

Comprehensive Plan / 1970

MARBLEHEAD

MASSACHUSETTS

TOWN OF
MARBLEHEAD
MASSACHUSETTS

COMPREHENSIVE PLAN/1970

DOBER, PADDOCK, UPTON AND ASSOCIATES, INC. / PLANNING CONSULTANTS

This report was prepared for the Marblehead Planning Board and the Massachusetts Department of Community Affairs and was financially aided through a Federal grant from the Department of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.

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 ABSTRACT: The report encompasses a comprehensive plan for a highly urbanized, historic residential suburb of 22,000. Recommendations include the establishment of a permanent photographic exhibit depicting the social and architectural history of the community. The project will foster further recognition of historic districts established in 1968. This effort will constitute the Town's principal contribution to national bi-centennial observances in 1976. An official committee has been appointed. Construction of a parking garage in the historic district is a second measure intended to support preservation. This facility will be largely concealed from view by surrounding structures. Its use is intended to arrest demolition of individual buildings which contribute to the important en masse character of the 18th century village. Development is proposed through public and condominium financing. The parking garage will serve surrounding business, residential and important tourist-recreational uses. An official committee has been appointed to investigate this proposal. A third important element of the plan envisages use of Town-owned former railroad property as an official Bicycle (or Urban) Trail. The 4-mile right-of-way courses through developed residential areas ranging in density from 3 to 8 dwelling units per net acre. Officially supported and adequately maintained, the trail could serve for a control study of urban environmental systems.



**TOWN OF MARBLEHEAD
PLANNING BOARD**

MARBLEHEAD, MASS.

July 1, 1970

To the Citizens of Marblehead:

The preparation of this report was Federally-aided under the Urban Planning Assistance Program, a program designed to encourage local communities to evaluate long-term needs. Through the employment of technical planning help, the attached Comprehensive Plan has been developed.

That Marblehead has completed its first such planning study is but a preliminary achievement of the Federal-aid program. The ultimate test of success, here as elsewhere, must be measured by the extent to which the recommendations are used to improve community life.

Marblehead Planning Board, 1969-1970

Stanley B. Berenson, Chairman pro-tem
Edmund P. Bullis
Robert H. Hammond
William H. Haskell
John B. Pepper
John K. P. Stone, III (resigned)

Marblehead Planning Board, 1970-1971

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PREFACE

The Comprehensive Plan is the result of joint efforts of Town officials, citizens and planning technicians. The intent of the plan is to set forth a series of initial goals based on clearly defined needs within the context of both local and metropolitan communities. The report also is designed to provide background information for local problems and the determination of further objectives. General standards and other pertinent data have been included for this purpose. Interwoven with these tangible elements are considerations of such intangibles as community appearance, economic stability, convenience and enjoyment.

The planning report is directed at both the Town official and citizen. Its purpose is to provide a guide to positive community action and support. The recommendations of the report need not be regarded as final, but should be up-dated as changing physical and social requirements of the community demand. With the Town approaching total development in the next decade, the opportunities for periodic review are necessarily limited. As future needs demand, therefore, positive action by the Town of Marblehead will be necessary to assure the attainment of desirable long-range community goals.

Community Relations Program

The conduct of a public relations program by the consultant included the formation of a citizens group, the Marblehead Advisory Panel, to work with the Planning Board on the development of the Comprehensive Plan. The members of this panel attended most of the meetings held with the Board. The League of Women Voters also sent representatives to discussion sessions at which the elements of the plan were covered.

During the course of the survey additional time over and above contractual requirements was given to study and recommendations on proposed alternate locations of a sewerage treatment plant at the harbor. This work included the suggested integration of recreational facilities, together with a marina at Riverhead Beach. The matter of location has not as yet been determined, though an official Town Committee has indicated that prospects for a regional treatment plant out-of-town appear favorable.

The realization of goals put forth in a plan rest in large measure in the interest and understanding of the Planning Board. On this premise, considerable time beyond contractual requirements was spent with the Board in the hope that such additional effort would bear fruit in coming years. The recognition which this additional time received in the Board's Annual Report for 1969, as well as the complementary comments included in the Park and Recreation Commission's Report are hereby gratefully acknowledged. It is truly a pleasure to have met with these and other groups and individuals with whom we have had excellent working relationships.

As a result of Marblehead's many resources, its progressive leadership and the excellent response to the recommendations of this study, the prospects for achievement here appear particularly great. With little time remaining before most alternative courses of action are closed, residents are more alert and attentive to future Town needs than ever before in the long history of the community. Given willing cooperation and assistance from Federal agencies such as the Department of Housing and Urban Development, the Smithsonian Institute, the Post Office Department; and at the state level, from the Departments of Natural Resources and Public Works and the Massachusetts Historical Commission, there is little reason why Marblehead can not achieve most of the objectives outlined in this study.

This report was prepared by Harold P. Myer, AIP, Planner-in-charge.

I REGIONAL SETTING AND AREA OF INFLUENCE

Introduction

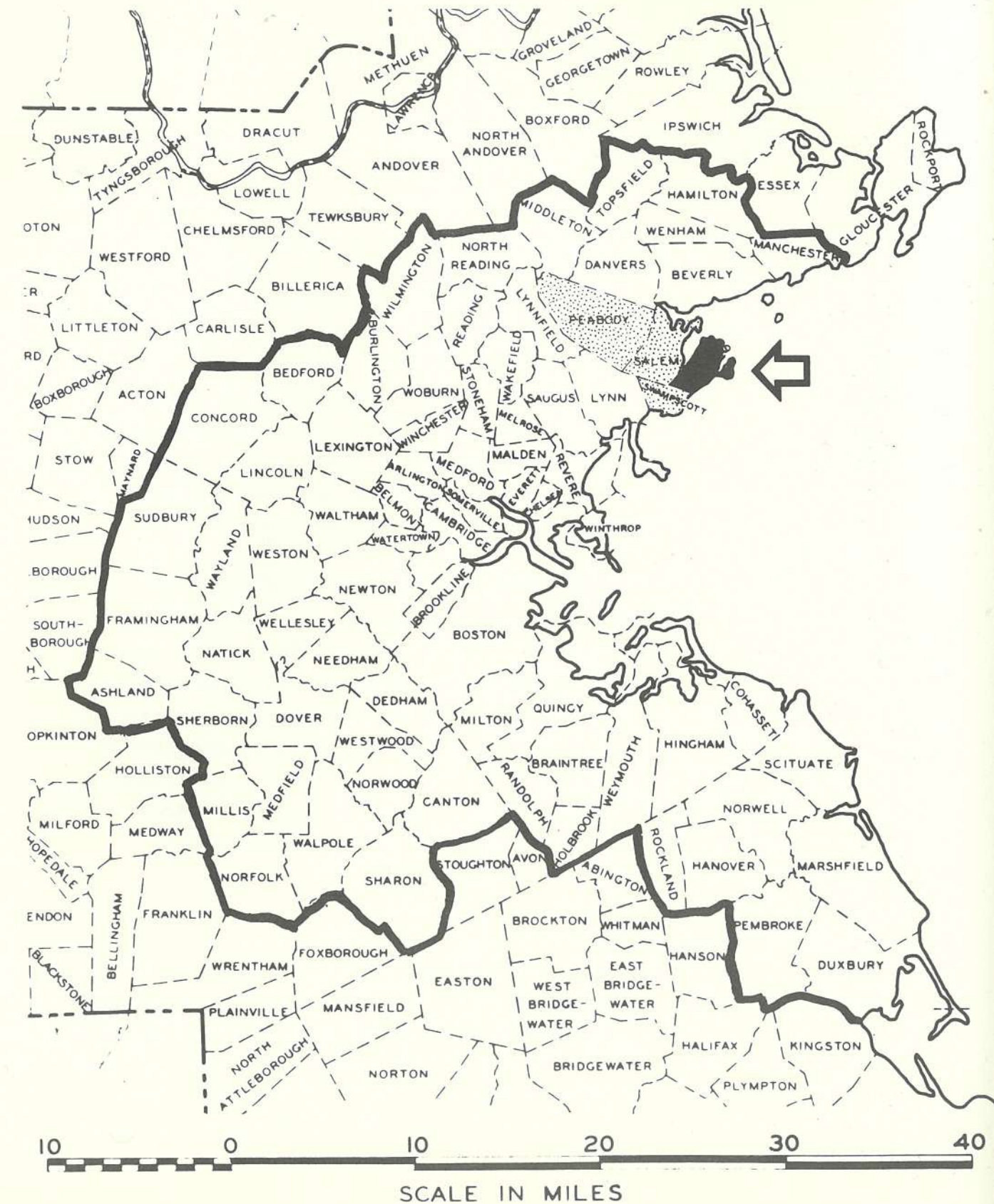
Marblehead is a rapidly maturing, densely developed community located on the northeast perimeter of the Boston metropolitan area. The town lies mid-way in a chain of coastal communities between Boston and Gloucester generally designated as the North Shore. Because of the irregular shore line and communications system, however, there is no close social or economic affiliation of these cities and towns except where distances are short.

When population densities are applied to the metropolitan region, as in the second illustration, a pattern of polarization emerges for Marblehead and the communities of Lynn, Salem, and Swampscott. This pattern reflects the advanced stage of development for these adjoining cities and towns. Marblehead has strong associations with both Salem and Swampscott because of proximity, inter-related travel routes, and shopping and employment opportunities. The Town's relationship to Lynn, however, has diminished in the past half century with the decline in rail service and the construction of new routes of travel (such as Routes 128 and I-95, under construction). Also the dispersal of economic activities with concurrent suburbanization has reduced the ties to that city.

