plan, the credibility to obtain funding, and the skills to develop projects, manage the process and maintain results. The organizations will need all the necessary powers and tools to carry out projects, and they must have the support of a broad-based constituency.

Coordination

- *Enhance strategic maritime, historic, arts, cultural, tourist and business cooperation to improve the visitor experience and maximize the potential public benefits associated with tourism in an efficient and productive manner.*
- *Create a strategic marketing approach to promote Salem as a high quality visitor destination.*
- *Develop funding mechanisms for the operations of tourist business alliances to ensure their effectiveness in the long-term.*

Several organizations will play a part in the successful implementation of the Harbor Plan. The Harbor Plan recommends that the Salem Planning Department continue to guide the planning functions of the City as they relate to the Harbor Master Plan, along with overseeing those projects that tie together the different areas of the City, as noted in the Plan, such as streetscape and signage. A Harbor Plan Implementation Committee will be established to assist in this role. The Plan recommends that the recently coalesced Salem Office of Tourism and Cultural Affairs (OTCA) continue to focus on its goal as a strategic marketing partnership. The Plan also recommends that the OTCA take an active role in helping to implement those sections of the Plan that affect the successful promotion of Salem through signage, landscaping, public amenities, recreational activities and community events.

Office of Tourism and Cultural Affairs

The Mayor, the Salem Office of Tourism and Cultural Affairs and the Salem Chamber of Commerce signed a Memorandum of Understanding in August, 1998, to continue the work on initiatives developed by the former City Office of Tourism and Cultural Affairs. This new organization has formed a strategic marketing partnership whose projects are funded by the members of the OTCA, which includes the City and the Chamber.

In implementing this partnership, there are a number of issues for groups in Salem to consider:

- Define the groups that should become part of the strategic alliance. Not all groups may want to participate. Those organizations to which it is important should begin to market together, and their successes will encourage others. Successful strategic alliances are not made up of all one kind of group, but rather of those whose missions support each other. For example, US Airways builds alliances with car rental firms, airlines, hotels, and services such as florists. In Salem, there has been discussion about the difference between historic and cultural attractions, as opposed to tourist or recreational attractions. Since many families are composed of adults who might enjoy one type of attraction and youngsters who might like another, a cultural attraction and a destination for children could form a useful alliance.
- Define how to be known. One of OTCA's first meetings should be a facilitated

working session where the positioning of the group takes place and the mission is set. From the positioning statement, a brief and inclusive tag line should be created. Some tag line examples are: *Salem- Everyone Loves It*; or *Salem- A Place for Everyone*; or *Salem- 200 Years of History*; or *Salem- Everyone Loves History*; or *Salem Connections- History, Culture, Fun*. OTCA could also hire a firm to develop the theme, once a positioning statement is reached.

- Agree on a common mission. Parts of the Harbor Planning background studies discussed what travelers to Salem were interested in doing (learning, shopping, outdoor recreation), and what they were not doing in Salem (staying more than one day). OTCA should develop a mission that addresses meeting the customer desire, as well as overcoming Salem's weaknesses in fulfilling them.
- Agree on objectives, such as who needs to be reached and what is being marketed. "The tourist" is many people. The broader the customer base for the whole City, in terms of both geography and demographics, the more successful the alliance may be in reaching it. Each attraction or partner may have a particular niche, but the alliance can reach out to a broader audience, and that audience or customer will sustain supporting activities, such as restaurants and hotels.
- Build a team that agrees on the program. The groups will need to develop the partnership direction as a team. It is more difficult to create a program on one level and then try to implement it, than to develop the partnership from the ground up together. In that regard, all the team players have to work together towards a unified mission, so it is better to begin with a smaller group that agrees on objectives than try to spend time organizing all the players that formerly existed on the Mayor's Tourism and Cultural Affairs Advisory Committee.
- Measure and track results. Partners all need to monitor and understand signs of success in order to be more successful in the future. New alliances will be made, as other groups see progress. People will see joint efforts and will start thinking of ways to join the partnership.

Specifically, OTCA would be responsible for the recommendations summarized below, which are also listed in the Summary of Proposed Actions chart that follows this section.

- In the South Commercial Waterfront, involve residents, artists and designers in community design efforts of murals, paving and other public art projects, and promote programs to celebrate community identity, such as a parade of floats linked to annual Hispanic festival.
- In the Tourist Historic Harbor, promote increased coordination among relevant organizations citywide to provide support tourism activities and enhance the quality of the visitor experience.
- In the Tourist Historic Harbor, promote events, programs and design elements that celebrate the maritime cultural heritage of residents, encourage community participation and strengthen neighborhood identity and pride.

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- In the Tourist Historic Harbor, support implementation of NPS programs and promote water taxi service, harbor tours and other boating activities.
 - In the Community Waterfront, make people aware of the resources at Winter Island, including promotion of public boating activities.

Salem Department of Planning

City funds, recycling of loans from urban renewal projects for present urban renewal designations, and CDBG funds support the Planning Department. The Department may receive other public funds from the federal and state governments for projects. The Department has the appropriate powers and funding sources to undertake area-wide activities and coordinate the physical design aspects of the Harbor Plan. In particular, the Department would be responsible for the following efforts:

- Establish and construct a Salem Harbor Walk;
- Support dredging of the channels;
- Promote measures to improve the environmental quality of the Harbor;
- Work with property owners to address Chapter 91 compliance issues;
- Undertake streetscape improvements and small park-like lookouts throughout the Harbor, establish gateways, implement a signage program, and reinforce connections between the downtown and the waterfront;
- Create an acceptable parking plan for the South Commercial Waterfront;
- Negotiate with Massachusetts Electric to replace the existing fencing with landscaping;
- Promote a facade improvement program for first time homebuyers;
- Ensure continued communication between the City Pacific Gas & Electric Company by staffing the Salem Power Working Group. Ensure continued focus on waterfront opportunities and projects, by establishing and staffing a Harbor Plan Implementation Committee.
- Negotiate with the Pacific Gas & Electric Company to implement streetscape and landscape improvements;
- Clarify the jurisdiction of Winter Island in any implementation planning and establishing management consistent with this plan.

Harbor Plan Implementation Committee

The Harbor Plan recommends the creation of a standing citizen's Harbor Plan Implementation Committee. This committee would work directly with the Planning Department to assist in the implementation of the Harbor Plan. The Committee would meet periodically and review the status of the Plan, prepare advisory recommendations concerning proposed projects or programs, and advise the City in regards to evolving issues. In addition, this Harbor Plan Implementation Committee could serve as the Planning Committee for extensions of the Plan or for its revision. The membership of the Committee should allow for broad representation of the interests of citizens, neighborhood representatives, elected officials, institutions and businesses along the waterfront. The Harbor Plan Implementation Committee would be charged with preparing an annual report to the Mayor and to the City Council concerning the Plan, its implementation, and key issues for the future.

Other City Departments or Entities and Recommended Roles

The following entities have significant roles to play in the fulfillment of the Master Plan:

Mayor's Office of Business Development and Tourism: This newly formed Department broadens the former Office of Tourism and Cultural Affairs. Funded by the City, its mandate is the promotion of cultural tourism through Salem's architecture and history. It should be closely involved with the Office of Tourism & Cultural Affairs in coordinating the many groups that can promote the City.

Mayor's Tourism and Cultural Affairs Advisory Committee: This Committee is comprised of the museums, hotels, and organizations interested in promotion, and harbor businesses. It does not have a charter, management, or development function. Its membership should coincide with that of the Office of Tourism & Cultural Affairs.

Salem Parks and Recreation Department: While this Department is publicly funded, it also oversees a number of revenue-generating activities. Of particular interest to this study is Winter Island's \$100,000 budget which is front-ended by the City Council and must be reimbursed to the general fund. Sixty-five per cent of the fees collected are derived from camping on the Island. Whichever management option is chosen (as described later) to be responsible for the development and renovations on Winter Island, the Parks and Recreation staff responsible for the Island might become part of that entity in order to promote closer coordination and more effective management.

Salem Harbormaster: The Harbormaster is a member of the Police Department. He is given space on Winter Island, and serves in a regulatory capacity for the waterfront, being responsible for inspections and for setting fees for boats and ships using the piers, docks, moorings, ramps and waterfront. This role would not change.

Conservation Commission: Waterfront developments on would continue to be regulated by the Conservation Commission for impacts to wetland resource areas.

Planning Board: Any projects recommended in the Harbor would be subject to Planning Board review for site plan approval, subdivision approval and special permits, as applicable.

Private Nonprofit Organizations

Chamber of Commerce: The Chamber is a private, nonprofit organization of 546 members committed to improving Salem's business climate. Its projects include equalizing the tax rate; supporting public policies such as brownfields legislation that would help recycle presently unusable land; adopting schools; encouraging women in business; working closely with downtown merchants to support their issues; creating an enterprise fund for water and sewer fees; and networking among members. Providing information services to its membership and distributing a monthly newsletter is an important role. The Chamber should take the lead with the Mayor's Office in organizing the Office of Tourism & Cultural Affairs.

Salem Partnership: A private, nonprofit project-focused organization, the Partnership is committed to projects that will enhance Salem's reputation as a livable City and a tourist destination. Among its major thrusts have been teaming up with the National Park Service to promote the Essex County National Heritage Area, raising money to bring the *Friendship* to Salem, promoting tourism along the Salem Waterfront, and developing a new Port plan. The Partnership receives funds from private businesses, and state development funds through the City. The Partnership has created two nonprofit affiliates, the Seaport Partnership and the Salem Port Development Corporation. The Seaport Partnership is comprised of marine oriented businesses for purposes of promotion through advertising, brochures, and participation in boat shows. The Salem Port Development Corporation concentrates on development of the New Salem Wharf. Along with these affiliates, the Partnership would work with the public sector and its representatives on development projects involving the private sector for the waterfront.

Salem Harbor Community Development Corporation (CDC): The CDC represents the interests of low and moderate income Salem residents, targeting their activities in the Point neighborhood. It offers social services and programs to residents in the neighborhood and has been responsible for developing, owning and managing housing for the area. It is funded through CDBG, the State, United Way, and management and development fees. The CDC should be involved in those projects affecting the neighborhoods it represents.

Salem State College: Although its primary mission is as an educational institution, Salem State College is involved in all those sections of the waterfront under study. The college is developing an aquaculture center in Cat Cove; its athletics department runs a sailing program for Salem youth on Winter Island; its Dean of the Business School is President of the CDC board; its Executive Assistant to the President is Chair of the Chamber Board; it is a member of the Mayor's Tourism and Cultural Affairs Advisory Committee and of the Salem Partnership; and it is setting up an enterprise center to work with the Peabody Essex Museum on joint programming. The College should have representation on both the Office of Tourism & Cultural Affairs and on any boards set up to oversee the development and management of relevant projects on the waterfront.

Salem Sound 2000: A nonprofit environmental group working in 6 cities and towns, this organization should continue to be a resource to municipalities for technical information

regarding environmental regulations and the ecological health of Salem Sound.

Economic Development

The economic development envisioned in the Harbor Master Plan holds promise for the City of Salem. Thoughtful and sound city planning will be required for the well coordinated efforts of public and private sector activities. The continuing process of achieving the Harbor Master Plan's promises should remain open and responsive to the people of Salem through their access to the citizen oversight committees and boards such as the Planning Board, the administrative offices of their government and through their elected representatives to the City council. To undertake direct implementation of projects, The Plan outlines below five options for their development and management. While the use of contracted services or authorities may be appropriate, the central coordinating focus for city planning remains the Salem Planning Department.

- Create a development and management entity within the Salem Planning Office or through the establishment of a public-private authority for the effective development and management of the New Salem Wharf that could support the facility and be a revenue generating operation.
- Create a development and management entity for the redevelopment and operation of Winter Island.

The use of a specially created development mechanism is a very important ingredient to crafting a successful approach to redevelopment of the Salem Wharf Project, the redevelopment of Winter Island and other initiatives along the waterfront. In particular, the New Salem Wharf will require substantial public improvements in order to make its operation feasible and to provide the public benefits envisioned in this Harbor Plan. A development mechanism must provide the ability to combine public investment and private investment on the same site in a way that will be both accountable to the public sector and business-like for the private sector. The development mechanism must be able to acquire land and leases within a framework of public purpose. The mechanism must be flexible and streamlined to operate like a private corporation in terms of management and contracting, but have the benefit of public oversight to ensure that public goals and commitments are met.

Many cities use development authorities or Economic Development Industrial Corporations because of the special capacities that are granted to them by the laws of the Commonwealth. Important successful precedents have been set in many other Massachusetts communities for such entities. In Watertown, for example, the Watertown Arsenal Development Corporation was created to fulfill the vision of the City, its Manager and the City Council in the Phase 2 redevelopment of the Watertown Arsenal. This entity was created because it was important to have a public/private corporation that could work directly with private companies and that could contract directly with developers and managers. The Corporation has the ability to set standards of use, provide key infrastructure investments and financing, and generally oversee the public interests in the redevelopment of this important part of Watertown.

Other examples of development mechanisms include the EDIC established in Gloucester under the Commonwealth's enabling legislation specifically to develop the industrial

project known as the Blackburn Industrial Park. This EDIC installed the infrastructure improvements to create a modern facility, followed by sale of land to individual users. The sale of land will be used to pay off the bonds issued for infrastructure costs. The City of Boston based its EDIC on the State enabling acts, but wrote its own home rule petition to extend and change its powers. Boston's EDIC is the owner and developer of the highly successful Boston Marine Industrial Park in South Boston. The EDIC makes good use of its capacity to lease land and facilities directly to tenants, and has been able to attract major users. The ground lease income is used to pay for the operation of the industrial park and the EDIC entity.

Management Options

There are a number of management structures that could be appropriate in developing the waterfront, specifically for such projects as the construction and operation of the New Salem Wharf and redevelopment of Winter Island. The success of each depends upon the funding and authority accorded to them, the goals of the City in establishing them, and the credibility each presents to the private sector who would support the business opportunities resulting from them. The Salem Harbor Plan proposes five management possibilities; two within the Planning Department, two quasi-public corporations or authorities and a public-private partnership to undertake the development and construction of projects recommended along the waterfront. Regardless of the managerial approach chosen, there are four components fundamental to the success of a development option:

- A structure that allows decisions to be made in a timely fashion and that can also attract professional marketing and development staff.
- The authority to obtain control of the land within the designated development.
- The ability to establish a financial package that includes pre-development costs, construction costs, operations and maintenance. Based on the economic research for this study, the Plan assumes that income from business operations on and surrounding the pier must be used to pay for operations and maintenance, as well as to contribute to paying off the costs of capital construction.
- Responsibility for the project and accountability to the public.