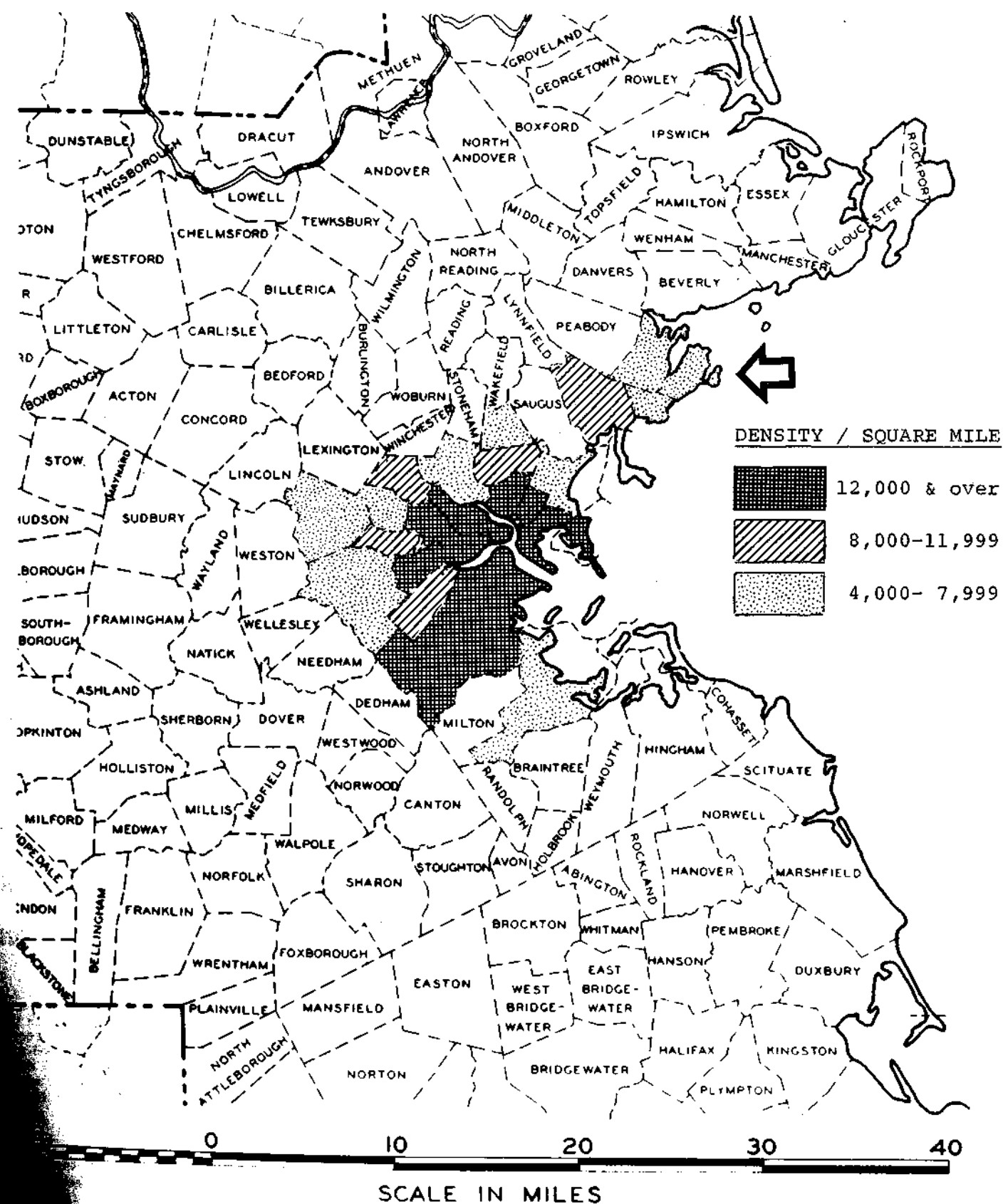
With the development of Route 128 in the late forties and the opening of the regional shopping center in Peabody in the past decade, Marblehead has had an increasing economic orientation to that community rather than Lynn. As the leather industry has diminished in Peabody, it has been gradually replaced with diversified industrial activities, utilizing large tracts of open land. These factors have been taken into consideration in determining an "area of influence" for Marblehead. Consequently, Salem, Swampscott, and Peabody have been selected together with Marblehead as the basis for "sub-regional" comparisons of economic activity.

To supplement the above comparisons, data has also been developed on the basis of "urbanization". As the accompanying table shows, Marblehead is the 6th most densely populated town in the metropolitan district--and the state. (Out of 351 cities and towns it is the 24th most densely populated community in the Commonwealth.) These facts should help to reinforce a basic premise of this report, that the Town is indeed an urban community. Data based on this urban association is used in succeeding sections of the report.

MARBLEHEAD, THE SUB-REGION AND THE METROPOLITAN AREA



POPULATION DENSITY IN THE BOSTON METROPOLITAN AREA



GROSS POPULATION DENSITIES: 1965

Towns in metropolitan Boston with 3,000 or more persons/square mile arranged by rank order of density

Town	Population	Density
Winthrop	20,398	13,076
Arlington	52,482	10,132
Watertown	40,115	9,881
Brookline	53,608	8,098
Belmont	28,794	6,273
MARBLEHEAD	20,942	4,760
Swampscott	13,995	4,544
Nahant	4,067	3,911
Winchester	21,643	3,667
Hull	8,836	3,636
Wakefield	25,571	3,479
Stoneham	20,109	3,335
Weymouth	50,468	3,022

SOURCE: Massachusetts Department of Commerce & Development

Historic Growth

As a consequence of the town's geographic location on the coast and the presence of a natural harbor, water-related activities have always played a major role in gradual evolution of the community. Permanently settled in 1629, the inhabitants turned to the sea for their livelihood. In addition to the harvesting of fish, the construction in 1636 of the first large ship built in the colony for use in the trans-oceanic trade with England marked the beginning of a modest prosperity. Thereafter, Marblehead was active in shipping through the 18th century, although fishing was the chief source of employment and income. Characteristically, virtually all of the Town's "great houses" built by the merchant princes of the era are pre-revolutionary. After that period the accumulation of wealth from shipping pursuits was increasingly concentrated in larger communities, including neighboring Salem, as major urban centers with larger and deeper ports attracted the major economic growth of the colonies.

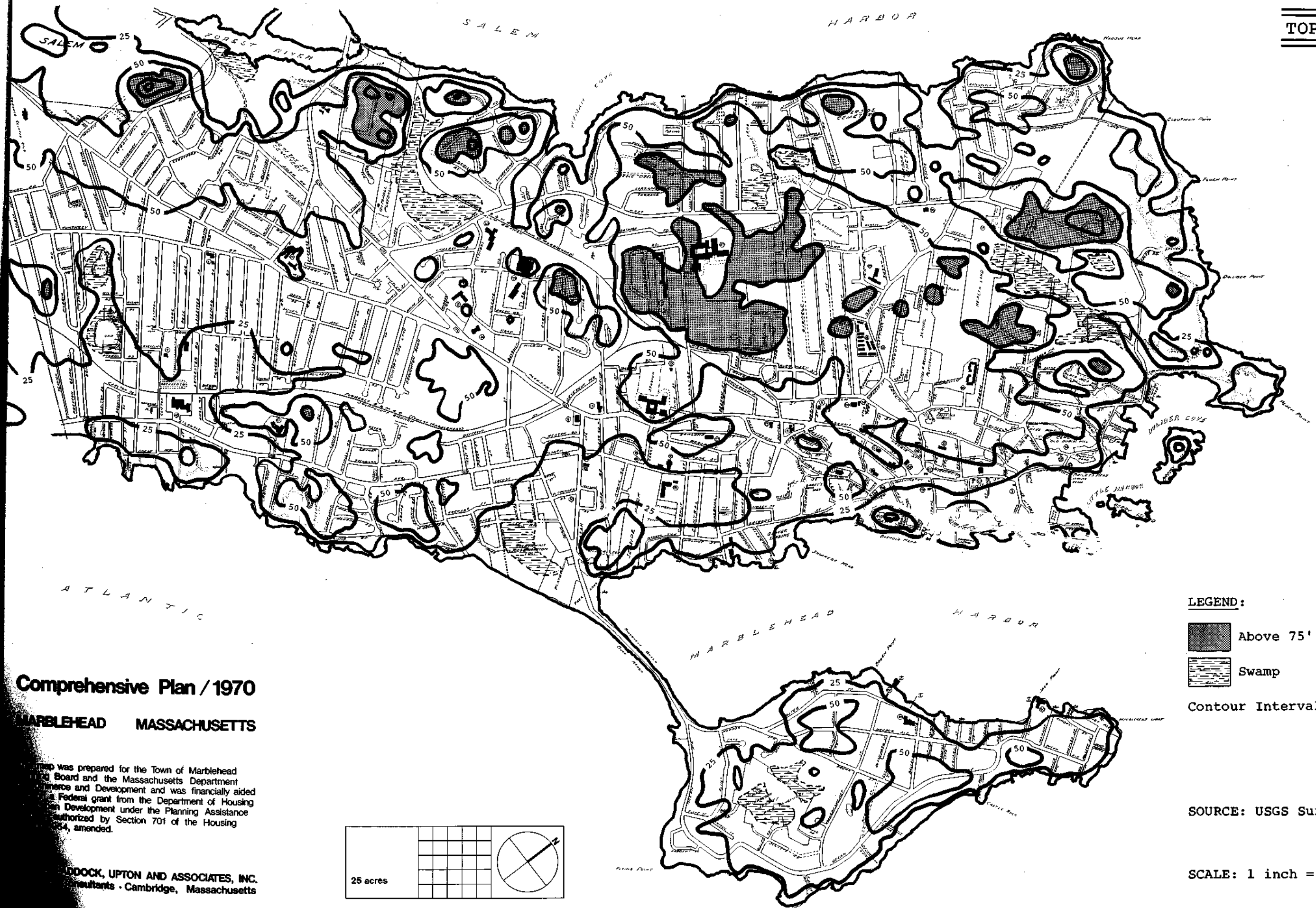
Both the Revolution and the War of 1812 had disastrous effects, leaving the community economically prostrate at the end of each period from shipping blockades and loss of seamen and ships. Undaunted by these setbacks, the town continued to rely on fishing, supplemented by limited agriculture, as its chief source of employment and income until the great gale of 1846 off the Grand Banks caused the loss of substantial numbers of men and ships. While the port is reputed to have shipped more cod than all other New England towns put together, fishing was never thereafter a mainstay of the economy. Although the curtailment of fishing is largely attributed to this disaster, the emergence of Boston and Gloucester - both nearby - as important fishing ports and the influence of the railroad on changing dietary consumption and markets also took their toll.