Advantages and disadvantages of each option follow each description.

Option 1: The Salem Planning Department

In this option, the Planning Department would hire appropriate staff and coordinate development activities through the various City Departments.

- Structure: The City's Planning Department would hire a project-specific staff including a full-time project manager, a part-time financing specialist, and a full-time marketing manager. Staff for construction and development projects are in short supply in this robust economy, so it is recommended that the project manager be hired as a consultant whose salary would not be in conflict with the internal pay scale. The

project manager would work with other City departments to coordinate the project's planning, design, budgeting, permitting and approval process, and construction. During the project's development, the marketing manager would begin to lease landside space for commercial development and dockage for waterside businesses. At project completion, the consulting project manager role would end to be replaced by an operations manager. The financing specialist's role would be concluded with the receipt of funds and establishing of the budget and accounts for the operations manager.

- Authority, including Land Acquisition and Disposition: Approval processes would follow the traditional City processes for contracting, buying, selling, and leasing land. Use of Redevelopment Authority's powers for eminent domain proceedings, if necessary, would be used, for which the City must make a declaration of public necessity. Amendments or creation of an urban renewal plan may be required.
- Financing: The project may need to have a special fund established within the City Treasury. After the development phase, the fund would be used to contain income from the wharf for operations and maintenance of the Pier, as well as to pay capital expenses.
- Accountability: Given the different missions of public agencies, the project manager would coordinate existing City agencies, each with their individual missions. With individual agencies being coordinated to perform various tasks within the project, the project will be highly accountable at each step to City officials and the community they represent.

Advantages and Disadvantages: The key advantage for the City is that it will have control over the staff and details of the project.

Key disadvantages are that the Planning Department is not a development agency, and although professional development and project management talents and services may be purchased, the mission of the Department is broader than one or two projects, no matter how important. Attention may be diluted; decisions may be put off; and delays in the project could extend its timetable and therefore increase costs. Few city governments on the East Coast undertake their own development projects because, in a competitive environment, the private sector will most often choose projects where internal consensus has been gained at the beginning, so decision making is timely; budget parameters have been set; schedules have been agreed upon; the financing mechanism is known; and each piece of the project is clear. In the structure above, a public hearing could be required on every decision in the project development and construction phase, causing considerable changes and delays.

Option 2: The Salem Planning Department with a Project Management Firm

In this option, the Planning Department would contract with a project management firm that could provide project delivery services for the Waterfront's major projects.

- Structure: The City's Planning Department would issue an RFP for a project

management firm that would coordinate the architects, engineers, and work crews; insure that the project meet budget and schedule; outline and prepare materials for permits; and report to a project manager in the Planning Department. The Planning Department would still need a full-time project manager, who could be a project-specific consultant, and would be responsible for continuing to gain support for the project; for representing the City in gaining approvals and permits from City and State Departments based on the work of the project management firm; and for establishing the financing package. The marketing manager could be hired as a position within the City or could be a consultant with the project management firm. Project management firms usually do not have this type of individual on staff, but would be in a position to add a consultant to their own proposal.

- Authority, including Land Acquisition and Disposition: Contracting would remain within City agencies. Use of the Redevelopment Authority's powers could be used here for which the City must make a declaration of public necessity.
- Financing: Same as above.
- Accountability: Parameters for the project, its plans, its budget, and its schedule will have been laid out in the Request for Proposal for the project management firm. These parameters will become the scope of work and part of a binding contract with the firm.

Advantages and Disadvantages: Hiring a project management firm will offer a wide variety of needed professional skills and construction experience that will ultimately save the City time and money.

The City will still be the ultimate decision-maker, which the private sector considers a disadvantage in terms of time and the money during the development process and could cause hesitancy of business people to lease space during the operations phase.

Option 3: Single Purpose Development Corporation or Authority

A single purpose authority with a narrow focus and limited life span would be set up for each project. It would be empowered through the State and approved by the City Council.

- Structure: The mission of the authority would be to implement development plans that have been vetted through the public process. Staffing would be similar to Option 2, with an authority director who can guide the process using a project management firm. The authority would also hire a marketing manager who will undertake the year-long process to lease the site and will then be responsible for ongoing lease turnover and tenant management. The authority would have a Board of Directors appointed by the Mayor and approved by the City Council and would have five to seven members representing banking, finance, real estate, the City and the neighborhood.
- Authority, including Land Acquisition and Disposition: Within parameters set by the City Council and agreed to through public hearings, the Authority would have the power to acquire, buy, and lease land. The Authority could have eminent domain powers or could request the Redevelopment Authority to use their powers as in the two options above. The power of eminent domain may only be used after holding public hearings and must fulfill guidelines established by the State.
- Financing: The Authority would have the ability to accept government loans and grants, receive funds from nonprofit foundations and private banking institutions.
- Accountability: The Authority may only work on the plan in the designated areas as recommended by the Mayor and approved by the Council through a public process. The plan must be consistent with local objectives, respect appropriate land uses; indicate boundaries of the areas to be developed; indicate contemplated improvements; and state proposed land uses, maximum densities and building requirements. Approval for the plan may lapse after a set number of years. Decisions regarding the plan are made in public meetings. Executive sessions are held for negotiations in terms of leasing, sales, and for personnel discussions. Spending is limited to the annual budget approved by the Board in a meeting held publicly.

Advantages and Disadvantages: Timely decision-making is the most important advantage to this option because it is so significant to the private business community that will ultimately make this project a success. Once the project has been vetted publicly and approved by the City Council, the Board of Directors, meeting as often as it needs to, may make decisions about the myriad of details involved in a development.

The key disadvantage would be a potential public perception that public control would be less direct than in other options.

Option 4: An Economic Development and Industrial Corporation

Generically, an Economic Development and Industrial Corporation (EDIC) has broad powers to undertake development for prescribed uses in delineated areas. The Salem EDIC, enacted by the State Legislature in 1992 has not been established on the City level;

but it does have broader powers than the State-empowered EDICs in that it is allowed to undertake or manage projects in any areas zoned for general business, manufacturing and general or waterfront uses, as well as park and recreational areas. In comparison, The Massachusetts EDICs are allowed to function mainly in industrial areas.

- Structure: The EDIC option is similar to Option 3, the single purpose authority, in terms of its structure; its powers, however, are broader in terms of geographic areas (both the State and the Salem EDICs) and land uses (the Salem EDIC).
- Authority, including Land Acquisition and Disposition: Like the single purpose authority, within parameters set by the city Council and agreed to through public hearings, the both State and Salem EDICs have the power to acquire, buy, and lease land in specified areas. They have eminent domain powers that may only be used after holding public hearings and with a two-thirds vote of the City Council.
- Financing: As in Option 3, the Corporation would have the ability to accept government loans and grants, receive funds from nonprofit foundations and private banking institutions. Both State and Salem EDICs have the authority to issue bonds, although usually this method of financing cannot be employed until the EDIC has amassed enough collateral to offset the risk of the bond issues.
- Accountability: Accountability would be as in Option 3 above.

Advantages and Disadvantages: The key advantage, as in Option 3 above, is the ability to make decisions in a timely fashion, to be focused on development, and to be responsive to the business community, while following the parameters as set forth in public meetings and through the public process.

The key disadvantage is the broad scope of the EDIC and the breadth of its powers which may distance it from more direct community control.

Option 5: A Public/Private Management Structure

In this option, the City of Salem and Goldeneye Corporation would jointly develop the New Salem Wharf project.

- Structure: The Public / Private Management Structure would be developed between the City and Goldeneye Corporation, to be consistent with Commonwealth policy for expenditure of Seaport Bond funds. The management entity established will either employ existing resources to plan, execute, operate and maintain a project of this scope, or will have the ability to contract outside professionals. Such an approach would maximize private sector involvement in development of the New Salem Wharf.
- Authority: The City of Salem will designate its representative team to act within preexisting city authority and operating procedures (Mayor, City Council, Planning Department, etc.) to participate in development of the management structure and the assignment of roles. The Commonwealth of Massachusetts will participate through the Seaport Advisory Council and other appropriate agencies. Private sector partners will

designate their respective representatives who can act with authority to commit resources and assume future responsibility.

- Financing: The New Salem Wharf and associated dredging will be completed with public bond funding and supported with revenue generated by business operating agreements. These operating agreements will be used to finance non-bond-funded portions of the projects such as local match, and may also be used to create operating reserves.
- Accountability: As project partners both the City of Salem and the Commonwealth of Massachusetts will ensure public accountability and an ongoing public purpose benefit. Private sector partners will be held to well-established federal, state and local permit standards as well as financial accountability to financing entities for development purposes. The Public / Private Management Structure may also elect to establish a review board to both maintain the project's operating standards and advance future objectives.

Advantages and Disadvantages: The key advantage of this alternative is that it utilizes the existing fundamental strengths of both the public and private sector partners. Timely decision-making and market driven business development will come from strong private sector involvement. Community accountability and a committed public purpose will follow from an involved community team. The City should realize a net gain from annual tax revenues.

The key disadvantage of this approach is that no structure for such a Public / Private Management Entity currently exists in the Commonwealth, and development of such a structure will require a change in current policy governing the expenditure of Seaport Bond Funds.

Below is a summary of proposed actions that the Planning Department would coordinate, along with the entities chosen from the five options:

- Providing for public access to the waterfront through Chapter 91 licensing, easements, acquisition of properties, or through construction along public areas;
- Promoting private development along the South Commercial Waterfront, and undertaking waterfront improvements, including repairs to sea wall and bulkhead, provision of additional floats, slips and a dinghy dock;
- Providing for public access to the waterfront for the Tourist Historic Harbor, installing bike racks, constructing a dinghy dock and landside facilities for a water taxi service;
- Adding floats, and constructing a dinghy dock and landing for a water taxi for the Tourist Historic Harbor;
- Celebrating neighborhood identity in physical improvements and proposed events

for the North Commercial Waterfront;

- Supporting new construction consistent with character of the neighborhood for the North Commercial Waterfront, including non-water dependent uses to contribute financial support to New Salem Wharf, a refueling station, new parking facilities, and a landscape buffer;
- Promoting businesses aimed at providing services to boaters;
- Constructing New Salem Wharf, building berthing facilities, providing fuel dock;
- Negotiating with the Pacific Gas & Electric Company for the acquisition of the property necessary to the development of landside support and ancillary parking for the New Salem Wharf;
- Supporting environmental improvements at the Industrial Port;
- Undertaking landside and waterfront improvements for the Community Waterfront, particularly at Winter Island;
- Issuing an RFP for the re-use of the former Coast Guard hangar building and undertaking a feasibility study for renovating the former barracks building;
- Involving the community and neighborhood groups in the long-term maintenance and management plans for Winter Island Park;
- Implementing necessary land agreements between the Board of Trustees of the Plummer Home for Boys and the City of Salem to ensure minimal disruption to the implementation of improvements proposed in the plan, (specifically the pedestrian and bike paths on Plummer Home property adjacent to the access road);
- Instituting effective long-term management and maintenance provisions for Winter Island;
- Seeking both construction and operational subsidies as required to fully meet the public goals for Winter Island.

Implications for Harbor Management

Although the options described above will need to be created with public funding, development fees and revenues should ultimately support their staffing and overhead, making them self-sustaining. Because the overall fiduciary and development decisions will take place in public meetings, public participation will continue through all the developments in each of the options described above.

Phasing Strategy

Phasing and implementation will depend on a number of variables, including agreement on priorities, availability of public funding and private financing, receptivity of the marketplace, coordination of existing organizations and groups, and establishment of new entities that will guide and manage the projects described in the Harbor Plan.

The Harbor Plan includes general categories for the phasing as set forth in the Summary of Proposed Actions section that follows. The work completed in 1998 has been primarily concerned with clarifying, coordinating, and prioritizing. In general, the Plan recommends that this year, 1999, begin with designing and permitting; 2000 begin with dredging and construction processes; and 2001 begin with those projects reliant on completion of other parts of the plan.

2000

- Clarify, coordinate and communicate roles and responsibilities for the Harbor Plan;
- Support existing projects that fit into the Harbor Plan, such as the NPS berthing facility;
- Support policies that will advance the plan, such as environmental quality of the harbor and celebrating neighborhood identity.

2000-2001

- Design for projects such as the Harbor Walk, streetscape, signage and parking, and begin construction;
- Investigate conditions for dredging; obtain dredging permits;
- Prepare City capital plans to induce Harbor Plan projects;
- Seek alternative sources of funding for projects;
- Develop business and financial plans for projects and programs;
- Form promotion and management entities;
- Develop Waterfront Overlay District consistent with the Harbor Plan
- Develop marketing and promotion plans;
- Negotiate with Utilities.

2001 - 2005

- Begin dredging (if DMMP establishes disposal site);
- Begin construction of public open spaces in the South Commercial Waterfront;
- Construct facilities for water taxi in the Tourist Historic Harbor and bike racks along the waterfront;
- Develop New Salem Wharf;
- Construct landside support facilities for the Community Waterfront;
- Issue RFP for new projects on Community Waterfront.
- Undertake improvements to the South Commercial Waterfront;
- Begin new construction in the North Commercial Waterfront.

Resources

Estimate of Proposed Costs

The following estimate of costs refers to public costs associated with many of the recommendations contained in this Plan. Dredging costs are being estimated as part of the separate DMMP planning process. The figures represent total project costs in 1998 dollars. Most costs were estimated based on given unit cost assumptions, to a concept level of detail. The costs may vary considerably, however, depending on final design directions and technical issues encountered during design and construction.