The eclipse of the fishing industry in the mid-19th Century was marked by the appearance of 50 or 60 shoe factories near the former railroad station on Pleasant Street. This change in the economy was a product of the industrial revolution which in a way had its beginning with the extension of a railroad to town in 1839. After two disastrous fires in 1877 and 1888, the shoe industry moved elsewhere while the economy lapsed into a period of general inactivity and gradual diversification.

POPULATION GROWTH

1765	4954
1766	4386
1790	5661
1800	5211
1810	5900
1820	5630
1830	5149
1840	5575
1850	6167
1900	7582
1910	7338
1920	7324
1925	8214
1930	8668
1935	10,173
1940	10,856
1945	12,524
1950	13,765
1955	15,908
1960	18,521
1965	20,942
1970	22,150*

Source: Town Clerk
*est. D.P.U.A.

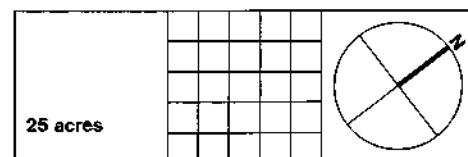


Comprehensive Plan / 1970

MARBLEHEAD MASSACHUSETTS

This map was prepared for the Town of Marblehead Planning Board and the Massachusetts Department of Commerce and Development and was financially aided by a Federal grant from the Department of Housing and Urban Development under the Planning Assistance Act, authorized by Section 701 of the Housing and Urban Development Act of 1954, amended.

Prepared by: DODD, UPTON AND ASSOCIATES, INC.
Consultants - Cambridge, Massachusetts



LEGEND:

Above 75' Elevation

Swamp

Contour Interval: 25 Feet

SOURCE: USGS Survey Maps

SCALE: 1 inch = 1/4 miles

The closing years of the 19th Century were marked by an increasing interest in Marblehead as a summer resort. Manifest of this trend was the establishment of the Eastern Yacht Club in 1870 and the Corinthian in 1888. By the turn of the century, summer estates dotted the Neck and Atlantic Avenue leading from Swampscott. Following the demise of the shoe industry, population moderately declined until after 1920. By 1925 the trend had been reversed and the state census of that year tallied 8,214 residents. The railroad was undoubtedly a stabilizing factor during preceeding years, but the growth which followed 1925 was entirely due to the expanding metropolitan population and the automobile. Proximity to Boston was indeed a factor in the gradual suburbanization of the community, and was expedited by the development of the Lynn-Swampscott Shore Drive. Both the Depression of the thirties and the following war slowed expansion. But following this period population increased steadily from the 12,524 residents in 1945 to the estimated 22,150 today, an increase of almost one hundred percent.

Geographic Features

Marblehead today is primarily a dormitory suburb for the metropolitan community at large. The geographical configuration of its 4.4 square miles have largely determined its present development. First, the Town's isolation as a semi-peninsula meant that both major road systems and the main line of the railroad by-passed the community. With more direct lines of communication along the North Shore located further inland, the Town never became a center for commercial activity. The one exception to this was the pre-revolutionary period when the sea as the primary highway of commerce lay literally at the front door of the settlement. When land travel succeeded sailing as the principal means of communication, the port-oriented community was largely isolated.

When the harbor became too small for the larger vessels of the 19th century, port activity waned. Because of the natural harbor, however, the Town eventually became an important yachting center. The construction of estates which followed and the concentration of large land areas in the hands of the wealthy undoubtedly discouraged land exploitation. As a consequence the Town was largely spared the extensive development of summer cottages, an occurrence which has left its mark on other coastal communities.

The landscape of Marblehead is composed of marginal hills and deposits of glacial drift modified by streams following the retreat of glaciers from the area. There is a varied pattern of soil cover, much like the predominant Gloucester Stony Loamy Sand, the result of glacial action. Merrimac Fine Sandy Loam covers large portions of the Clifton area and once supported extensive farming in the 18th and 19th century. What is now known as the Gatchell Playground in this area was originally acquired as common "tillage and pasture" land. In some areas large gravel deposits were left by glacial action. The scars still remain in the Forest River section where such deposits were worked until recent years.

Much of the importance of these soils has diminished with the extension of urban development to most areas of the community. Remaining undeveloped land in private ownership is largely characterized by rough rock outcropping, or by wet soils and pockets of muck. Under the pressures of population expansion and rising values these areas, too, are being altered to support urban development -- but at a price.

As Marblehead gradually reaches land use saturation, many of the land forms and environmental features which have made the community an attractive retreat will be eradicated. Certain of these areas have already been set aside by public or private conservation efforts. Later on in a section on urban design and policy, we shall examine some additional ways to conserve the present environment.

II LAND USE SURVEY

Introduction

The use of land reflects the way man has treated his environment. Marblehead's geographic orientation to the sea, its indented shoreline and varied landscape provided a setting preeminently suited to residential development. As the accompanying table on the use of developed land in 1963 shows, the percentage of residential land in Marblehead far exceeded the proportion in adjoining communities and for the Boston Metropolitan area. Conversely, only 5 percent of Marblehead's land was used for commercial-industrial-transportational activities in 1963 as opposed to almost three times this amount for metropolitan Boston. The amount of land devoted to social service and recreation uses is also significantly low. This is attributable to the absence of major public or private regional recreation, hospital or institutional uses rather than the inadequacy of municipal open space areas.

Because of the organization of this report, it is too early to introduce recommendations on municipal land use policy until the reader has been fully acquainted with community needs and potentials. This section of the study is therefore restricted to reporting land use characteristics as they have existed in the past. Specific recommendations on future policy will be found in the chapter entitled Urban Design Study.

Land Use Survey

Land-use studies are major planning tools, since the information tells where and how a community carries on its daily life. A knowledge of the current pattern of land use is essential to understanding what variations may be possible in the future. The information in this section of the report summarizes in tabular and descriptive form how Marblehead used its land in autumn of 1968.

Generalized land-use information is sufficient for a comprehensive development plan. However, because initial reconnaissance studies suggested that finegrain detail would probably be necessary for long-range planning in Marblehead, a parcel-by-parcel land-use survey and inventory was conducted by the Consultant staff, using

LAND USES AS A PERCENT OF DEVELOPED LAND: 1963

<u>CLASSIFICATION</u>	MARBLEHEAD	SALEM	SWAMPSCOTT	BOSTON MET. AREA
Residential	68.4	33.1	54.1	47.6
Commercial	2.3	5.8	3.3	3.7
Social Services & Recreation	10.6	30.9	17.4	22.5
Manufacturing	0.9	8.1	0.6	4.3
Extractive	0.5	1.3	5.2	1.8
Transportation	1.3	6.0	2.7	4.2
Vacant Buildings	0.1	0.3	0.3	0.2
Streets & Alleys	15.9	14.5	16.4	15.7
<hr/>				
TOTAL: Developed Land in Acres	2,188	3,141	1,313	294,265

Compiled from COMPREHENSIVE LAND USE INVENTORY REPORT
Eastern Massachusetts Regional Planning Project
Vogt, Ivers & Associates March, 1967

Assessor's parcel sheets. Each parcel was examined in the field and the land use recorded in accordance with the land-use categories used by the Metropolitan Area Planning Council (MAPC) in their COMPREHENSIVE LAND-USE INVENTORY REPORT (1967). The latter study used approximately ninety land-use categories. Not all of these, of course, were applicable to Marblehead.

The information is recorded so that the Town of Marblehead could, if it wished, transfer the data to computer punch cards for storage and retrieval and for comparative purposes if it undertakes a similar survey some time in the future. The field information on land-uses has been transferred to summary sheets, listing the number of parcels and square footage of land on each assessor's sheet by the MAPC categories. This information was used to create the summary tables referred to below.

In several instances parcels land contained more than one of the ninety-odd MAPC land-use codes. In these cases the highest density or most intensive use code was used in the summary tables. For example, a parcel showing a single-family residence and a retail store would be recorded in the summary as a retail store. A parcel with codes for a swamp and vacant dry land would be shown as vacant dry land.