Plan Element	Total Cost
<u>Area-Wide Recommendations</u>	
Signage Program	\$250,000
	-\$500,000
<u>South Commercial Waterfront</u>	
Landside Uses	
Streetscape Improvements	\$2,200,000
Public Parks and Open Space	\$1,500,000
Harbor walkway around South River.	\$260,000
Waterside Uses	
Boat floats and access	\$130,000
<u>Tourist Waterfront</u>	
Landside Uses	
Streetscape Improvements	\$1,200,000
Extend Streetscape Improvements to Adjacent Residential Area	\$500,000
Dinghy Dock	\$50,000
Landside Support Facilities for Water Taxi Activities	\$250,000
Waterfront Outlooks	\$220,000
<u>North Commercial Waterfront</u>	
Landside Uses	
Improve Derby Street streetscape.	\$190,000
New Salem Wharf Development (includes cost of leasable buildings)	\$4,300,000
Waterside Use	
New Salem Wharf Development	\$19,900,000
<u>Industrial Waterfront</u>	

Landside Uses

Improve Derby Street and Fort Avenue streetscape.	\$1,050,000
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Community Waterfront**Landside Uses**

Improve Fort Avenue streetscape.	\$420,000
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Winter Island improvements	
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Demolition, renovation, stabilization, landscape and park improvements	\$920,000
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Office and tourist information center	\$160,000
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Add surface parking facilities on the old hanger site.	\$140,000
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Build new stage and backdrop.	\$130,000
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Waterside Uses

Expand floats and construct support facilities for water taxi and harbor tour activities.	\$60,000
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In addition to the costs associated with the recommendations within the harbor planning area, the Harbor Plan supports funding of necessary improvements and repairs to the waterside facilities at the Willows, consistent with the funding of the other needs specified here.

Potential Funding Sources

A variety of both debt and equity (grant) sources may be appropriate to the implementation of the Salem Harbor Plan. The full range of state and federal sources will be explored as part of an implementation strategy for the Harbor Plan. The following summary represents a first step in this process, but is not intended to foreclose other options which may arise as the project moves forward. It is also likely that there might be significant private interest in projects proposed by the Harbor Plan as indicated by the positive rates of return on investment.

One significant potential resource worthy of particular note is the Seaport Bond Bill, "An Act Relative to the Revitalization and Development of the Commonwealth's Seaports." This bill provides for funds to be available to develop and revitalize the Commonwealth's seaports, for a variety of purposes related to infrastructure, facilities, dredging and related improvements. Among the specific authorizations in this bond bill is not less than eighteen million dollars for the dredging, improvements, expansion and development of the Salem Port, the dredging of an additional deep water basin, and the construction of a public port facility. Beyond that specific authorization, Salem would be eligible for general funds authorized for improvements to coastal facilities in designated and non-designated port areas. This may include construction, reconstruction, rehabilitation, expansion, replacement and improvement of public facilities, piers, wharves, boardwalks, berths, bulkheads, and other harbor and waterfront facilities. Funds may also become available for the removal of unsafe and hazardous wharves and piers, and for research, planning, and public infrastructure investments in fish hatcheries and aquaculture.

A brief description of a number of public funding programs of potential relevance to the

implementation of the Salem Harbor Plan follows.

Source:	MA Community Development Action Grant
Amounts:	\$1 million cap; requires match by the City.
Uses:	Community and Development funds for economic development; no restriction on spending but must be spent on publicly-owned facilities, therefore not good source for facade improvement programs.
Timing:	State-appropriated and bonded every four years (bonding occurs this year, so there is no funding yet).
Note:	Match can come from City's CDBG funds.

Source:	Federal Transportation Bond Discretionary Funds; Ferries and Terminals
Amounts:	Discretionary. Three projects in MA received amounts from \$1 million to \$3 million in early 1990's.
Uses:	Piers, terminals, parking lots, acquisition, etc.
Timing:	Program was funded in ISTEA, the transportation bond bill which authorized spending for 1991-96. The Administration did not include this program in the next generation, TEA-21; however, research is being conducted to determine flexibility in funding options in this regard.

Source:	Transportation Equity Act for the 21st Century (TEA - 21)
Amounts:	\$217 billion authorized for highway and transit programs.
Uses:	A variety of programs including CMAQ, STP and infrastructure safety programs
Timing:	FY 2000 - 2003
Note:	TEA-21 continues and expands many of the provisions and programs initiated under ISTEA.

Source:	TEA-21: Congestion Mitigation and Air Quality (CMAQ) Program
Amounts:	\$8.1 billion authorized.
Uses:	Reduction of congestion and improvement of air quality in non-attainment areas.
Timing:	FY 2000 - 2003

Source:	TEA-21: Surface Transportation Program (STP)
Amounts:	\$33.3 billion authorized.
Uses:	Safety improvements, sidewalk modifications to meet ADA, and transportation enhancements.
Timing:	FY 2000 - 2003
Notes	STP is the broadest and most flexible component of TEA-21.

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Source:	Seaport Bond Bill
Amounts:	\$18 million.
Uses:	Dredging, improvements, expansion and development of the Salem Port, as noted in the schedule.
Timing:	NA
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Source:	Seaport Bond Bill
Amounts:	Discretionary Funds.
Uses:	Funds are available for a variety of projects, as described in the text above.
Timing:	NA
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Source:	Public Works Economic Development Funds
Amounts:	Up to \$1 million spent every two years; \$15,000,000 unspent this year.
Uses:	Public works infrastructure improvements that result in economic enhancement, possibly including streetscape improvements in line with the economic potential of the improvements.
Timing:	Every two years.
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Source:	MA Ready Resource Fund
Amounts:	Up to \$400,000 per year.
Uses:	Public facilities, parking lots and infrastructure.
Timing:	NA
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Source:	Chapter 90 Funding
Amounts:	NA
Uses:	Roadway paving and raising curbing, streetscape improvements for state roads.
Timing:	Possibly some funds available this year, but more in future years.
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Community Development Block Grants	
Source:	
Amounts:	NA
Uses:	Streetscape and Main Street improvements if area is shown to meet criteria of 'slum and blight.' CDBG funds may be matched to dollars obtained from other sources.
Timing:	Yearly.
Note:	Salem is an Entitlement Community, which means that they receive a fixed amount of CDBG funding and are thus precluded from competing for additional funds.
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Source:	MA Preservation Project Fund - MHC/MACD
Amounts:	\$10 million in grants.
Uses:	Grants are given to municipalities and nonprofit organizations for preservation of historic properties.
Timing:	Yearly.
Note:	IRS offers 20% tax credit for rehabilitation of historic properties; for commercial and rental property only - no public incentives for individual homeowners; grantee must provide 50% match.
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Source:	MA Department of Environmental Management - Historic Landscapes Program
Amounts:	\$50,000 maximum.

Uses:	Grants are given to municipalities for historic parks, commons, public buildings.
Timing:	Annual.
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Source:	Historic Homeowners Tax Credit
Amounts:	20% of qualified rehabilitation expenditures can be credited against a homeowners federal income tax liability to a limit of \$50,000 for each principal residence.
Uses:	Rehabilitation of single-family and multi-family residences, condominiums, and cooperatives listed individually on the National Register, state or local registers as well as buildings in national, state and local historic districts.
Timing:	Act is awaiting passage. Future is uncertain.
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Source:	City of Salem - The Small Business Loan Program for Businesses on Salem's Entrance Corridors
Amounts:	\$5,000 - \$7,000
Uses:	Exterior improvements of commercial properties on Salem's "entrance corridors," including Derby Street and Lafayette Street.
Timing:	NA
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Source:	City of Salem - The Facade Improvement Program (FILP)
Amounts:	Loans of up to \$5,000
Uses:	Historically appropriate exterior improvements of commercial properties within SRA National Register Districts.
Timing:	NA
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Source:	City of Salem - SHIP - Salem Home Improvement Program Loans for Owner-Occupants
Amounts:	Loans at 0 to 3%
Uses:	Property improvements for owner-occupants meeting certain income requirements.
Timing:	NA
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Source:	City of Salem - HOME Program: One to Four-Family Rehabilitation for Owner-Occupants
Amounts:	Loans at 0%.
Uses:	Residential improvements.
Timing:	NA
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Source:	City of Salem - SHIP - Salem Home Improvement Program Loans for Investor-Owners of 1 to 8 Unit Dwellings
Amounts:	3% interest loans up to \$30,000 plus 50% of project amount over \$30,000.
Uses:	Residential improvements of properties housing low income tenants.
Timing:	NA

Other funding options to assist in the implementation of streetscape, facade improvements and other related public improvements might include Investment Tax Credits, which are administered at the federal level through the National Park Service; and community partnerships with local banks. Salem's solid track record with past redevelopment efforts was cited by the Massachusetts Department of Housing and Community Development as a potential asset in pursuing such an option with private banks in the future.

The likelihood of acquiring funding under any of these or other sources depends on a

variety of factors, including timing, eligibility and competing applications. At the same time, a project's inclusion in a Master Plan would undoubtedly strengthen its position in any competitive review process.

Waterfront Enterprise Fund

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| <ul style="list-style-type: none">• <i>Create a Waterfront Enterprise fund to support marine uses and public access.</i> |
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An additional funding-related recommendation of the Harbor Plan is the establishment of a Waterfront Enterprise fund as authorized in M.G.L. Chapter 44, Section 53 F1/2. Enterprise funds allow communities to separately account for the revenues and expenses of providing a particular service. Examples might include mooring fees, a certain percentage of boat excise tax revenues, and other revenue generated by waterside activities. An enterprise fund may be established for services such as utilities, health care, recreation and transportation. The Harbor Plan recommends establishing such a fund for the waterfront area, which might include all user fees and charges associated with waterside activities, as well as Chapter 91 mitigation funds. The purpose of such a fund would be to direct the proceeds of mitigation funds, revenue generated by user fees and other donations to the enhancement of the public's access and use and enjoyment of the shoreline and waters of Salem Harbor. This would include, but not be limited to, maintenance and improvements of public landings and other public properties for water-dependent use.

All exclusion fees collected as a condition of Chapter 91 licensing would be deposited in this Waterfront Enterprise Fund along with any other funds from grants, gifts, and other sources. These funds are to be used for purposes consistent with the Harbor Plan. The City Planning office should manage this fund, with expenditures approved on an annual basis through the normal City budgeting process.

Implementation -Summary of Proposed Actions

Categories and Recommendations	Required Actions	Responsibilities Primary responsibility in bold	Time Frame
Overall Recommendations			
1. Evaluate and determine method or entities to develop and manage New Salem Wharf and Winter Island.	<ul style="list-style-type: none"> Analyze development and management options and choose appropriate option for each project. 	Salem Planning Department Mayor City Council	2000
2. Establish Harbor Plan Implementation Committee	<ul style="list-style-type: none"> Determine Committee structure and membership Appoint Committee members 	Salem Planning Department Mayor City Council	2000
3. Develop Waterfront Overlay District	<ul style="list-style-type: none"> Determine waterfront uses, consistent with the Harbor Plan and for each sub-area, which should be allowed and encouraged through the Overlay District. Develop structure for District. Hold Public Hearings 	Salem Planning Department City Council	2001
4. Establish Salem Power Plant Working Group	<ul style="list-style-type: none"> Determine Working Group Membership; appoint members Establish agenda and procedures 	Salem Planning Department Mayor City Council Pacific Gas & Electric Co.	2001
2. Establish a "Salem Harbor Walk," implement a streetscape program, and establish an informational signage system.	<ul style="list-style-type: none"> Hire a firm that includes a designer with expertise in identity and informational graphic design and a landscape architect with expertise in streetscape design. Hold meetings with business and neighborhood groups to roll out, gain support, and publicize program. 	Salem Planning Department Salem Public Works Department Office of Tourism & Cultural Affairs Salem Chamber of Commerce	2001+

Categories and Recommendations	Required Actions	Responsibilities Primary responsibility in bold	Time Frame
3. Develop overall parking and circulation strategy including public transit links by land and by sea.	<ul style="list-style-type: none"> • Retain civil engineering firm specializing in transportation impact assessment. • Hold meetings with public agencies and local business to develop and gain support for the strategy. 	Salem Planning Department Public Works Department Mass Highway Department MBTA City Council Salem Chamber of Commerce	2000+
4. Support dredging of the Federal Channel, the Federal South Channel, the South River, all public and private facilities, and the Dredge Material Management Program.	<ul style="list-style-type: none"> • Concurrent with DMMP disposal site approval, provide permitting for dredging of projects. • Design and permit other project infrastructure. 	Salem Planning Department (for DMMP disposal site) Applicants for other projects	2000+
5. Promote measures to improve and enhance the environmental quality of the Harbor.	<ul style="list-style-type: none"> • Support groups such as Salem 2000 that are currently studying environmental quality issues 	Salem Planning Department Development and Management Option	2000+
6. Clarify, coordinate, and communicate roles of the public, nonprofit and private sectors.	<ul style="list-style-type: none"> • Begin conversations between City and various groups currently involved in planning and marketing the waterfront. • Adopts recommendations of the Master Harbor Plan (Harbor Master Plan Committee). • Hold well-publicized public hearings regarding recommendations, including responsibilities and resources and long term management entities. • Adopt Master Plan and recommendations (City Council). 	Salem Harbor Master Plan Committee Salem Planning Department Mayor's Office of Business Development and Tourism Development and Management Option Salem Planning Board Salem Partnership and its affiliate, Salem Port Development Corporation Salem Chamber of Commerce BID Salem Harbor CDC Salem State College Salem City Council Harbor Plan Implementation Committee	2000

Categories and Recommendations	Required Actions	Responsibilities Primary responsibility in bold	Time Frame
South Commercial Waterfront			
1. Long Term (South Commercial Waterfront):			
<ul style="list-style-type: none"> Increased public access around Shetland Mills, connecting planning area to Palmer Cove. 	<ul style="list-style-type: none"> Incorporate Plan recommendations into special permit, variance, and Chapter 91 licensing process. 	Salem Planning Board MCZM	2002+
<ul style="list-style-type: none"> Improvements to beach and park at Palmer Cove. 	<ul style="list-style-type: none"> Include funding in Capital Plan. 	Salem Planning Board MCZM	2002+
<ul style="list-style-type: none"> Landside support for water taxi at Pioneer Village, with necessary dredging. 	<ul style="list-style-type: none"> Investigate subsurface conditions and sediment quality for dredging most appropriate channel. Design and permit dredging and pier infrastructure. Funding for taxi float and kiosk. 	Salem Planning Board MCZM	2003+
<ul style="list-style-type: none"> Promote private development. 	<ul style="list-style-type: none"> Energize development and management options to guide and manage development activities. Establish Waterfront Overlay District 	Salem Harbor CDC Development and Management Option Salem Planning Department The Partnership Salem Chamber of Commerce Private property owners	2000+
2. Landside (South Commercial Waterfront):			
<ul style="list-style-type: none"> Streetscape improvements: establish gateway; implement signage program; reinforce connections between downtown and the waterfront 	<ul style="list-style-type: none"> Include in overall Salem Harbor Walk design for implementing consistent signage and streetscape program 	Salem Planning Department Salem Public Works Dept. Office of Tourism & Cultural Affairs Salem Chamber of Commerce	2001