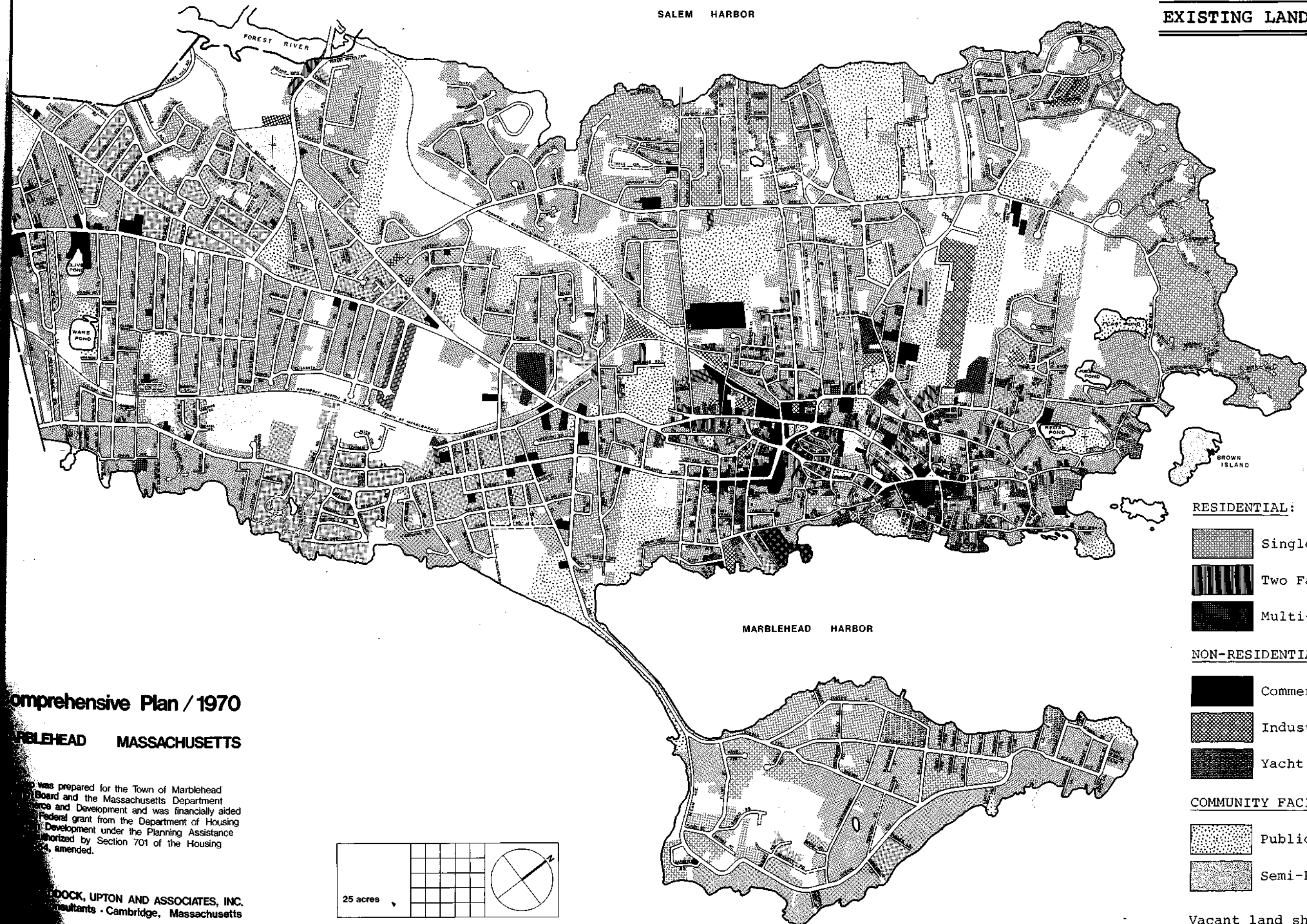
A summary of the square footage and acres (rounded figures) of each of the MAPC categories in Marblehead, as recorded in the field study of fall 1968, is shown in Table A. Using seventeen categories of land-use classification in the MAPC COMPREHENSIVE LAND-USE INVENTORY REPORT, the generalized land-use pattern in Marblehead is summarized in Table B.

The accompanying land-use maps were prepared from the field survey work and show the entire Town as well as that portion of the community which is still unzoned (the Unrestricted District). As one might expect, most of the existing commercial and industrial activities are located within this area.

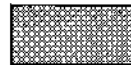




SALEM HARBOR




EXISTING LAND USE: 1969




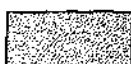
RESIDENTIAL:

-  Single Family
-  Two Family
-  Multi-Family

NON-RESIDENTIAL:

-  Commercial/Office
-  Industrial/Storage
-  Yacht Clubs & Yards

COMMUNITY FACILITIES:

-  Public
-  Semi-Public

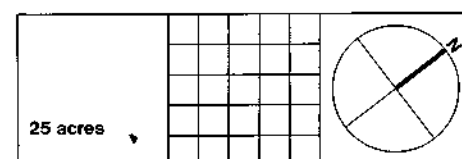
Vacant land shown in white

Comprehensive Plan / 1970

MARBLEHEAD MASSACHUSETTS

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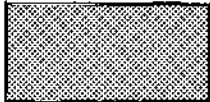
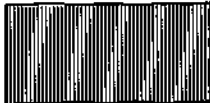
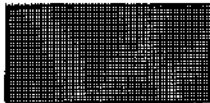
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Consultants - Cambridge, Massachusetts




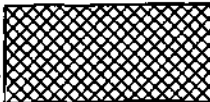
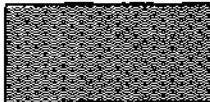
RBOR

EXISTING LAND USE: 1969

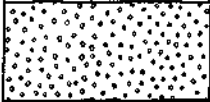
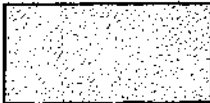
RESIDENTIAL:

-  Single Family
-  Two Family
-  Multi-Family

NON-RESIDENTIAL:

-  Commercial/Office
-  Industrial/Storage
-  Yacht Clubs & Yards

COMMUNITY FACILITIES:

-  Public
-  Semi-Public

Vacant land shown in white

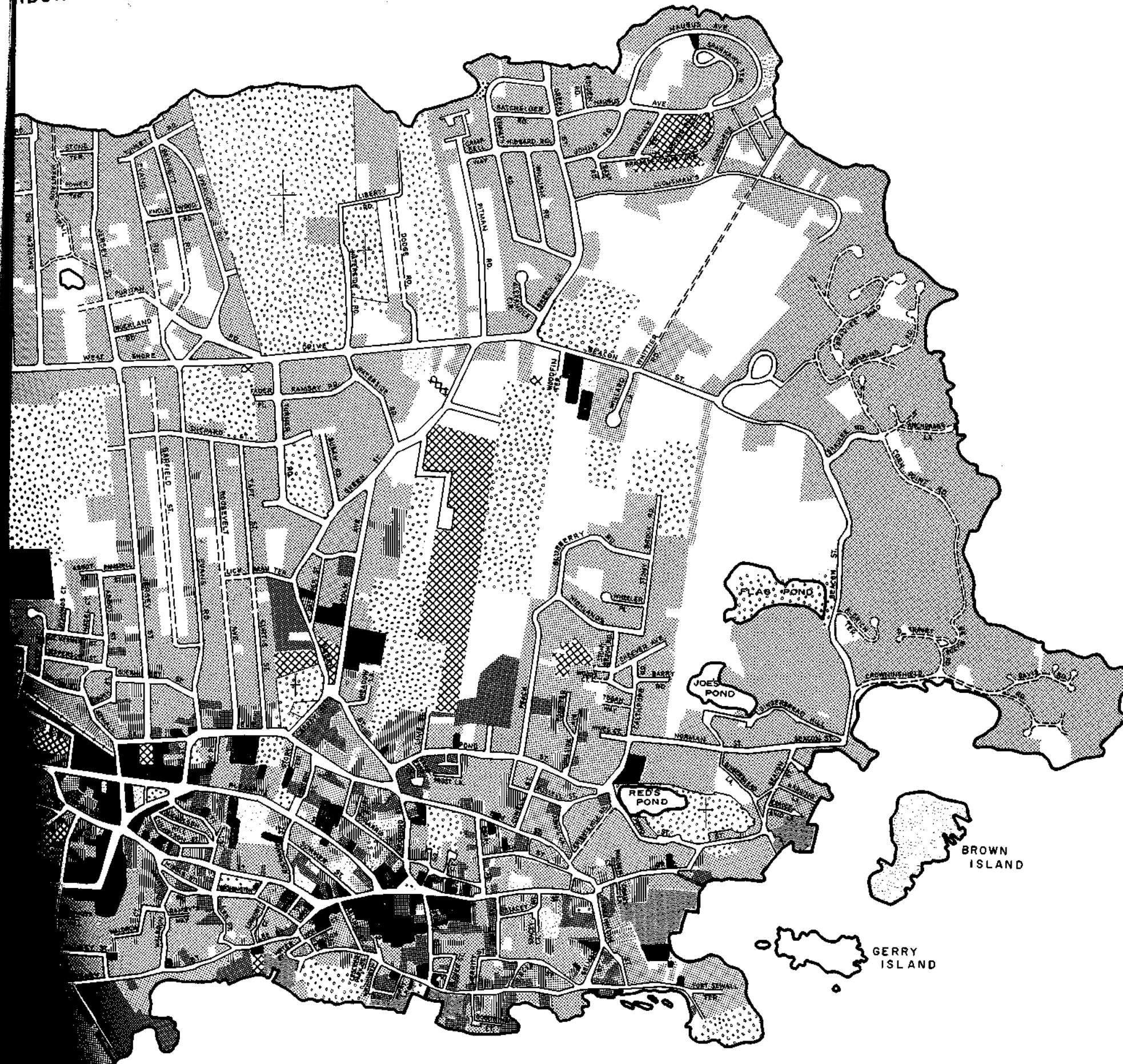
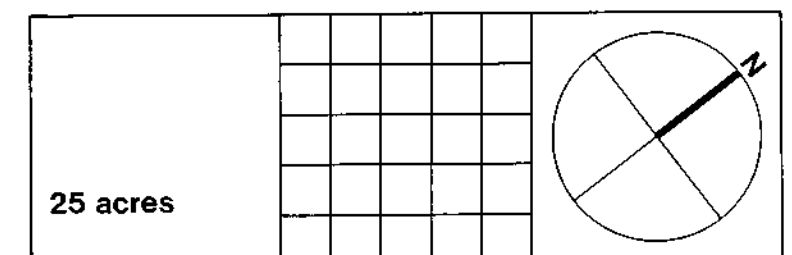


TABLE A

Marblehead, Massachusetts
Land Use, Fall 1968

By Parcels
Summarized as Acres of Predominant or
Most Intensive Use

MAPC Code	Acreage	Classification
Residential		
01	1,381.109	One-family Dwelling
02	51.834	Two-family Dwelling
03	47.881	Multiple Dwelling (3 or more units)
05	.465	Boarding House, Dormitory
06	2.185	Hotel, Motel, Tourist Home, Tourist Camp
07 *	14.785	Outbuildings
09	2.575	Vacant Residential Building, all types
	<u>1,500.834</u>	
Durable Manufacturing		
11	.358	Furniture, Lumber, Other Durable Goods: Manufacturing
14	.245	Metals & Allied Fabricating: Manufacturing
16	8.776	Scientific & Professional Instru- ments, Electrical Machinery: Manufacturing
	<u>9.379</u>	
Non-Durable Manufacturing		
21	1.120	Food, Allied Products: Manufacturing
22	5.236	Textiles, Apparel, Allied Products: Manufacturing
23	2.417	Chemicals, Petroleum, Plastics, Rubber, Allied Products: Manufacturing
25	.983	Printing, Allied Industries
	<u>9.756</u>	

* Sub-code used by Dober, Paddock, Upton & Associates

MAPC Code	Acreage	Classification
Transporta- tion, Communi- cation, Public Utilities, Quarries		
30	.667	Privately Owned Parking Garages for Rent: over three stalls
32	.017	Bus, Taxi, Motor Passengers, Terminal, Depot, Garage
34	.059	Truck Transportation, Motor Freight Terminal, Depot, Garage
35	.471	Dock, Port Facility (non-military)
37	9.266	Utilities, Communications: Electric, Gas, Sanitary Services, Plant Substation, Power Line, Gas Line, RoW, Radio, TV Antenna, Telegraph-telephone Facilities
	<u>10.480</u>	
Retail Establishments		
41	4.951	Food, Supermarket, Drug Store, Hardware: Retail
42	16.006	Mixed Retail, Services & Residential
43	1.496	Eating and Drinking Places
44	5.904	General Retail: Dry Goods, Clothing, Apparel, Accessories: Retail Department Store, Furniture, Applian- ces: Retail
46	1.174	Lumber, Building Materials, Feed: Retail
47	4.303	Gasoline Service Station
48	2.397	Automotive Dealer, Farm & Heavy Equipment: Retail, Marine Equipment, Trailer Sales: Retail
49	.754	Vacant Retail Building
	<u>36.985</u>	

TABLE A (continued)

MAPC Code	Acreage	Classification
Wholesale, Warehousing, Storage		
55	1.903	Intensive Wholesale, Storage (enclosed): Allied Products, Appliance, Automotive, Dry Goods, Electrical, Food Hardware, Storage
56	6.156	Extensive Wholesale, Storage (open yards), Auto Salvage, Building Materials, Chemicals, Lumber, Petroleum (Gas-Oil), Wrecking Yard
	<u>8.059</u>	
Services: Personal, Offices, Finance		
61	3.226	Personal Services: Barber-Beauty Shops, Cleaning & Dyeing Collection, Shoe Shine
64	5.544	Office Buildings: Business Services, Dental Services, Electronics: Research and Development, Legal and Professional Services, Medical Services, Offices and Office Buildings, Repair Services, Wholesale Services
	<u>8.770</u>	
Public, Quasi-Public Buildings		
71	5.637	Hospital: Clinic, Institutional Home, Nursing Home, Old People's Home, Rest Home, Orphanage, Housing for the Elderly
72	15.933	Indoor Recreation, Entertainment: Athletic Club, Gymnasium, Bowling Alley, Clubs, Lodges, Fraternities, Skating Rink, Indoor Theater, etc.

MAPC Code	Acreage	Classification
73	37.036	Cultural, Religious: Art Gallery, Museum, Assembly Hall, Church Grounds
74	76.397	Schools: Public, Parochial, Nursery, Primary and Secondary
77	4.445	Government Buildings: City Hall, County Office, Fire Hall, Government Office, Police Station (not military)
78	.463	Post Office
	<u>139.911</u>	
Public Open Space, Outdoor Recreation		
80*	15.473	Municipal Dump and Incinerator
83	69.000	Major Parks and Outdoor Recreation Facilities, Botanical Garden, Zoo, Game Reserve, Cemetery, Park: Municipal, State, National, Forest: State, National
85	95.579	Amusement Facilities: Outdoor Amusement Park, Fairground, Tot Lot, Athletic Field, Ball Park, Tennis Court, Beach, Swimming, Skating, Golf Courses, etc.
	<u>180.052</u>	
Vacant Land		
90*	34.316	Vacant Land, Municipal Ownership
91	4.199	Forest Land, Woodland (not State, National Forest, Orchard)
92	415.050	Agricultural Uses and Vacant Lots: Beach, Crops, Dairy Farm, Grassland, Greenhouse, Livestock, Nursery, Open Land, Orchard, Pasture, Vineyards
93	6.234	Swamp (floodland, marsh)

TABLE A (continued)

MAPC Code	Acreage	Classification
94	17.817	Water (lake, reservoir, river, canal)
97	.752	Residential Construction Project
98	.057	Construction Project: All Non-Residential Types
99	378.016	Roads (Right of Way): Alley, Highway, Lane, Street
	<u>856.441</u>	
TOTAL	2,760.667	

TABLE B

Marblehead, Massachusetts
Land Use, Fall 1968

Table A Summarized by Seventeen Categories
by Acreage and Percent of Total
Compared with Metropolitan Area as a Whole (1963)

Table B	MAPC Code	Marblehead Acres	% of Whole	Metro % of Whole
1	01, 02, 03, 05, 07, 97	1,496.826	54.233	14.06
2	06, 08, 42, 45	18.191	.659	.16
3	41, 43, 44, 46, 47, 48	20.225	.733	.33
4	55	1.903	.069	.11
5	56	6.156	.223	.35
6	61, 64, 65	8.770	.318	.13
7	31, 32, 33, 34, 35, 99, 67, 68	378.563	13.716	6.30
8	10 through 28	19.135	.693	.52
9	36, 91	4.199	.152	41.38
10	37	9.266	.336	.72
11	98	.057	.002	.31
12	71	5.637	.204	.33
13	74, 75	76.397	2.768	.80
14	72, 73, 83, 85, 86	217.548	7.882	4.59
15	76, 77, 78	4.908	.178	1.73
16	09, 29, 39, 49, 59, 69, 79	3.329	.121	.08
17	80, 90, 92, 93, 94	488.890	17.713	28.10
Total		2,760.000	100.000	100.00

III POPULATION CHARACTERISTICS

Introduction

Marblehead had a population of 18,521 in 1960 when the Federal census was last taken. It is estimated that present population approximates 22,150, roughly a 20 percent increase. The Town may be characterized as a white, upper-middle class community. As borne out by the accompanying socio-economic data, the population is well educated and affluent.

At one time Marblehead's population was more typical of the cross-section of North Shore (Essex County) communities. But the population expansion following World War II has exerted a more direct metropolitan orientation. The presence of both environmental and recreational resources has produced a highly selective real estate market. As a consequence, older housing, as well as new, is sold at a premium. Established, less affluent families, many having several generation ties to the community, have been particularly affected by this transition. With family homesteads assessed at several times their nominal value of a generation ago, the financial impact has been particularly severe. This situation accounts for the reticence of one element of the community to carry out new capital improvements. For the newer arrivals the tax rates are accepted as closely typical of suburban areas.

Some indication of the economic forces in process may be gleaned from 1960 data on median income. The table indicates that of the more urbanized towns in metropolitan Boston, the median income of younger Marblehead families exceeded that of the total population. In all other towns in the group the relationship was reversed. Because the Town has become more affluent in the interim, census statistics for 1970 will probably not show the same contrast between younger and older families. Instead the data will indicate that median income of all families has moved closer to the top of the group of highly urban towns.