Categories and Recommendations	Required Actions	Responsibilities Primary responsibility in bold	Time Frame
<ul style="list-style-type: none"> Promote access to water's edge as integral to any new development. 	<ul style="list-style-type: none"> Incorporate Plan recommendations into special permit, variance, and Chapter 91. 	Salem Planning Board MCZM	2000+
<ul style="list-style-type: none"> Construct Harbor Walk. 	<ul style="list-style-type: none"> Incorporate funding into City Capital Plan; seek alternative sources of funding. 	Salem Planning Department Salem Public Works Dept.	2001
<ul style="list-style-type: none"> Make waterfront accessible, street furniture, building improvements. 	<ul style="list-style-type: none"> Incorporate funding into City Capital Plan; seek alternative sources of funding. 	Salem Planning Department Salem Public Works Dept.	2001+
<ul style="list-style-type: none"> Create pocket parks. 	<ul style="list-style-type: none"> Incorporate funding into City Capital Plan; seek alternative sources of funding. 	Salem Planning Department Salem Public Works Dept.	2001+
<ul style="list-style-type: none"> Involve residents, artists and designers in community design efforts of murals, paving and other public art projects. 	<ul style="list-style-type: none"> Form Alliance; develop agenda, priorities, and program. 	Office of Tourism & Cultural Affairs Salem Planning Department Salem Public Works Dept. Salem Harbor CDC Salem Chamber of Commerce	2000+
<ul style="list-style-type: none"> Encourage uses that promote enjoyment of the water, such as restaurants, boat rental shops. 	<ul style="list-style-type: none"> Develop retail marketing plan and begin outreach. 	Development and Management Option Salem Planning Department Office of Tourism & Cultural Affairs	2000++
<ul style="list-style-type: none"> Address neighborhood need for parking. 	<ul style="list-style-type: none"> Create parking plan. Acquire property or right to use privately-owned parcels currently proposed for parking. Negotiate with Mass Electric and owners of Wendy's site. 	Salem Planning Department Salem Public Works Dept. Salem Harbor CDC	2000+

Categories and Recommendations	Required Actions	Responsibilities Primary responsibility in bold	Time Frame
<ul style="list-style-type: none"> Encourage removal of existing fencing at Massachusetts Electric site and replace with a pleasant landscape buffer. 	<ul style="list-style-type: none"> Negotiate with Mass Electric. 	Salem Planning Department	2000+
<ul style="list-style-type: none"> Promote programs to celebrate community identity, such as parade of floats linked to annual Hispanic festival. 	<ul style="list-style-type: none"> Form Alliance; develop agenda, priorities, and program. 	Office of Tourism & Cultural Affairs Salem Harbor CDC Destination Salem	2000+
3. Waterside Improvements (South Commercial Waterfront):			
<ul style="list-style-type: none"> Undertake waterfront improvements, including repairs to sea wall and bulkhead, provision of additional floats, slips, and a dinghy dock, and encouraging uses to animate the area such as transient boat dockage. 	<ul style="list-style-type: none"> Seek funding sources and undertake engineering and design studies. Create promotional program and marketing plan for families visiting recreational boaters, excursion boats. 	Development and Management Option Salem Planning Department Office of Tourism & Cultural Affairs	2002
4. Infrastructure Requirements (South Commercial Waterfront):			
<ul style="list-style-type: none"> Improve vehicular and pedestrian access. 	<ul style="list-style-type: none"> Include in overall circulation and parking strategy. 	Salem Planning Department Public Works Dept Development and Management Option MCZM	2000+
<ul style="list-style-type: none"> Conduct dredging of the South River. 	<ul style="list-style-type: none"> Acquire funding. Locate disposal sites. Conduct necessary engineering studies and engineering works. 	Salem Planning Department Development and Management Option MCZM	2000+
<ul style="list-style-type: none"> Support studies and implementation of stormwater drainage solutions. 	<ul style="list-style-type: none"> Implement I/I, overflow treatment facility improvement programs. 	Salem Planning Department Public Works Department	2000+

Categories and Recommendations	Required Actions	Responsibilities Primary responsibility in bold	Time Frame
Tourist Historic Harbor			
1. Landside Improvements (Tourist Historic Harbor):			
<ul style="list-style-type: none"> Promote increased coordination among relevant organizations citywide to provide tourism activities and enhance the quality of the visitor experience. 	<ul style="list-style-type: none"> Develop a strategic historic, arts, cultural, and tourist business alliance and create a strategic marketing partnership. 	Chamber of Commerce Mayor's Tourism and Cultural Advisory Committee, which includes the museums and hotels, Mayor's Office of Business Development and Tourism Salem Partnership and its affiliate, Seaport Partnership, NPS, BID, Salem Harbor CDC, North Shore Convention Council	2000+
<ul style="list-style-type: none"> Implement streetscape improvements, walkway improvements, and small park-like outlooks. 	<ul style="list-style-type: none"> Hire a firm that includes a designer with expertise in identity and informational graphic design and a landscape architect with expertise in streetscape design; Hold meetings with business groups to roll out, gain support, and publicize program. 	Salem Planning Department Salem Public Works Department Office of Tourism & Cultural Affairs Development and Management Option	2001
<ul style="list-style-type: none"> Promote events, programs and designed elements that celebrate the maritime cultural heritage of residents, encourage community participation and strengthen neighborhood identity and pride 	<ul style="list-style-type: none"> Develop a strategic historic, arts, cultural, tourist business alliance 	Office of Tourism & Cultural Affairs Salem Harbor CDC	2000+
<ul style="list-style-type: none"> Provide for public access to the waterfront through Chapter 91 licensing, easements, acquisition of properties, or through construction along public areas. 	<ul style="list-style-type: none"> Gain acceptance of waterfront land use plan; Incorporate Plan recommendations into special permit, variance, and similar reviews; Establish memorandum of understanding for specific implementation of Chapter 91 recommendations if required. 	Salem Planning Department Development and Management Option Salem City Council Salem Planning Board DEP	2000++

Categories and Recommendations	Required Actions	Responsibilities Primary responsibility in bold	Time Frame
<ul style="list-style-type: none"> Promote property improvement programs. 	<ul style="list-style-type: none"> Determine availability of funding from the HUD, banks and other sources. Expand various guidelines to include residential and commercial properties within the planning area. 	Salem Planning Department	2000+
<ul style="list-style-type: none"> Support implementation of NPS programs. 	<ul style="list-style-type: none"> Incorporate NPS agenda into strategic marketing partnership plan of the Office of Tourism & Cultural Affairs. 	Office of Tourism & Cultural Affairs	2000
<ul style="list-style-type: none"> Install bike racks along the waterfront. 	<ul style="list-style-type: none"> Incorporate funding into City Capital Plan. Seek alternative sources of funding. 	Salem Planning Department Development and Management Option	2001
<ul style="list-style-type: none"> Construct a dinghy dock and landside facilities for a water taxi service. 	<ul style="list-style-type: none"> Incorporate funding into City Capital Plan. Seek alternative sources of funding. 	Salem Department of Planning Development and Management Option	2002+
2. Waterside Improvements (Tourist Historic Harbor):			
<ul style="list-style-type: none"> Support NPS plans to construct a mooring and berthing facility. 	<ul style="list-style-type: none"> Incorporate into recommendations and public hearings for Harbor Master Plan. 	Harbor Planning Committee	2000+
<ul style="list-style-type: none"> Promote water taxi service, harbor tours and other boating activities. 	Incorporate waterfront activities agenda into strategic marketing partnership plan of the Office of Tourism & Cultural Affairs	Office of Tourism & Cultural Affairs	2000

Categories and Recommendations	Required Actions	Responsibilities Primary responsibility in bold	Time Frame
North Commercial Waterfront			
1. Laneside Uses (North Commercial Waterfront):			
<ul style="list-style-type: none"> Extend streetscape improvements, enhance pedestrian connections, and create pedestrian walkways. 	<ul style="list-style-type: none"> Hire a firm that includes a designer with expertise in identity and informational graphic design and a landscape architect with expertise in streetscape design; Hold meetings with business groups to roll out, gain support, and publicize program. 	Salem Planning Department Salem Public Works Department Office of Tourism & Cultural Affairs	2004
<ul style="list-style-type: none"> Manage traffic and increased parking. 	<ul style="list-style-type: none"> Implement circulation and parking program. 	Development and Management Option Salem Public Works Department	2000++
<ul style="list-style-type: none"> Celebrate neighborhood identity in physical improvements and proposed events. 	<ul style="list-style-type: none"> Coordinate projects with appropriate representatives and groups. 	Development and Management Option Office of Tourism & Cultural Affairs Salem Harbor CDC	2000+
<ul style="list-style-type: none"> Support new construction consistent with character of the neighborhood and respectful of existing views, including non-water dependent uses to contribute financial support to New Salem Wharf; a refueling station, new parking facilities; a landscape buffer. 	<ul style="list-style-type: none"> Resolve future ownership and management issues. Create ownership and management entities; develop lease mechanism for publicly-owned land for potential private development; develop financing mechanism to support new entities Insure private financing. 	Development and Management Option Private Developers The Salem Partnership	2001+
<ul style="list-style-type: none"> Promote businesses aimed at providing services to boaters. 	<ul style="list-style-type: none"> Develop retail marketing plan and begin outreach. 	Development and Management Option Office of Tourism & Cultural Affairs Salem Chamber of Commerce	2001+

Categories and Recommendations	Required Actions	Responsibilities Primary responsibility in bold	Time Frame
2. Waterside Improvements (North Commercial Waterfront):			
<ul style="list-style-type: none">Construct New Salem Wharf, build berthing facilities, provide fuel dock	<ul style="list-style-type: none">Create ownership and management entities; develop lease mechanism for publicly-owned land for potential private development; develop financing mechanism to support new entities.Insure funding from Seaport Bond Bill.	Development and Management Option	2002-2005
3. Infrastructure Requirements (North Commercial Waterfront):			
<ul style="list-style-type: none">Conduct dredging at Hawthorne Cove.	<ul style="list-style-type: none">Provide design and permitting for dredging and associated infrastructure for project.	Development and Management Option Salem Planning Department MCZM	2001-2003

Categories and Recommendations	Required Actions	Responsibilities Primary responsibility in bold	Time Frame
Industrial Port			
1. Landside Improvements (Industrial Port):			
<ul style="list-style-type: none"> Implement streetscape and landscape improvements; undertake graphics program for energy plant elements. 	<ul style="list-style-type: none"> Hire a firm that includes a designer with expertise in identity and informational graphic design and a landscape architect with expertise in streetscape design; Hold meetings with Pacific Gas & Electric to agree on those improvements to be undertaken by City and those by the Pacific Gas & Electric Co. 	Salem Planning Department Salem Public Works Department Office of Tourism & Cultural Affairs Salem Chamber of Commerce Development and Management Option Pacific Gas & Electric	2002-2004
<ul style="list-style-type: none"> Construct additional parking facilities to support new uses. 	<ul style="list-style-type: none"> Negotiate with the Pacific Gas and Electric Co. Acquire access to site. 	Salem Planning Department Pacific Gas & Electric	2003
<ul style="list-style-type: none"> Support environmental impact improvements at the site. 	<ul style="list-style-type: none"> Monitor and discuss potential for environmental impact improvements. 	Salem Planning Department Development and Management Option U.S. Generating Company	2004
3. Infrastructure Improvements: (Industrial Port)			
<ul style="list-style-type: none"> Support federal channel maintenance dredging. 		Salem Planning Department U.S. Generating Company Pacific Gas & Electric, MCZM	2000++

Categories and Recommendations	Required Actions	Responsibilities Primary responsibility in bold	Time Frame
Community Waterfront			
1. Landside Improvements (Community Waterfront):			
<ul style="list-style-type: none"> Streetscape improvements, Landscaping, extension of electrical service, landscape buffers, walkway as part of the Harbor Walk, bikeway, pedestrian walks, confine RVs. 	<ul style="list-style-type: none"> Participate in the City's streetscape and signage project, but insure that a landscape designer familiar with park design is also included in the process. 	Development and Management Option Salem Parks and Recreation Salem Public Works Conservation Commission	2002+
<ul style="list-style-type: none"> Construct landside support facilities for a water taxi service, improvements such as outdoor showers, new covered stage, stabilize eroded transition between ramparts of Fort Pickering and the shore, erect and exclusion fences, reconstruct paths, recreate original moat, create a sharper definition of the earth works, rehabilitate the entrance to the ammunitions bunker and add lighting, restore and repair the lighthouse. 	<ul style="list-style-type: none"> Develop financial management program to enhance fee income from Winter Island activities and direct revenues back into maintenance, management and new construction at the Park. Create public funding plan for activities and new projects not covered through fees . Create a new structure to manage public and private development. Set priorities among projects. Sign MOA between The Plummer Home and City to ensure public access to pathway adjacent to access road. 	Development and Management Option Salem Parks and Recreation Salem Public Works Conservation Commission Salem Planning Department The Trustees of The Plummer Home	2002++ -2001
<ul style="list-style-type: none"> Issue RFP for re-use of former Coast Guard hangar building, 	<ul style="list-style-type: none"> Undertake financial feasibility study of various uses for building renovation or for new building. Complete Park amenities 	Development and Management Option Conservation Commission	2001 2004
<ul style="list-style-type: none"> Restore former barracks building. 	<ul style="list-style-type: none"> Undertake financial feasibility study of various uses for building renovation. 	Development and Management Option Conservation Commission	2001+
<ul style="list-style-type: none"> Make public more aware of resources 	<ul style="list-style-type: none"> Undertake public outreach program, support generation and marketing program. 	Office of Tourism & Cultural Affairs Parks and Recreation Department	2000+

Categories and Recommendations	Required Actions	Responsibilities Primary responsibility in bold	Time Frame
2. Waterside Improvements (Community Waterfront):			
<ul style="list-style-type: none">Promote water taxi service and harbor tours.	<ul style="list-style-type: none">Construct adequate landing facilities.Market services.	Office of Tourism & Cultural Affairs Parks and Recreation Department Salem Chamber of Commerce	2000
<ul style="list-style-type: none">Add floats to existing pier.	<ul style="list-style-type: none">Purchase and install floats.	Parks and Recreation Department	2001
<ul style="list-style-type: none">Promote public boating activities	<ul style="list-style-type: none">Include promotional plan with activities of the Office of Tourism & Cultural AffairsInsure that all necessary waterside improvements have been completed	Salem Planning Department Parks and Recreation Department	2000+

REGULATORY ENVIRONMENT



Overview: Chapter 91

Activities Subject to Chapter 91

Designated Port Area

Authority of the Salem Harbor
Plan and DPA Master Plan

Compliance with Waterways
Regulations (Chapter 91)
Consistency Requirements

Guidance to DEP

Other Local and Federal
Regulations and Permits

VI. REGULATORY ENVIRONMENT

- *Use existing regulatory mechanisms, such as zoning, site plan review and Chapter 91 as means for realizing the vision of continuous public access to and along the waterfront, improved visual access, and increased activity on the South River over time.*
- *Employ Chapter 91 provisions for Supporting Designated Port Area (DPA) Uses associated with the New Salem Wharf development.*
- *Ensure that all proposed improvements are in compliance with the standards for the approval of a Municipal Harbor Plan/DPA Master Plan.*
- *Develop new local Waterfront Overlay District to facilitate and support desired redevelopment of each planning sub-area.*

Overview: Chapter 91

Salem's waterfront and harbor are subject to the regulatory authorities of the local, state, and federal governments. Among the state's authorities, M.G.L. Chapter 91 (Public Waterfront Act) and the waterways regulations (310 CMR 9.00) adopted to implement the law, seek to ensure that the Commonwealth's tidelands are utilized only for water-dependent uses or otherwise "serve a proper public purpose which provides greater benefit than detriment to the rights of the public in said lands." The Chapter 91 licensing program is administered by the Waterways Regulation Program of the Massachusetts Department of Environmental Protection.

Chapter 91 applies in tidelands, great ponds, and along certain rivers and streams. Tidelands refer to all land presently or formerly beneath the waters of the ocean. On the landside, tidelands extend to the *historic* high tide line, i.e., the farthest landward tide line which existed "prior to human alteration" by filling, dredging, impoundment or other means. Generally, DEP jurisdiction applies to all filled as well as flowed tidelands, with the exception of "landlocked" tidelands. These are filled areas which are outside of Designated Port Areas, are located more than 250' from existing MHW, and are separated from the shoreline by a public way (see Figure 12 for an approximate location of the historic high tide line in Salem Harbor).

Activities Subject to Chapter 91

Chapter 91 authorization is generally required for the placement of fill, building of structures, and dredging in tidelands. Types of structures include: piers, wharves, floats, retaining walls, revetments, pilings, bridges, dams, and waterfront buildings (if on filled lands or over the water). A new license also may be required if there has been a structural change or change in use of a previously licensed structure. The placement of temporary rafts, floats or moorings in the waterway do not require a Chapter 91 license, if they receive an annual permit from the Harbormaster, as noted elsewhere in this report.

Water-Dependent Uses

In general, uses licensed under the waterways program must either be water-dependent or “serve a proper public purpose, which provides greater benefit than detriment to the rights of the public in said lands.”

Water-dependent use is defined in section 9.12(2) of the Chapter 91 regulations. In general, a water-dependent use is one that requires direct access to or location in tidal or inland waters, and therefore cannot be located away from said waters. A full definition of water-dependent uses can be found in the regulations. Among the uses defined as water-dependent that are likely to apply to Salem are:

- Marinas, boat basins, channels, storage areas, and other commercial or recreational boating facilities;
- Facilities for fishing, swimming, diving, and other water-based recreational activities;
- Parks, esplanades, boardwalks, and other pedestrian facilities that promote use and enjoyment of the water by the general public and are located at or near the water’s edge, including but not limited to any park adjacent to a waterway and created by a public agency;
- Aquariums and other education, research, or training facilities dedicated primarily to marine purposes;
- Aquaculture facilities;
- Waterborne passenger transportation facilities such as those serving ferries, cruise ships, commuter and excursion boats, and water shuttles and taxis;
- Dredging for navigation channels, boat basins, and other water-dependent purposes and subaqueous disposal of the dredged materials below the low water mark;
- Navigation aids, marine police and fire stations, and other facilities which promote public safety and law enforcement on the waterways;
- Shore protection structures, such as seawalls, bulkheads, revetments, dikes, breakwaters, and any associated fill which are necessary either to protect an existing structure from natural erosion or accretion, or to protect, construct, or expand a water-dependent use;
- Flood, water level, or tidal control facilities;
- Discharge pipes, outfalls, tunnels, and diffuser systems for conveyance of stormwater, wastewater, or other effluents to a receiving waterway.

Designated Port Area

Within the DPA it is the intent of state policy and programs to encourage water-dependent industrial use. In general, water-dependent industrial uses are those industrial and infrastructure facilities that are dependent on marine transportation or require large volumes of water to be withdrawn from or discharged to a waterway for cooling, process, or treatment purposes.

Water-dependent industrial uses include:

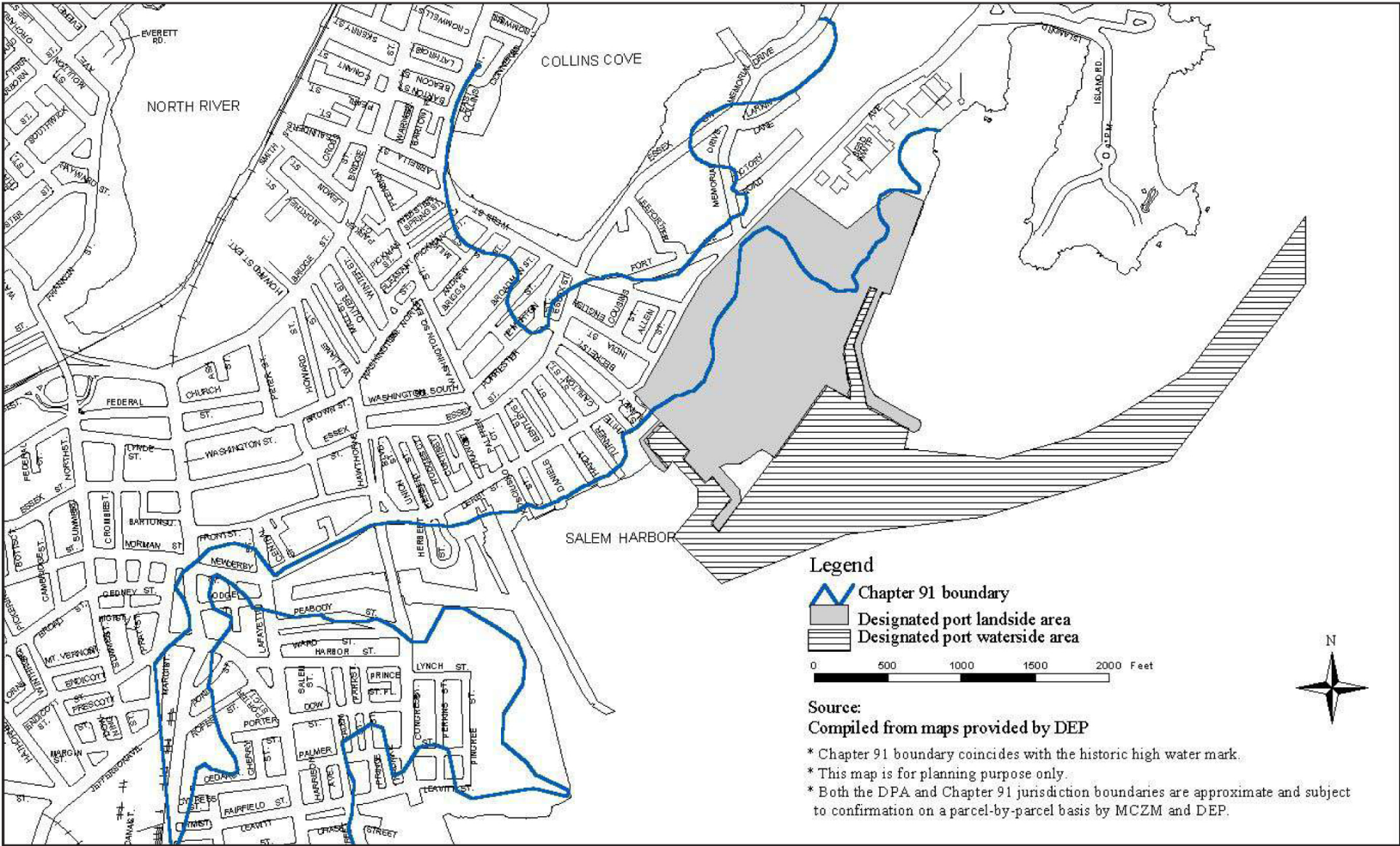
- Marine terminals and related facilities for transfer and storage of goods transported by marine vessels;
- Facilities associated with commercial passenger vessel operations;
- Manufacturing facilities relying on goods shipped by waterborne transportation;
- Commercial fishing and fish processing facilities;
- Boatyards, dry docks, and other facilities related to the construction, servicing, maintenance, repair, or storage of vessels;
- Facilities for vessels engaged in port operations or marine construction;
- Other industrial uses or infrastructure facilities which cannot reasonably be located at an inland site as determined in accordance with 310 cmr 9.12(2)(c) or (d).
- Uses determined to be associated with the operation of a Designated Port Area.

A segment of the Salem waterfront has been identified by the Commonwealth as a Designated Port Area (DPA) (see Figure 12). The DPA consists of the land, piers, and water area southeast of Derby Street and Fort Avenue, extending from the Pacific Gas & Electric's site to (and including) the northernmost wharf of the Hawthorne Cove Marina. Major water-dependent industrial uses within the DPA include the former Northeast Petroleum tank farm and oil terminal and the Pacific Gas & Electric Company's coal and oil fired electrical generation plant. The DPA includes the federal channel and anchorage leading to the Salem Terminal Wharf and the nearshore waters between the terminal facilities and the anchorage. The regulations describe the water area of a DPA to include the side slopes of channels and all water area lying between a channel and any land or water areas of the DPA.

Other uses, including certain general industrial, commercial, and transportation activities, and compatible public access can be accommodated under prescribed circumstances and conditions. To enhance flexibility and the economic viability of DPAs, most nonwater-dependent industrial uses and commercial uses are eligible for licensing as Supporting DPA Uses if they are compatible with nearby maritime industry and provide direct economic or operational support to water-dependent industrial use in the DPA. Nonwater-dependent industrial uses and commercial (water-dependent and nonwater-dependent) uses qualifying as Supporting DPA uses may occupy an area of a DPA property equal to 25 percent of all filled tidelands and piers on the project site. Larger

amounts of the site may be developed for supporting use if authorized by an approved DPA Master Plan.

Figure 12: DESIGNATED PORT AREA AND CHAPTER 91 DESIGNATION



SALEM HARBOR PLAN

Authority of the Salem Harbor Plan and DPA Master Plan

The City of Salem's Harbor Plan and DPA Master Plan sets forth the City's objectives, standards, and policies for guiding public and private use of the land and water areas of its harbor, and an implementation program to achieve the desired plan.

The plan (upon approval by the Executive Office of Environmental Affairs (EOEA)) serves to guide EOEA agency actions including the regulatory decisions of the Department of Environmental Protection (DEP) under Chapter 91. When an approved harbor plan/DPA Master Plan exists, any project seeking Chapter 91 approval from DEP must be in conformance with that plan. In essence, once the harbor plan is approved, the City of Salem utilizes the state regulatory authority to help implement the goals and objectives articulated in the plan.

Through a locally-prepared plan, a municipality has the ability to "substitute" local standards for certain Chapter 91 dimensional requirements such as building height limits and setbacks. Standards that can be substituted for by an approved Municipal Harbor Plan apply only to nonwater-dependent uses and are subject to specific conditions for each standard as contained in the Harbor Plan approval standards in 301 CMR 23.05. Some of the minimum standards that can be substituted by an approved Municipal Harbor Plan are:

- no new extensions of pile-supported structures for nonwater-dependent use except where no further seaward extension is proposed and the open water lost is replaced on a 1:1 basis;
- no nonwater-dependent Facilities of Private Tenancy on any pile-supported structures on flowed tidelands, nor on the ground level of any filled tidelands within 100 feet of the project shoreline;
- no new or expanded nonwater-dependent buildings nor parking facilities at or above grade for any use within a water-dependent use zone;
- at least one square foot of tideland area within the combined footprints of nonwater-dependent buildings (renovation or reuse of existing buildings shall provide open space to the maximum reasonable extent);
- new or expanded buildings for nonwater-dependent use shall not exceed 55 feet in height if located over the water or within 100 feet of the high water mark; for every foot beyond 100 feet from the high water mark, the height of the building can increase by 0.5 feet.

Recognizing that special circumstances frequently arise, the purpose of allowing substitutions is to tailor the Waterways regulations to permit alternative ways of achieve the same purposes, which may be more compatible with the community's zoning regulations. Substitute provisions can be less restrictive than the Waterways requirements, "provided that the plan includes other requirements which, considering the balance of effects on an area-wide basis, will mitigate, compensate or otherwise offset adverse effects on water-related public interests."

The provisions of a Municipal Harbor Plan also can provide guidance for DEP by “amplifying” or elaborating upon the numerous *discretionary* requirements of the Chapter 91 regulations to projects under review. One form of guidance could be to restrict the list of uses allowed by DEP on tidelands or in the DPA to those the community wishes to promote. For example, in the DPA, the master plan could present a list of eligible “supporting DPA uses” to guide DEP in its future licensing.

The DPA Master Plan provides the City with some potentially important flexibility in calculating the amount of Supporting DPA Uses that may be allowed and in siting these uses within the DPA. Through the Master Plan, the area that can be devoted to supporting commercial uses can equal 25% of the total DPA land area and supporting industrial uses may occupy an even greater area. This is in contrast to the regulatory limit of 25% of the land and pier area on each project site for all Supporting DPA Uses. The plan can specify where in the DPA these uses could or should be sited and contain provisions to ensure that the DPA is managed/regulated in conformance with the plan.

Guidance to DEP: Substitute Provisions

The Salem Harbor Plan proposes substitutions of certain minimum dimensional requirements of the Waterways Regulations for nonwater-dependent uses. The following discussion identifies the applicable provision of the Waterways Regulations, the alternative standards of the plan, and the justification for proposed substitutions. The plan further recognizes that there may be limited cases where strict compliance with other numerical standards of the regulations would create a substantial hardship for the continuation of an existing use or structure. In such situations, the variance procedure set forth at 310 CMR 9.21 is considered by this plan to be an adequate means to address the hardship issue.

A. The specified width(s) of the water-dependent use zone within which new or expanded buildings for nonwater-dependent uses and all new parking facilities are prohibited. Sec. 9.51(3)(c).