Some measure of relief to the high cost of housing (including taxes) is provided by the Town's limited housing program. About two percent of the housing supply is public housing for the elderly; another one percent is housing for veterans. Both types were developed under state programs. In addition to the financial pressures on many elderly or established families, younger persons with limited earning capacity are also affected. For a time some measure of relief was afforded the latter group through the

MEDIAN INCOME: 1960

	All Families	Husband-Wife Family; Head a wage earner with two children under 18
Winthrop	\$6,573	\$6,218
Arlington	7,538	6,989
Watertown	7,003	6,437
Brookline	8,380	8,164
Belmont	8,372	7,750
MARBLEHEAD	8,295	8,377
Swampscott	7,967	7,721
Nahant	N.A.	N.A.
Winchester	9,572	9,057
Hull	N.A.	N.A.
Wakefield	7,189	6,788
Stoneham	7,160	7,110
Weymouth	7,003	6,667

SOURCE: U.S. Census of Population, 1960

INCOME OF FAMILIES: 1960

Range	Marblehead	Salem	Swampscott	Boston Met. Area
Under \$3,000	6.7%	13.5%	8.2%	11.0%
\$3,000-\$5,999	21.7	36.9	22.4	30.7
\$6,000-\$9,999	33.5	36.5	34.7	37.0
\$10,000-\$14,999	19.8	9.7	18.2	14.2
\$15,000-over	18.3	3.4	16.5	7.1
Median Income	\$8,295	\$5,970	\$7,967	\$6,687

MEDIAN YEARS OF SCHOOL COMPLETED FOR PERSONS 25 AND OVER: 1960

	Marblehead	Salem	Swampscott	Boston Met. Area
Male	13.3	10.3	12.7	12.1
Female	12.8	10.7	12.5	12.1

OCCUPATION DISTRIBUTION: 1960

	Marbleh'd	Salem	Swampscott	Boston Met. Area
Prof., Tech. & Kindred	23.8	10.2	18.7	14.6
Mgrs., Off. & Proprietors	18.0	6.1	16.3	8.4
Clerical	15.1	15.8	16.0	18.7
Sales	12.7	7.4	12.6	8.0
Craftsmen, Foremen	9.9	12.9	9.6	13.1
Operatives	6.0	25.6	8.5	16.6
Pvt. Household Workers	2.4	1.3	3.3	1.5
Service Workers	4.9	9.3	5.0	8.9
Laborers	2.7	4.9	2.4	3.6
Not Reported	4.5	6.6	7.7	6.6

SOURCE: U.S. Census of Population, 1960

availability of older homes in the Old Town area. State census data indicate that the number of persons aged 25-34 increased 25 percent for this area (precinct 1) between 1955 and 1965. (This change occurred without the benefit of significant new housing.) In all other areas of town, the percent was static or declined. The effective result of this wave of younger generation occupancy has been the eradication of blighted housing prevalent in the older section of town in 1960. Simultaneously, of course, the supply of moderate-priced housing has also dwindled.

Birth Rates

A sustained decline in births for Marblehead since 1960 somewhat reflects a more mature population. As the bulk of those offspring born in the high birth rate period (1945-1955) following the war begin to bear children during the decade of the seventies, this decline will reverse. But this reversal will be modified locally by the comparatively high cost of housing for younger families. As a consequence birth figures will rise more sharply for the state and other communities. Since families frequently move to Marblehead after the birth of one or more children, when earning capacity is in ascendancy, it can not be concluded that continued lower births will result in fewer school children.

As will be seen shortly by projection estimates, elementary schools will not be affected by substantial enrollment expansion for another ten years and secondary schools for another fifteen. This delay will allow the Town ample time to prepare for the future wave of children, once the present backlog of school improvements has been made.

Population Forecasts

Projecting population growth for large areas is a relatively accurate process compared to forecasting for smaller geographical areas. In a community like Marblehead, with a limited supply of land for new housing and a highly competitive situation for existing dwellings, forecasting is relatively hazardous. The Town's "desirability" factors such as good schools, a varied geographic environment, with many recreation opportunities and the charm of the Old Town, place a high element of selectivity on the characteristics of families who move there or remain. Partly for these reasons the estimates of future population developed by this study must be regarded as projections and not predictions.

ALLOCATED* BIRTHS IN MARBLEHEAD

1950	281	1960	419
1951	319	1961	408
1952	305	1962	398
1953	317	1963	N.A.
1954	323	1964	363
1955	336	1965	330
1956	345	1966	271
1957	345	1967	312
1958	353	1968	288
1959	357		

* By place of parents' legal residence

SOURCE: Massachusetts Department of Public Health

Note: Births to Marblehead parents over the last three reporting years averaged seventy percent of the peak birth years 1960-1962. This suggests several possible concurrent trends:

1. That the supply of housing available to young families is contracting due to higher prices.
2. That the higher housing cost is producing an older, more mature population with new families arriving after one or more births have already occurred.

Population forecasts to 1990, shown on the following pages, were an integral requirement of this survey. The estimates are based initially on experienced vital statistics as reported by the Massachusetts Department of Public Health for the state as a whole. Evidence shows, however, that birth experience of the Marblehead population in 1960 varied somewhat from that of the other urbanized towns in the metropolitan area. The accompanying table, Number of Children Ever Born to Women Ever Married, indicates that the child-bearing ratio of Marblehead women was substantially below that of the other communities. To adjust for this variable we have assumed that future net immigration will compensate for the differential between state and local birth data. To similarly extend the same immigration factor to age-group projections, we have used modified cohort survival ratios. This modification reflects the observed trend of the community toward older, more affluent age groups.

The projection of population by age and sex carried to 1990 resulted in a total of 28,411 persons by that date, at a gross density of 10 persons per acre. However, it is estimated that by 1985 most of the remaining vacant land will have been committed for private or public uses. On the basis that land saturation produces a static situation we have concluded that the 1985 population projection of 26,719 represents a probable low estimate of ultimate population and the 1990 projection represents a high which may not be reached. The level between these extremes will largely be determined by future land use policies, particularly zoning. For the moment we must assume that an average of these projections - 27,565 - represents a reasonably realistic expectation, given the advanced level of land development. This is 25 percent above estimated 1970 population and 9 percent below projected estimates released by the Metropolitan Area Planning Commission in 1968.

In addition to the influence of municipal land use policies, variable factors include changes in social custom. With the threat of overpopulation gaining increasing attention, families of the future may voluntarily limit family size to fewer children. Since a substantial portion of the projected 1990 population (35.8%) will consist of those as yet unborn in the 0-19 year age groups, changes in family practice could have major import in the distribution of the future population.

NUMBER OF CHILDREN EVER BORN TO WOMEN EVER MARRIED: 1960

	No. of Women Age 25-34	Avg. Number of Children	No. of Women Age 25-34	Avg. Number of Children
Winthrop	955	2.14	1,365	2.45
Arlington	2,486	2.17	3,067	2.48
Watertown	2,277	2.03	2,326	2.47
Brookline	1,892	1.78	2,829	2.20
Belmont	1,289	1.98	1,640	2.30
MARBLEHEAD	1,072	1.94	1,367	2.26
Swampscott	606	2.38	897	2.31
Nahant	N.A.	N.A.	N.A.	N.A.
Winchester	838	2.33	1,302	2.78
Hull	N.A.	N.A.	N.A.	N.A.
Wakefield	1,370	2.20	1,659	2.59
Stoneham	1,023	2.28	1,244	2.56
Weymouth	2,911	2.67	3,582	2.85
Standard Metro. Area		2.29		2.57
State		2.32		2.55

SOURCE: U.S. Census of Population, 1960

1960

Avg. Number
of Children

POPULATION PROJECTIONS BY AGE AND SEX FOR MARBLEHEAD: 1965-1990

2.45

2.48

2.47

2.20

2.30

2.26

2.31

N.A.

2.78

N.A.