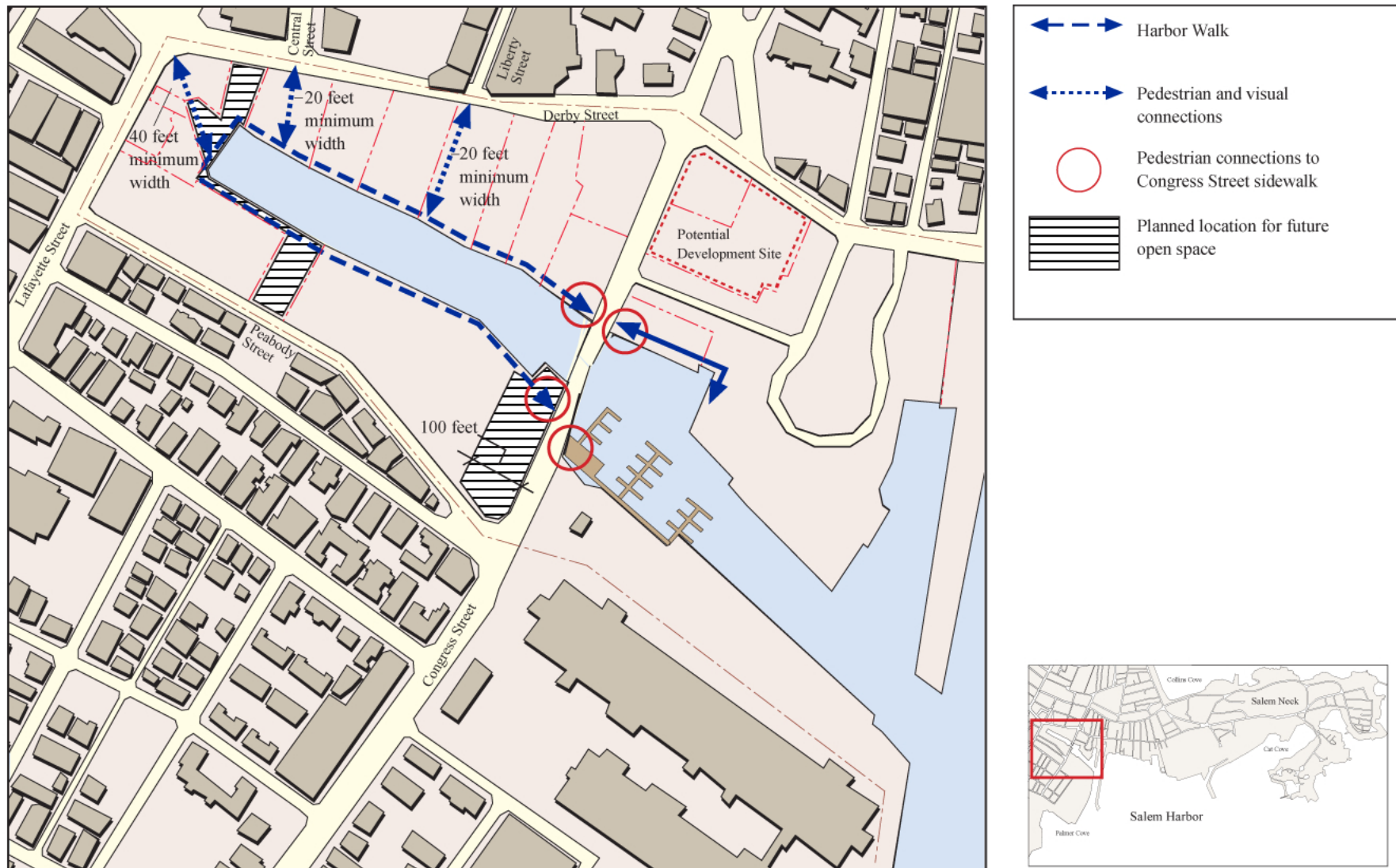
The plan proposes substitutions for the minimum width of the water dependent use zone for new or expanded buildings along portions of the South River and the North Commercial Waterfront.

South River

Along the edges of the South River lying to the west of the Congress Street Bridge, the water-dependent use zone stipulated by the Waterways regulations generally ranges between 35 and 60 feet. The plan, in keeping with the Waterways Regulations, allows for existing structures of non water-dependent use to continue to occupy the water-dependent use zone. For new or expanded buildings which are consistent with the recommendations for the South Commercial Waterfront, the plan requires a setback of at least 20 feet from the existing shoreline. The specific uses to which this

Figure 13: SOUTH COMMERCIAL WATERFRONT GUIDELINES:

For the Harbor Walk, Open Space and Pedestrian Connections



substitution applies will be further defined through the development of the Waterfront Overlay District, which is a high priority of the Implementation Plan.

This alternative standards will not compromise the Waterways regulations' objective for the water-dependent use zone, which is to ensure that "...sufficient space along the water's edge will be devoted exclusively to water-dependent activity and public access associated herewith." It is the conclusion of this plan that the recommended water-dependent uses and public access can be accommodated within the 20 foot passage along the shoreline of the properties. This conclusion is based on:

- (1) the limited capacity of the river to support vessel activity. The navigability and utility of the South River is limited by its shallow depth, narrow width, and low clearance (3 feet at MHW) of the Congress Street Bridge. Even the new dredging for the South River will provide a depth of only - 6.0 feet MLW to accommodate relatively shallow-draft vessels.
- (2) the level and type of water-dependent use established by the plan for the South River. Dredging of the South River will provide the basis for new opportunities in support of small-scale recreational boating only (generally limited to vessels under 30 feet). In addition, the Salem Harbor Plan encourages new development and uses along the waterfront to take advantage of potential new water-dependent opportunities presented by the river as well as to attract and accommodate public use and enjoyment of the waterfront. New development in this area will include water-dependent uses, such as facilities in support of small-boat recreational or commercial activities.

Activation of the waterfront with small-boat tie-up or berthing facilities, dinghy docks, or other needed support facilities (e.g., lockers, storage) for recreational boaters or fishermen should be included as part of new development of properties in suitable locations. These facilities will occupy the water's edge in a manner compatible with the Salem Harbor Walk. This arrangement is consistent with the Chapter 91 regulations as well as the City's objectives of creating an active transition area between the South Commercial Waterfront neighborhood and downtown.

In addition to satisfying the Waterways standards, this has the added advantage of creating an active and interesting urban space and walkway system that achieves an urban design goal of a well-defined area activated by facilities of public accommodation consistent with the historic urban setting. This same intention has been incorporated into the planning for the edges of New Salem Wharf that will serve to encourage public access along a lively, intensely-used area accommodating both water-dependent and Supporting DPA uses. This activation of the water's edge is in keeping with the historical image of the community as a New England port with mixed uses stretched along an active, maritime dominated water edge.

As an offset to having a narrow water-dependent use zone in this area of the South River, the plan calls for the creation of five unobstructed corridors [no-build zones] connecting the walkway along the South River to the adjacent streets on designated properties, and for the creation of new public open space from Peabody, Derby, and Congress Streets to the waterfront on designated properties identified in this plan. Specific parcel information relevant to this substitution is provided below.

The water-dependent use zone is reduced, but the width is not considered as important as the openings connecting the waterfront with the flow of urban activity from the surrounding area. An adequately-sized 20 foot accessway along the waterfront together with five “no-build” corridors (see Figure 13) are considered to be more appropriate for the area because it complements a revitalized commercial district in both size and design, featuring waterfront access and water-dependent uses on the north and much-needed physical and visual connections between the residential area and the waterway on the south. These corridors are all substantially wider than the 10 foot minimum width normally required for connecting walkways between the waterfront and nearby public ways. As shown in the table below, the combined area of the 5 no-build zones (3 parcels dedicated as open space and 2 connecting walkways) together with the total area of lateral Harborwalk exceeds the combined setback area that would have been provided on a site-by-site basis.

Estimates of Total Area of Setback Space, Including Lateral and Connecting Walkways, Achievable Using Substitute Provisions Compared to Total Area of Setback Space Achievable Using Site-By-Site Approach.

Site-by-site approach using existing Chapter 91 standards		Salem Harbor Plan substitute standard approach	
Total area of water-dependent use zone obtainable under complete redevelopment	77,715 SF	Total area of connecting walkways	5,500 SF
		Total area of three no-build Parcels	54,250 SF
		Total area of Harborwalk	19,550 SF
TOTAL	77,715 SF	TOTAL	79,300 SF

North Commercial Waterfront

In the North Commercial Waterfront area, at the site of the New Salem Wharf, the water-dependent use zone is as much as 100 feet in depth along the easterly edge of the cove and approximately 35 feet along the northwesterly shoreline. At the head of Hawthorne Cove, the plan observes the water-dependent use zone which ranges between 35 and 45 feet. For one segment of the New Salem Wharf site where the required water-dependent use zone is 100 feet, the plan substitutes a water-dependent use zone of 35 feet. This is the location of proposed commercial development at the northeast corner of the head of the cove (see Figure 14). This depth is adequate to accommodate the landside activities associated with the particular vessel types, e.g., fishing boats and excursion boats, to which the New Salem Wharf project is dedicated. It also allows the buildings to be occupied by Supporting DPA Uses to be within a reasonable distance of the water-dependent industrial use proposed for the New Salem Wharf. This substitution is proposed only for the location where it is necessary, i.e., where Supporting DPA Uses are proposed. The total area that Supporting DPA Uses will occupy is approximately 4,270 square feet (as indicated by the hatched shading in Figure 14). A reduced water-dependent use zone is not needed elsewhere because all other uses are entirely water-dependent industrial uses or accessory to water-dependent uses.

To compensate for the small reduction of the water-dependent use zone in the above described area on the New Salem Wharf, the plan commits to restricting uses on the remainder of New Salem Wharf to only water-dependent industrial uses and accessory uses thereto. All substitute provisions in the North Commercial Waterfront apply only to a publicly developed New Salem Wharf.

B. The provision for open space on a one-to-one basis for every square foot of tideland area within the combined footprint of buildings containing nonwater-dependent use on the project site. Sec. 9.51(3)(d)

For projects along the South River to the west of the Congress Street bridge, the plan proposes a substitution for this provision that limits site coverage of all nonwater-dependent buildings to 50 percent of the total area bounded by Peabody, Lafayette, Derby and Congress streets.

The plan takes advantage of the flexibility provided for in section 9.51(3)(d) of the Waterways Regulations. For projects along the South River in the area bounded by Peabody, Lafayette, Derby and Congress streets, the Plan proposes that the maximum 50 percent requirement be applied on an aggregate basis, i.e., the total area of all the lots along this section of the South River, rather than limit nonwater-dependent building site coverage to approximately 50 percent on a parcel-by parcel basis. The needed balance between building coverage and open space is better achieved area-wide. Specific parcels have been earmarked for open space and street-to-waterfront access corridors to offset, in part, the reduction of open space on other parcels (see Figure 13).

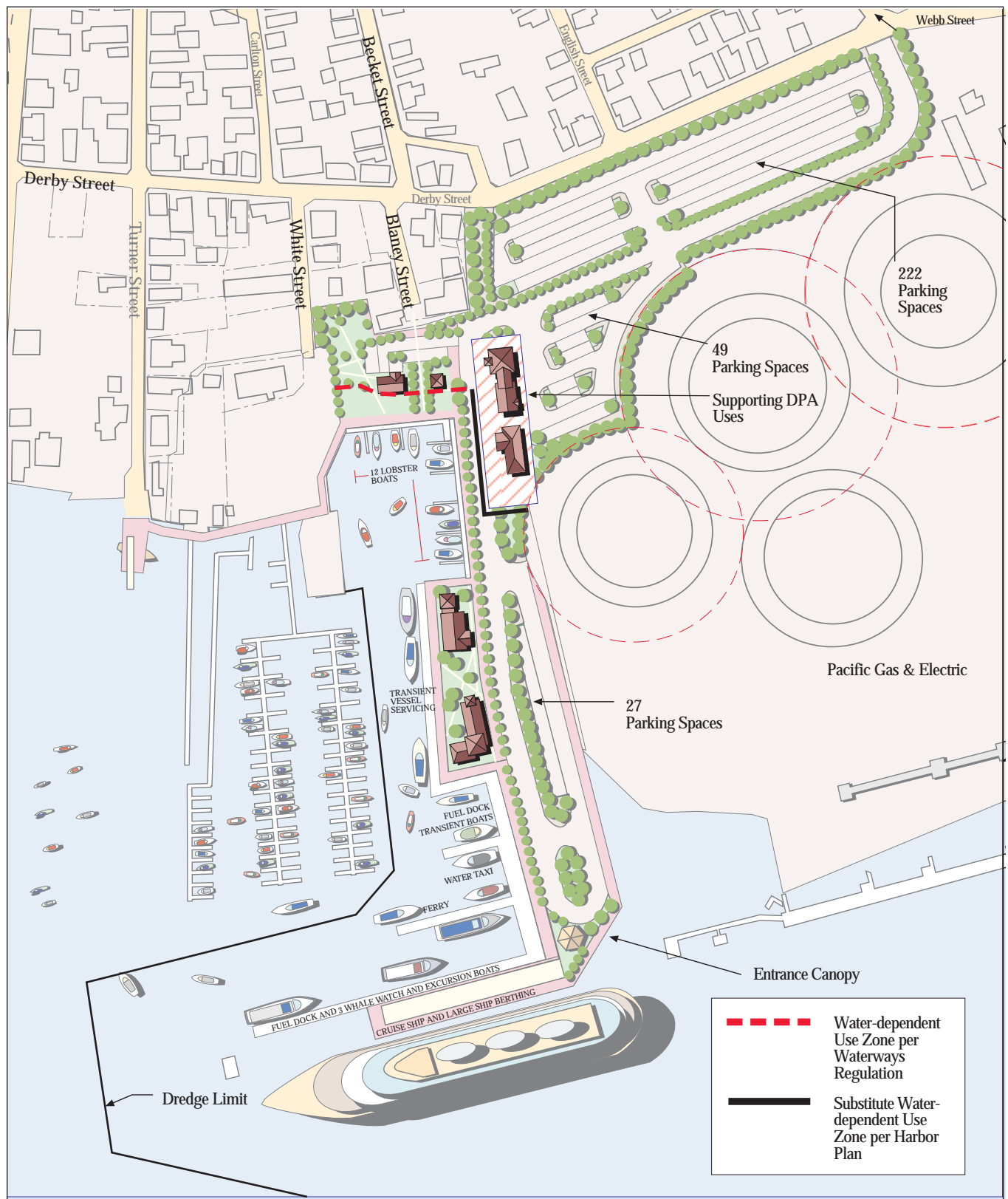
This substitution will not compromise the Waterways objectives to ensure that “...in general, buildings for nonwater-dependent use will be relatively condensed in footprint, in order that an amount of open space commensurate with that occupied by such buildings will be available to accommodate water-dependent activity and public access associated therewith. . .”. In fact, the net result will essentially be equivalent in terms of the amount of open space that will remain available for recreation and water-dependent activity. This can be enforced entirely through the Chapter 91 permitting process because all lots are within jurisdiction of the Waterways Regulation Program (according to the historical shoreline information provided by DEP).