2.59

2.56

2.85

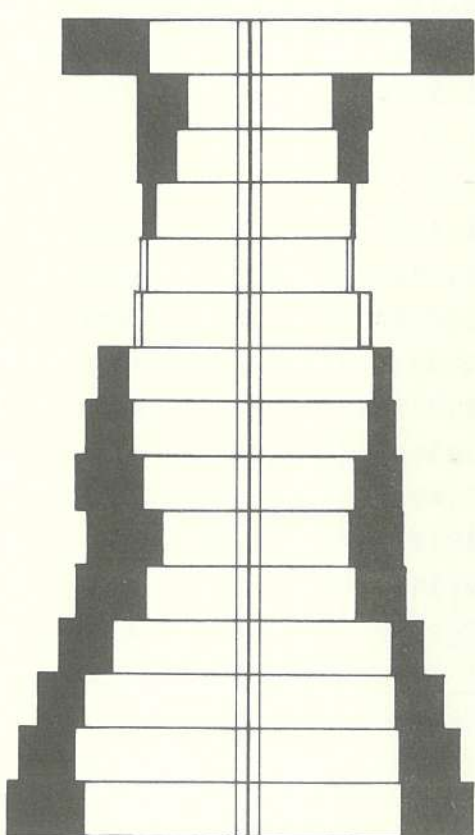
2.57

2.55

Age	1965			1970			1975			1980			1985			1990		
	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total
0-4	956	955	1,911	1,020	975	1,995	1,125	1,085	2,210	1,260	1,215	2,475	1,375	1,320	2,695	1,446	1,389	2,835
5-9	1,010	945	1,955	950	951	1,901	1,013	971	1,984	1,118	1,081	2,199	1,252	1,210	2,462	1,367	1,315	2,682
10-14	959	901	1,860	1,009	944	1,953	950	951	1,901	1,012	970	1,982	1,117	1,080	2,197	1,251	1,209	2,460
15-19	850	854	1,704	958	900	1,858	1,009	944	1,953	950	951	1,901	1,012	970	1,982	1,117	1,080	2,197
20-24	651	643	1,294	849	853	1,702	955	900	1,855	1,008	944	1,952	949	951	1,900	1,011	970	1,981
25-29	549	591	1,140	650	642	1,292	848	852	1,700	954	899	1,853	1,007	943	1,950	948	951	1,899
30-34	598	629	1,227	548	590	1,138	649	642	1,291	847	851	1,698	953	898	1,851	1,006	942	1,948
35-39	678	703	1,381	597	628	1,225	547	589	1,136	648	641	1,289	846	850	1,696	952	897	1,849
40-44	696	747	1,443	676	702	1,378	595	627	1,222	546	588	1,134	646	640	1,286	844	849	1,693
45-49	673	724	1,397	693	745	1,438	673	700	1,373	592	625	1,217	544	587	1,131	643	638	1,281
50-54	602	613	1,215	668	721	1,389	688	742	1,430	668	697	1,365	586	622	1,208	540	585	1,125
55-59	524	599	1,123	595	609	1,204	660	717	1,377	680	738	1,418	660	693	1,353	579	618	1,197
60-64	423	514	937	514	593	1,107	583	603	1,186	647	710	1,357	667	731	1,398	647	687	1,334
65-69	345	472	817	411	507	918	499	585	1,084	566	595	1,161	628	700	1,328	647	721	1,368
70 & up	557	981	1,538	642	1,010	1,652	754	1,061	1,815	901	1,166	2,067	1,047	1,235	2,282	1,187	1,375	2,562
sub total	10,071	10,871		10,780	11,370		11,548	11,969		12,397	12,671		13,289	13,430		14,185	14,226	
TOTAL		20,942			22,150			23,517			25,068			26,719			28,411	

SOURCE: Dober, Paddock, Upton and Associates, 1969

REPORTED POPULATION 1965: 20,942
PROJECTED POPULATION 1990: 28,411 (HI)

AGES	MALE			FEMALE	
	1965	1990		1965	1990
70+UP	557	1187		981	1375
65-69	345	647		472	721
60-64	423	647		514	687
55-59	524	579		599	618
50-54	602	540		613	585
45-49	673	643		724	638
40-44	696	844		747	849
35-39	678	952		703	897
30-34	598	1006		629	942
25-29	549	948		591	951
20-24	651	1011		643	970
15-19	850	1117		854	1080
10-14	959	1251		901	1209
5-9	1010	1367		945	1315
0-4	956	1446		955	1389
TOTAL	10,071	14,185		10,871	14,226

COMPARED POPULATION PROJECTIONS FOR MARBLEHEAD

Dober, Paddock, Upton and Associates (1969)

Year	Total Population	0 - 4	5-19	20-44	45-64	65 +
1970	22,150	1995	5712	6735	5138	2570
1975	23,517	2210	5838	7204	5366	2899
1990 (Hi)	28,411	2835	7339	9370	4937	3930
1990 (Lo)	26,720	2670	6890	8820	4650	3690

Percent Distribution

1965 (actual)	100.0	9.1	26.4	31.0	22.3	11.2
1970	100.0	9.0	25.8	30.4	23.2	11.6
1975	100.0	9.4	24.8	30.7	22.8	12.3
1990	100.0	10.0	25.8	33.0	17.4	13.8

* Lo estimate based on land use saturation impact which could occur as early as 1985.

Metropolitan Area Planning Council (1968)

1970	22,800	2300	6100	6700	5200	2500
1975	25,000	2800	6700	7600	5300	2600
1990 (Lo)	30,100	3100	8700	10,600	4600	3100
1990 (Hi)	30,300	3100	8800	10,700	4600	3100

Percent Distribution

1965 (actual)	100.0	9.1	26.4	31.0	22.3	11.2
1970	100.0	10.1	26.7	29.4	22.8	11.0
1975	100.0	11.2	26.8	30.4	21.2	10.4
1990	100.0	10.4	28.9	35.2	15.2	10.3

IV HOUSING STUDY

District Analysis

Since convenient lines of communication were originally by sea, the early nucleus of the Town was set by the location of harbor and docks. Subsequent development of roads, and railroad, occurred on level ground to avoid rough terrain. For almost three centuries these major land forms served as natural termini to the villages which developed. But after 1950, land development came at a faster pace largely erasing these barriers with new earth-moving equipment.

The consequence of this activity in twenty years has been the blurring of once-distinct neighborhood districts. Gradually these have melded into an urbanized pattern of residential development interrupted only by public open spaces, schools, and packets of marginal land. Even the railroad, now abandoned, has ceased to be a separating barrier. Its future use for recreation activities will serve to tie once-fragmented neighborhoods together by a common bond.

As the extension of residential development continues, many elementary schools now serve larger districts, in some instances far beyond the original neighborhood boundaries. Whereas a century ago each village had its own small schoolhouse, the practice of busing children to consolidated schools has all but eradicated the remaining vestiges of "neighborhoods". Sectional names such as Clifton and Old Town are still in common use, but these are loosely applied and often used for directional reference.

The absence of distinct neighborhood patterns led to a decision by the consultants to utilize census tracts for district analysis purposes. These tracts, numbers 2031, 2032 and 2033, will be used in the 1970 Census of Population and Housing for the first time. Once determined, these tracts are seldom changed. Thus they provide a basis for continuing data analysis and a viable means for the Planning Board and other groups to extend community studies. Because of the distinct geographical and land use characteristics of Marblehead Neck, this area has been treated as a sub-category of Census Tract 2032 in data compilation.

Data compiled by these districts are shown in adjoining columns. In a general sense Census Tract 2031 reflects the characteristics of the Clifton

MARBLEHEAD LAND USES BY CENSUS TRACT: 1968
(Summarized in acres by predominant use)

CENSUS TRACT	2031	2032	2033	
	(All)	(Mainland)	(Neck)	(All)
RESIDENTIAL	486.3	290.2	181.6	547.4
Single Family	473.6	270.0	181.6	474.4
Two Family	11.2	8.1	-----	32.5
Multi-family (incl. motels, boarding hse)	1.5	10.8	-----	38.4
Vacant (or under Const)	-----	1.3	-----	2.1
COMMERCIAL	8.2	6.1	-----	31.5
Retail/Offices/Services	8.2	6.1	-----	31.5
INDUSTRIAL	2.7	5.8	.1	27.9
Manufacturing	1.7	.5	-----	16.9
Wholesale	-----	1.5	-----	6.6
Utility & Transport	1.0	3.8	.1	4.4
PUBLIC/INSTITUTIONAL	111.1	85.8	14.9	143.1
Schools	7.8	38.7	-----	30.0
Recreation - Open Space*	67.1	40.2	6.2	101.5
Religious Uses	30.6	3.5	-----	2.9
Hospitals - Nursing Home	5.6	-----	-----	-----
Clubs, Indoor Recreation	----	1.1	8.7	6.1
Misc. Govt. Buildings	----	2.3	-----	2.6
SWAMP-WATER	7.0	1.0	-----	16.1
OPEN OR VACANT	171.8	57.6	22.5	163.3
TOTAL USES	787.1	446.5	219.1	929.3
STREETS & WAYS				

* Includes 4 miles of former railroad right-of-way, incinerator land and reserve school sites

SOURCE: Dober, Paddock, Upton & Associates, Fall 1968

**CENSUS TRACTS and
MAJOR PLACE NAMES**

1968
use)

2033
(All)

17.4	1,50
4.4	1,39
2.5	5
8.4	5
2.1	5
1.5	4
1.5	4
7.9	3
6.9	1
6.6	1
4.4	1
3.1	35
0.0	7
5.5	21
9	37
1	5
1	15
6	4