To ensure proper implementation of this substitution, DEP requires and will rely on the City of Salem to keep a record of the aggregate build-out percentage for the area as each project in the district is submitted for review. In all of its Section 18 recommendations on Waterways license applications for this area, the City’s Planning Board will include a certification that the maximum allowable aggregate building coverage (existing and new) will not be exceeded upon completion of the proposed project.

This substitution provides flexibility for the City to consider denser build-out on the north side of the South River while providing less dense build-out and more generous view corridors and accessways on the south side, where it is more appropriate. Such rearrangement of open space is appropriate because it would create consolidated areas of desirable and useable open space on the south side of the river adjacent to and providing a physical and visual connection between a relatively dense residential area with the waterway. In addition, the amount of open space to be created on the north side of the river has been programmed by the plan to complement a revitalized commercial district featuring pedestrian and small boat access. The proposed substitute standard assists in achieving the urban design goal for Derby Street, which is to restore the historical character of this maritime community. This design scheme calls for the restoration of a consistent street wall for the edges of buildings along Derby Street, punctuated by access points to the waterfront.

Data obtained from the City of Salem assessor’s maps indicates that the aggregate amount of open space required in this area shall not be less than 185,000 square feet.

Figure 14: WATER-DEPENDENT USE ZONES:
Substitution and Compensation



SALEM HARBOR PLAN



Guidance To DEP: Non-substitute Provisions

This section provides specific guidelines for Waterways licensing on matters involving the application of discretionary requirements. The guidance of the Plan is intended to apply to all existing and new development that will be licensed under the waterways regulations.

South Commercial Waterfront

The Harbor Plan's vision for the future of the South Commercial waterfront features increased open space, continuous pedestrian access in the form of the Salem Harbor Walk along the entire shoreline including both sides of the South River, and increased levels of water-dependent activity along the waterfront. Some of these objectives along the South Commercial Waterfront will be realized through Chapter 91 licensing. Based on historic map information presented by DEP, the plan assumes that all parcels bounded by Peabody, Lafayette, Derby, and Congress streets are subject to Chapter 91.

It is anticipated that there is existing development along the South Commercial Waterfront where a structure or use occupies filled tidelands without complete and proper authorization. While the long-term the goals of this plan are achievable through individual or joint redevelopment of properties, activating the waterfront, increasing public access to the water, and improving the conditions of accessible property is possible in the short-term through the licensing process. In cases where existing development will require licensing under the waterways regulations, the plan specifies the ways in which such development can comply with the public benefits requirements of the regulations.

Salem Harbor Walk

Improving public access to and along the shoreline is one of the fundamental objectives of the Chapter 91 program and the plan's recommendations are fully consistent with and promote the state policies for the tidelands. The plan's public access goals will be achieved through the Chapter 91 licensing process as property owners redevelop or improve their properties.

The Waterways regulations contain several core provisions that are essential to the open space and waterfront access goals of the Plan. These are:

- The project shall preserve any rights held by the Commonwealth in trust for the public to use tidelands...for lawful purposes...[Specifically], the project shall not interfere with public rights of navigation...public rights of free passage over and through the water...public rights associated with a common landing, public easement, or other historical legal form of public access from the land to the water that may exist on or adjacent to the project site...public rights of fishing, fowling, and the natural derivatives thereof... (§9.35)

-
- A nonwater-dependent use project that includes fill or structures on any tidelands shall not unreasonably diminish the capacity of such lands to accommodate water-dependent use...[taking] into account any relevant information concerning the utility or adaptability of the site for present or future water-dependent purposes...(§9.51)
 - A nonwater-dependent use project that includes fill or structures on any tidelands shall devote a reasonable portion of such lands to water-dependent use, including public access in the exercise of public rights in such lands...[taking] into account the capacity of the project site to serve such water-dependent purposes...(§9.52)

Associated with each of these core provisions are a number of discretionary requirements, several of which are of primary relevance to Salem and are thus amplified upon by the recommendations of this Plan. The specific discretionary requirements on which the Plan provides guidance for DEP application are listed below.

§9.35(5)(c) Management of Areas Accessible to the Public. *“No gates, fences, or other structures may be placed on any areas open to public access in a manner that would impede or discourage the free flow of pedestrian movement...”*

§9.52(1)(a) Utilization of Shoreline for Water-Dependent Purposes. *“In the event that the project site includes a water-dependent use zone, the project shall include...facilities that generate water-dependent activity...”*

§9.52(1)(b) Utilization of Shoreline for Water-Dependent Purposes.

(1) *“In the event that the project site includes a water-dependent use zone, the project shall include...walkways and related facilities along the entire length of the water-dependent use zone...no less than ten feet in width...”*

(2) *“In the event that the project site includes a water-dependent use zone, the project shall include...appropriate connecting walkways that allow pedestrians to approach the shoreline walkways from public ways or other public access facilities to which any tidelands on the project site are adjacent.*

The Plan establishes a 20-foot public access way along the entire shoreline of the South River east of the Congress Street Bridge. A minimum of 10 feet of this walkway must be an unobstructed pathway. The remaining 10 feet can be used, as appropriate, for access amenities such as benches, trash receptacles, and lighting.

This harbor walkway is essential to improving access along the waters edge, and a critical aspect of this plan. New development or redevelopment of existing structures must comply with this 20 foot standard. In cases of properties requiring licensing of existing development, where the existing building is within 20 feet of the shoreline, the passageway shall consist of the entire area between the building and shoreline, but not less than 10 feet (minimum standard). If necessary, this minimum 10 foot passageway is to be created either by a) removing structures

along the water's edge, b) creating a passageway through the building or, as a last resort, if these alternatives are infeasible, 3) building new pedestrian structures over the water, as illustrated in Figure 5. An inland route connecting with the waterfront walkway on either side is considered a final alternative, but only when the above are not possible (due to insurmountable obstacles) and where it would be a benefit to encourage movement between Peabody and Derby Streets and activities on the waterfront.

§9.55 Standards for Nonwater-Dependent Infrastructure Facilities.

(1) “[Infrastructure facilities] shall include mitigation and/or compensation measures as deemed appropriate by the Department to ensure that all feasible measures are taken to avoid or minimize detriments to the water-related interests of the public.”

(2) “[Infrastructure facilities] shall take reasonable measures to provide open spaces for passive recreation at or near the water's edge, wherever appropriate.”

Discussions should be initiated with Mass Electric Company regarding the reconfiguration and/or relocation of the substation in the context of appropriate DEP licensing. As currently configured, the substation has a significant negative impact on the appearance of the area. In accordance with section 9.05(3)(c) of the Waterways Regulations, DEP should require an application for license or license amendment on the basis that the existing use may be significantly harming an overriding water-related public interest. This provision would assist in establishing the South River waterfront as a locus of water dependent use and public enjoyment. The relocation of the facility would enable the redevelopment of the sizable parcel for uses more appropriate to this waterfront location. In particular, the southeast corner of this parcel is recommended to serve as a no-build zone in order to create a corridor to the waterfront and a lateral walkway along the water's edge. All new development and renovations should be consistent in scale and in character with the surrounding waterfront neighborhoods.

Prohibition on Gambling Cruises

The Salem waterfront is a very limited and highly valued resource of the City. The plan has established priorities for water-dependent uses based on their ability to provide direct and indirect economic and quality-of-life benefits to Salem. Typically, gambling boat operations do not tend to bring benefits of this type to their host community, but do contribute to traffic congestion and exacerbate the shortage of parking needed for the uses encouraged by the plan. Therefore, the plan supports the licensing of the principal water-dependent uses listed in Section 9.12(2) of the Waterways Regulations, with the

one exception that dockage for and facilities in support of gambling cruises² are specifically prohibited.

This Municipal Harbor Plan finds that the detriments of such gambling boat operations far exceed the benefits to the community to an extent that justifies their exclusion in accordance with Section 9.31(3)(b) of the Waterways Regulations. In the licensing of any structure associated with passenger vessels, the plan requires a condition specifically prohibiting its use in support of gambling cruises.

Designated Port Area

The following paragraphs amplify upon the provisions in Section 9.32(1)(b) and the definitions in 9.02 of the Waterways Regulations governing uses eligible for licensing in a DPA.

The entire land area of the industrial port has long been and is currently used for water-dependent industrial use. The recommendations for the industrial port support maintaining the current levels of water-dependent industrial uses. The vast majority (approximately 68 percent) of the land area of the Designated Port Area is within Chapter 91 jurisdiction. In the unlikely event that the current uses of the Pacific Gas and Electric site are discontinued within the next five years (i.e., prior to the date of required renewal of plan approval by the Secretary of Environmental Affairs), only the following uses will be eligible for licensing: water-dependent industrial use, Marine Industrial Parks, and temporary uses as defined in the Waterways Regulations.

There are no uses and/or structures categorically restricted by the Waterways regulations that are not similarly prohibited by the Salem Harbor Plan. In particular, the plan for the new Salem Wharf includes fill and structures for water-dependent industrial uses, specifically, passenger vessel operations, and includes berths and facilities for cruise ships, commercial fishermen, water taxis and ferries. These activities and uses are consistent with the Chapter 91 regulations for DPAs. The plan for the New Salem Wharf proposes to use fill rather than pile-supported or floating structures. In response to the provision of section 9.32(1)(b)2 of the Waterways Regulations, these latter structures are not considered reasonable alternatives for the following reasons:

- Filling is compatible with the DMMP.
- The sediment in the proposed fill area is contaminated. Filling would cap the contaminated material, reduce the total area requiring dredging, and, as a result, reduce the overall volume and cost of contaminated dredge spoils requiring special disposal.
- Fill and bulkheading along the existing shoreline creates usable edge and allows for the dredging necessary to create deepwater vessel berths. Water-

² This plan defines a gambling cruise as any excursion vessel outfitted essentially for gambling, excluding cruise ships, ferries, and other vessels dedicated primarily for marine transportation.

dependent uses include shore protection structures such as bulkheads and associated fill which are necessary to construct the water-dependent industrial use (sec. 9.12(a)11).

- Buildings on the proposed fill area are to be developed for water-dependent industrial uses only. Envisioned in the Harbor Plan for this area of fill are uses such as support structures for ticket sales to commercial operations and ferries, support buildings for commercial fishing enterprises, and the like.

The area adjacent to Derby Street on the landside of the DPA, not currently occupied by industrial use, is recommended for use as parking. Additional parking is needed for existing and proposed new water-dependent industrial uses; therefore, the parking is considered to be predominantly an accessory use to the water-dependent industrial uses. Creation of the parking area in this location is consistent with the regulations for DPAs, as the land is underutilized and does not have attributes that are of primary importance to attracting maritime development to the DPA. Parking in this location has the added advantage of serving as a buffer between the industrial uses and adjoining residential and commercial uses. Buffering will be further enhanced with proposed landscaping.

In accordance with the authorization in the regulations for Review and Approval of Municipal Harbor Plans (301 CMR 23.00), and as consistent with the definition in 310 CMR 9.02, the plan endorses the following industrial and commercial uses allowable under the Salem zoning code as Supporting DPA Uses: business offices (adaptive reuse of existing buildings), general storage and warehousing, retail and service, restaurants, and off-street parking. These uses shall be confined to the segment of the northeasterly segment of New Salem Wharf as delineated on Figure 14.

Other Local and Federal Regulations and Permits

Wetlands Regulations

The Wetlands Protection Act (Chapter 131, Section 40) through the Wetlands Protection Program requires local conservation commissions to examine and regulate development activities which may alter wetlands, and to issue or deny permits based on whether the proposed activity is consistent with the requirements of the Wetlands Protection Act and DEP regulations (state Wetlands Regulations at 310 CMR 10.00 provide clarification of the provisions of the Act). DEP issues superseding orders and variances, and offers compliance, enforcement and technical assistance.

Under the Wetlands Act, the Conservation Commission has authority over projects in or affecting five categories of resource areas: bank, beach, dune, flat, marsh, swamp, freshwater or coastal wetlands which border on the ocean or any estuary, creek, river, stream, pond or lake. The Commission also has jurisdiction for land under water bodies, land subject to tidal action, land subject to coastal storm flows, and land subject to flooding. Activities within these resource areas subject to jurisdiction include activities that would remove, fill, dredge or alter the resource. The Commission also has the right

of review for activities within a 100-foot buffer zone around wetlands bordering waterbodies, banks, beaches, and dunes.

The Conservation Commission also has responsibilities to plan for, acquire, and manage open space as well as to promote conservation restrictions.

The Clean Water Act

Section 404 of the Clean Water Act establishes a permit program to regulate discharges of dredged or fill material into wetlands and other waters of the US. In tidal areas, “waters of the US” extend to the (spring) high tide line. The Section 404 permit program is implemented by the US Army Corps of Engineers. The National Marine Fisheries Service and Fish and Wildlife Service have advisory review role. In addition, Section 404(c) gives the US Environmental Protection Agency veto authority over the Corps’ decision to issue a permit.

The Corps of Engineers cannot issue a Section 404 permit unless it determines that:

- 1) The proposed project is not contrary to the public interest. The general criteria for the public interest review are in 33 CFR section 320. The factors involving the public interest include economics, environmental concerns, historical values, fish and wildlife, aesthetics, flood damage prevention, land use classifications, navigation, recreation, water supply, water quality, energy needs, food production and the general welfare of the public.
- 2) The proposed project complies with the Section 404(b)(1) Guidelines. Section 404(b)(1) Guidelines are federal regulations (40 CFR section 230) that provide the environmental criteria to be satisfied before a Section 404 permit involving discharge of dredged or fill material can be issued.

The 404(b)(1) Guidelines prohibit discharging of dredged or fill material if there is a practicable alternative. An alternative is practicable if it is available and capable of being accomplished considering cost, existing technology and logistics, and overall project purpose. The Guidelines also require that the discharger undertake all appropriate and practicable mitigation measures to minimize any potential harm to the aquatic ecosystem. The Corps’ evaluation of a project under this standard progresses through the following stages: avoidance of impacts where practicable through the evaluation of alternative sites; minimization of impacts; and appropriate and practicable compensation of unavoidable impacts through wetlands creation or restoration.

Section 401 of the Clean Water Act requires a water quality certification from the state in which a discharge under a 404 permit will originate. The certification is that the discharge complies with the state water quality criteria.

The Rivers and Harbors Act of 1899

Section 10 of the Rivers and Harbors Act of 1899 authorizes the US Army Corps of Engineers to regulate structures and work in navigable waters of the U.S. Jurisdiction extends shoreward to the mean high water line. Regulated activities include construction of piers and wharves, permanent mooring structures such as pilings, intake and outfall pipes, boat ramps, and dredging or disposal of dredged material, excavation, and filling. The New Salem Wharf and associated proposed fill will need to be reviewed for environmental suitability and approved under Section 404 and Section 10.

General Permitting Requirements For Dredged Material

Regulatory permitting for projects having dredging requires approvals from many agencies. The following is a listing of regulatory agency approvals:

1. Massachusetts Environmental Protection Act (MEPA) has thresholds for projects of over 10,000 cubic yards of dredging to submit an Environmental Notification Form (ENF), which is reviewed by many agencies. The MEPA process also involves a thirty day public review process. The public notification is accomplished by the publication of the first page of the ENF in the Environmental Monitor. The review identifies project elements that need to be considered in the design and permitting for the project, and determines whether the project requires the filing of an Environmental Impact Report (EIR). The process concludes with the issuance of a Certification from the Secretary of Environmental Affairs, whether the ENF satisfied the MEPA requirements or that the submission of an EIR is required. Other State agencies cannot issue their approvals, or funds, until the MEPA process is completed.
2. The Corps of Engineers reviews the project concerning navigation, flooding impact, resources, and the filling, transportation and disposal of sediment in navigable waters. A Corps review involves other Federal agencies including the Environmental Protection Agency (EPA), National Marine Fisheries, U.S. Fish and Wildlife Service, and the State Historic Commission. The filing of a Corps of Engineers application initiates their review process which includes suitability determination for the disposal of dredged material, historic resource issues, addresses navigation and abutter issues, and a initiates a public notification process that concludes with a permit describing necessary dredging operational procedures.
3. Department of Environmental Protection (DEP) Wetlands and Waterways have three departmental agency approvals including a) Water Quality Certification for the dredging, handling and disposal of dredged material; b) Waterways Regulatory Program granting a Chapter 91 permit to provide the proposed dredging and development activities and c) Wetlands which oversees with the local Conservation Commission's review of impact from the project on wetland resources of the area.

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4. A consistency review by the Massachusetts Coastal Zone Management (MCZM) will be required for the Corps Permit on a Federal level, and MCZM policy must be satisfied on a State level. Policies include defined requirements regarding Water Quality, Habitat, Protected Areas, Coastal Hazards, Port and Harbor Infrastructure, Public Access, Energy, Ocean Resources, and Growth Management.
 5. The Applicant for a dredging project must submit a Notice of Intent (NOI) to the local Conservation Commission toward receipt of Orders of Conditions, which outline the procedures and mitigation measures to minimize impact on wetland resources. Bathymetric survey, identification of resources, sediment sampling and testing are required to describe the project for NOI submittal. The Conservation Commission review process includes a public hearing where the applicant presents the project and how it conforms to the requirements of the Massachusetts Wetlands Protection Act. Comments from proponent, opponents, and abutters are heard during the hearing.

The Federal Emergency Management Agency

The Federal Emergency Management Agency (FEMA) performed a Flood Insurance Study of the City of Salem in 1977. The study utilized hydrologic and hydraulic analyses to establish Flood Insurance Zones and flood plain management measures for the area. The investigation considered historic flood elevations, estimates of shoreline levels considering stillwater and wave runup for various storm frequencies.

The study provides a plan of the various Flood Insurance Zones along the harbor as established by this study. The following summary describes the Harbor area zone designations in detail.

<u>Zone A:</u>	Special Flood Hazard Areas inundated by types of 100-year shallow flooding, determined by the approximate methods; no flood elevations shown or flood hazard factors determined.
<u>Zone AO:</u>	Areas of 100-year, shallow flooding where depths are between one (1) and three (3) feet; base flood elevations are shown, but no flood hazard factors are determined.
<u>Zone A2 & A4:</u>	Special Flood Hazard Areas inundated by the 100-year flood, base flood elevations shown, and zones subdivided accordingly.
<u>Zone V2 - V4:</u>	Areas of 100-year coastal flooding with velocity (wave action); base flood elevations and flood hazard factors determined.
<u>Zone B:</u>	Areas between the limits of the 100-year flood and 500-year flood; or certain areas subject to 100-year flooding with average depths less than one (1) foot or where the contributing drainage

area is less than one square mile; or area protected by levees from the base flood.

Zone C: Areas of minimal flooding.

A majority of the project area dredge sites are located in velocity zone designation V3, with the exception of the Winter Island area which has been designated as a Zone V2 velocity zone. South River and Cat Cove are not located in velocity zones, but are still subject to flood hazards associated with the 100-year storm event. South River is designated as special Flood Hazard Zone A2 at its intersection with Lafayette Street to just beyond Pickering Wharf Marina and then becomes a Zone A4 area at the area surrounding Central Wharf. Cat Cove is designated as a Zone A4 flood hazard zone. Smith Pool (north of Cat Cove) has an A2 flood hazard designation.

FEMA flooding studies should be considered in the design of all coastal structures.

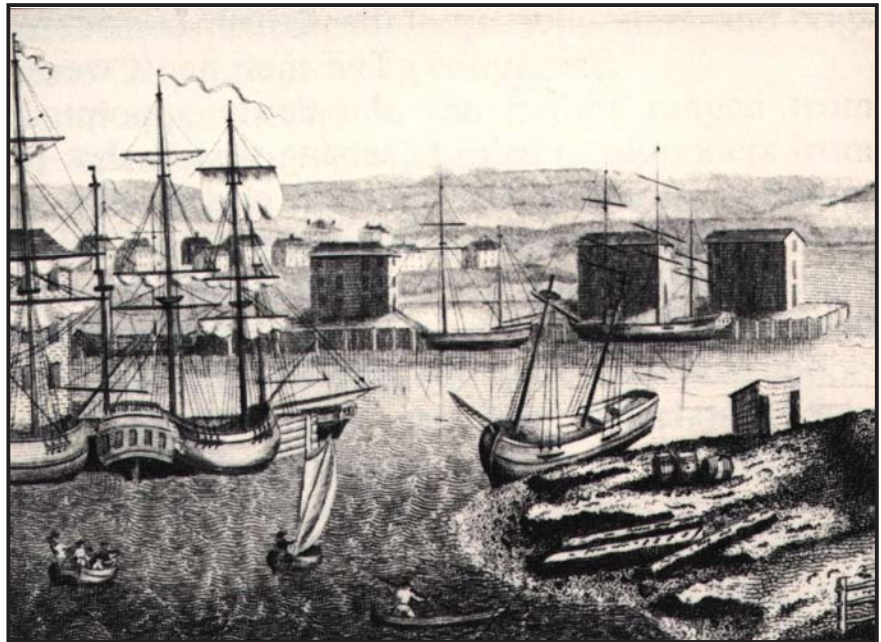
FUTURE PLANNING



VII. FUTURE PLANNING

The Harbor Plan recommends that the City of Salem and the Harbor Planning Committee commit to extending current planning efforts to take into consideration all of the City's waterfront over the course of the next three years. It is recommended that the City seek to secure funds through state or federal grant programs to facilitate this effort. The plan recommends that the Harbor Planning Committee be re-constituted to take on this expanded initiative with the addition of representatives of interested parties, from affected residential neighborhoods, commercial districts and organizations.

A P P E N D I X : C O M M U N I T Y I N V O L V E M E N T



Overview of the Community
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Public Outreach

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APPENDIX: COMMUNITY INVOLVEMENT

Overview of the Community Involvement Effort

When initially designed, the public participation strategy for developing the Harbor Plan was aimed at achieving three objectives: *informing the public* of the progress of the Harbor Planning effort; *soliciting relevant and timely reactions and input regarding the plan* from the community; and *meeting the requirements* regarding public participation of both a Municipal Harbor Plan (310 CMR 23.00) and Salem's municipal approval processes.

In actual practice, the meaningful and effective involvement of the community was an integral and critical component of the process of developing the plan for Salem Harbor. The public was involved in each step of the process, through public meetings, workshops and focused discussion groups.

To a significant extent, the Harbor Plan reflects the considerable and thoughtful input of Salem's citizens. This is true with regard to the Harbor Plan's overall intent that Salem reclaim its identity as a vibrant seaport, as well as the plan's particular concerns such as balancing the economic benefits of tourism with quality of life for Salem's residents. Community input is also reflected in specific recommendations found throughout the Harbor Plan. In the South Commercial Waterfront, new parks, waterfront walkways and neighborhood parking reflect community concern that the South River be a transition and not a barrier. The character and location of the Harbor Walk in the Tourist Historic Harbor is clear outcome of neighborhood input and discussion. Within the North Commercial Waterfront, the scale and nature of development at the proposed New Salem Wharf has been shaped by neighborhood concerns and priorities. Local concern that environmentally appropriate energy options be encouraged at the Industrial Port is expressed clearly in the plan. Finally, the community's preference that Winter Island remain a resource for the passive enjoyment of local residents underlies the Harbor Plan's entire approach to that area.

Public Outreach

The public outreach component of the planning process focused on informing the general public through the strategic dissemination of information on the Harbor Planning project at appropriate points in the planning process, as well as a comprehensive direct mail campaign.

Members of *The Salem Evening News* were briefed at critical points in the development of the plan with the intent of encouraging press coverage aimed at heightening public

awareness and potential public support for the Harbor Plan. Media advisories were also distributed prior to each public meeting to promote participation in these events.

Early in the planning process, the Harbor Planning Committee issued two issues of *The Salem Harbor Newsletter*, in Spanish and English, for broad dissemination. The newsletter served as a project *fact sheet*, to describe the project and the Harbor planning process, to outline the overall project schedule, and to inform the public as to how they might become involved.

Throughout the planning process, the City Planner directly thanked in writing each attendee at the public meetings for their participation, and at appropriate times invited them to attend upcoming meetings. Direct mail lists were maintained, and participants received notices of all public meetings and workshops.

Public Input

The effort to solicit meaningful input from members of the community had several elements. The first was the active involvement of the Harbor Planning Committee; the second was a series of focused working sessions with representatives of relevant agencies and stakeholders; the third was a series of “planning area based” workshops; and the fourth type of program involved large-scale public meetings.

Harbor Planning Committee

At the center of this community-based planning effort was the commitment and active involvement of the Harbor Planning Committee as representatives of its constituent organizations, as well as the community at large. The Harbor Planning Committee met with the planning team on a monthly basis to provide input on the team’s progress and played an active outreach role in the community. Members of the Harbor Planning Committee reviewed and commented on each of the Reports produced in developing the Harbor Plan, and participated visibly in several of the public open house events.

Working Groups

Three working groups were formed, drawing participants from membership of the Harbor Planning Committee, as well as representative interests in the City. These groups focused on Maritime Issues, Tourism, and Neighborhood concerns. The Maritime Working Group was comprised of representatives of various types of marine-related businesses and interests. The Tourism Working Group included representatives of tourism-related businesses and institutions. Finally, the Neighborhoods Working Group encompassed representatives of residential constituencies in close proximity to the waterfront.

Each group met twice during the early stages of the project to provide valuable information on current conditions, key issues and likely potential opportunities. The second meeting of the Neighborhood Concerns group was held in the form of an open house, closer in scale to a public meeting. This meeting served as an important opportunity for the public to comment on the alternatives under consideration.

Area-Based Workshops

Three planning area-based meetings were also held to offer an opportunity to comment to individuals and institutions with specific interests in a particular planning area. The focus of each of these workshops was the discussion of each of the alternatives under consideration for the particular planning area. Each workshop provided invaluable feedback and new ideas to the planning team.

Public Meetings

A series of four public meetings have been held in the course of developing the Salem Harbor Plan.

The Harbor Today: The first of these public meetings focused on *The Harbor Today*. This meeting served as a forum for presenting to the public the evaluations of existing conditions that were developed as well as the team's assessment of the key issues at hand. The meeting followed a workshop format, beginning with brief presentations of the findings by the consultant team. This was followed by breaking into smaller groups to discuss in detail the planning area's opportunities and constraints.

The Harbor Tomorrow: The second major public meeting focused on *The Harbor Tomorrow*, and looked at economic trends for tourism, marine and other uses. Again, the attendees broke into smaller groups to review and discuss draft Goals and Objectives, and to consider planning priorities.

The Choices Ahead: The third public meeting, *Feasibility Assessment of Alternatives* examined the alternatives and qualitative evaluations of the costs and benefits of each.

A Plan for the Harbor: The fourth public meeting was divided into two elements: a formal presentation of the draft Harbor Plan and an open house. The formal presentation concluded with a question and answer discussion period. This was followed by an open house, at which members of the planning team and Harbor Planning Committee were available for smaller discussions about particular aspects of the plan.

Initial Submittal of the Plan

The Salem Harbor Plan was first submitted to the Secretary of Environmental Affairs in May of 1999. After the Public Hearing held by MCZM, subsequent hearings by the City Council Committee on Community and Economic Development, and significant discussion regarding the proposal by MCZM to consider a regional Dredged Material Disposal Site in Salem Harbor, it was determined that more time was needed for detailed discussion and revision of the Plan and its implications for the City of Salem. As a result, the Mayor retracted the Harbor Plan from state review in October of 1999.

Additional Public Outreach and Response to Comment

The Harbor Planning Committee initiated a new round of Public forums in December 1999. These included three general discussion sessions in which the Plan was presented, comments received to date were discussed and proposed responses to those comments were summarized in chart form as either recommended changes to the Plan or clarifications. The “Response to Comments Chart” was refined throughout this new public process.

Based on comments and questions emphasized during the public discussions of the Plan, the Committee held two topic-specific workshops: one on the *Economics of the New Salem Wharf* and another on the *Chapter 91 Licensing Program and the Implications of a State-Approved Harbor Plan*.

During this period, the text of the Harbor Plan was made available electronically on the City Council’s website.

The revised Salem Harbor Plan was endorsed by the Salem City Council on May 25th, 2000 and resubmitted to the Executive Office of Environmental Affairs by the Mayor to initiate the state approval process.