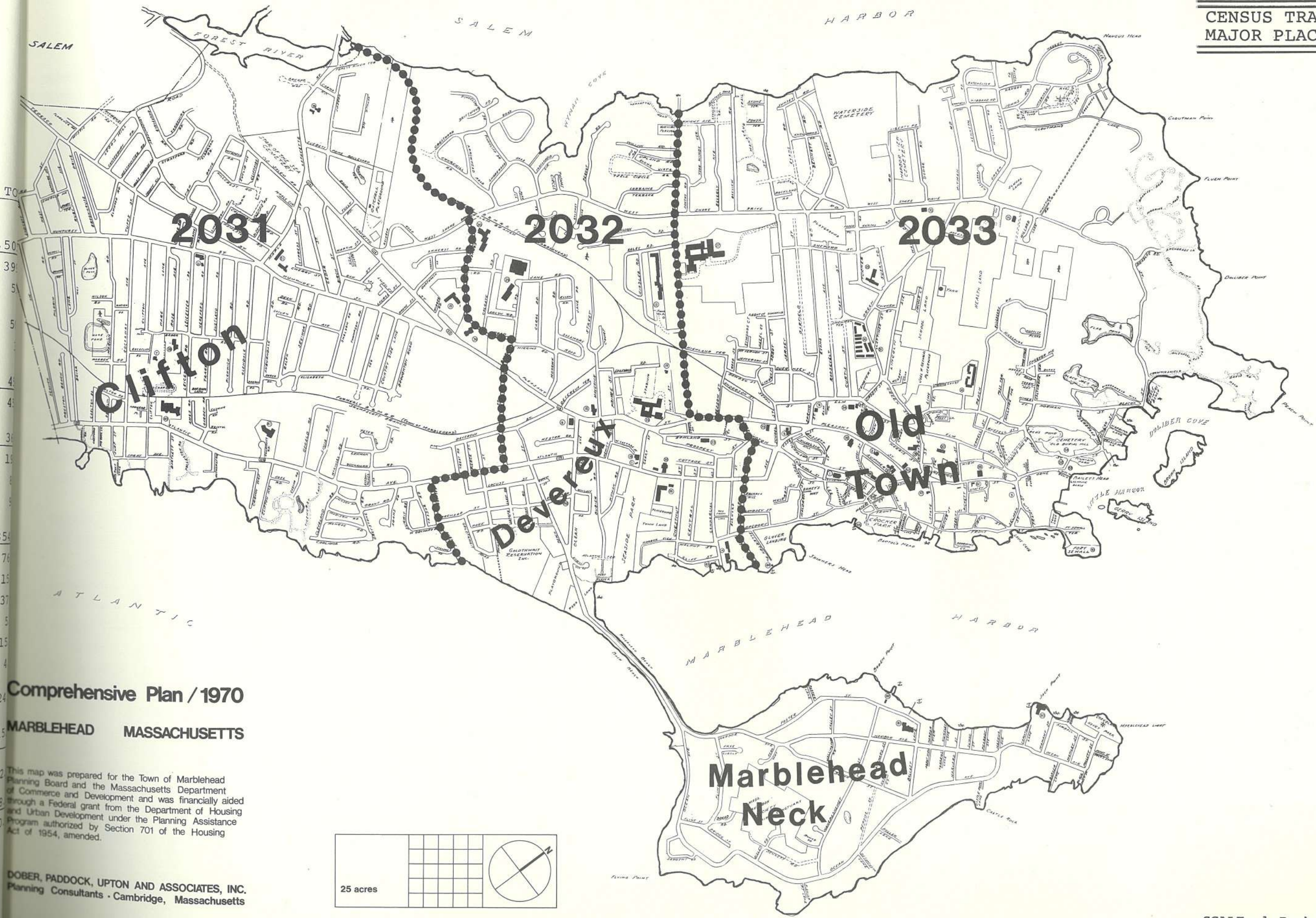
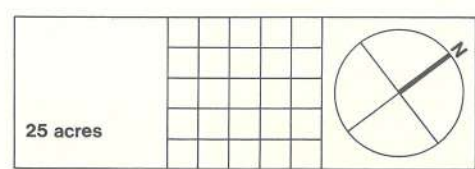
Comprehensive Plan / 1970

MARBLEHEAD MASSACHUSETTS

This map was prepared for the Town of Marblehead Planning Board and the Massachusetts Department of Commerce and Development and was financially aided through a Federal grant from the Department of Housing and Urban Development under the Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, amended.

-of-way,
s, Fall 1968

DOBER, PADDOCK, UPTON AND ASSOCIATES, INC.
Planning Consultants - Cambridge, Massachusetts



SCALE: 1 Inch = 1/4 Miles

district, while Tract 2033 contains the bulk of the downtown or Old Town area. As is evident from the breakdown by dwelling types, Tract 2031 is almost entirely single family in character, while Tract 2033 contains the preponderance of multi-family housing in addition to single family development. The Neck, of course, represents the more exclusive residential uses in the community and a minimum lot requirement of 20,000 square feet has been used in the present zoning by-law to preserve this character.

Up-dating the results of the field survey in 1968, based on the issuance of building permits, the expected number of dwelling units to be reported in the 1970 Census of Housing will approximate 7200. With future uncertainties of local zoning policies, this inventory together with the supply of remaining vacant land suggest that the net supply of housing by 1990 will reach approximately 9,000 units. This is a rough projection, taking into account the probability that additional conversions will occur in the downtown area. If more intensive land development is permitted in one or two areas by planned unit development, the number could increase by several hundred. It appears likely, however, that the total of units will not exceed 9,500 in the long run unless there is extensive revision of local zoning policies.

Pinpointing the exact amount of vacant land that will be used for residence purposes in the future is difficult. Probably an additional 100 acres will go into public or institutional uses. Much of this is land which does not support residential development well. Some additional development of commercial and industrial uses may also occur. But in view of a limited labor supply, zoning restrictions, the competition (and cost) for land, any significant change in industrial activities is unlikely. The major expansion of commercial activity will take place in and around the uptown business area and is unlikely to consume significant amounts of vacant land. Based on these assumptions it is likely that about 250 acres of remaining vacant land will be used for residential development. (This amount is approximately 17 percent of the tabulated residential uses from the 1968 field survey.) Additional housing will be created through conversions downtown and through more intensive land use of several of the larger estates off Beacon Street. The degree and timing by which these changes will occur is not predictable so that any estimate for maximum housing development is somewhat hazardous.

HOUSING UNITS BY CENSUS TRACT: 1968*

	<u>Number of Dwelling Units</u>				
CENSUS TRACT	2031 (All)	2032 (Mainland)	2032 (Neck)	2033 (All)	TOTAL
<u>TYPE OF STRUCTURE</u>					
Single Family	2120	1053	322	1945	5440
Two Family	112	114	--	444	670
3-4 Families	3	36	--	258	297
5+ Families	--	56	--	598	654
TOTAL	2235	1259	322	3245	7061

RESIDENTIAL DENSITIES BY CENSUS TRACT: 1968*

	<u>Number of Units Per Net Acre</u>				
CENSUS TRACT	2031 (All)	2032 (Mainland)	2032 (Neck)	2033 (All)	TOTAL
<u>TYPE OF STRUCTURE</u>					
Single Family	4.5	3.9	1.8	4.1	3.9
Two Family	10.0	14.1	--	13.7	12.9
Multi-Family	--	8.5	--	22.3	18.8
TOTAL	4.6	4.3	1.8	5.9	4.7

EXTENT OF BLIGHT BY STRUCTURE: 1968*

CENSUS TRACT	<u>Number of Structures</u>				TOTAL
	2031 (All)	2032 (Mainland)	2032 (Neck)	2033 (All)	
Total Structures:	2177	1126	322	2307	5932
Moderate Blight	2	23	6	64	95
Severe Blight	4	6	3	25	38
PERCENT BLIGHTED	--	2.6	2.8	4.4	2.2

*All data compiled from field survey, Fall 1968, D.P.U.A.

COMPARATIVE HOUSING DATA: 1960

TYPE OF STRUCTURE - Percent According to Category

	MARBLEHEAD	SALEM	SWAMPSCOTT	BOSTON MET. AREA
1 Unit	81.9%	33.1%	72.3%	47.3%
2 Units	8.9	30.1	20.6	18.1
3 & 4 Units	6.3	21.8	5.7	18.4
5 or more	2.9	15.0	1.4	16.2

AGE - Percentage according to category

	MARBLEHEAD	SALEM	SWAMPSCOTT	BOSTON MET. AREA
1950 - 1960	21.8%	8.1%	15.4%	15.9%
1940 - 1949	9.4	3.5	5.9	6.3
Pre - 1940	68.8	88.4	78.8	77.8

COST OF SHELTER

	MARBLEHEAD	SALEM	SWAMPSCOTT	BOSTON MET. AREA
Median Value of single unit structure	20,000	13,800	18,100	15,900
Median Rent	94	75	99	82

OCCUPIED HOUSING UNITS BY TENURE

	MARBLEHEAD	SALEM	SWAMPSCOTT	BOSTON MET. AREA
Owner-occupied	74.2%	46.0%	77.2%	52.4%
Tenant-occupied	25.8%	54.0%	22.8%	47.6%
Total Occupied Units	5899	12,464	4014	772,140

SOURCE: U.S. Census of Housing, 1960

Condition of Housing

Housing conditions are a significant measure of community prosperity and vitality. Because of high demand, local property values have experienced a rapid up-trend. As a result, the housing stock is in better condition today than it has ever been. Over a generation ago, during the twenties and thirties, this was not the case, however. In that period a significant portion of the population was dependent upon regional textile and leather industries and the vicissitudes of a limited local employment base. As an indirect consequence of this low-wage employment base, older housing was not well maintained. This condition was particularly prevalent in the Old Town near the waterfront. With the gradual change in the socio-economic character of the Town, this area has been up-graded and is now considered a prestigious location.

Today there is continuing evidence of rehabilitation to the older housing supply downtown. While isolated cases of neglect are still evident in this area, they are nowhere as extensive as was true a generation ago. Where these instances of blight do exist, they may be considered as reflecting the limited circumstances of older, long-resident families.

Most of the deteriorating or dilapidated housing reported by the 1960 Census of Housing was scattered in the older part of town. A substantial concentration, however, was recorded in two enumeration (census) districts lying generally between Washington Street and the harbor. (As shown in the attached diagram, this area constitutes a significant portion of the Old Town Historic District, established in 1968.) With less than 15 percent of the total housing supply, this area accounted for 47 percent of the reported blight. Data collected in the present survey indicates a substantial decline in deteriorated housing generally. In this particular area it had decreased to 21 percent of the total housing supply, a figure more in proportion to the number of units. The increasing interest in restoration of historic areas and proximity to the harbor are significant factors in this recovery.

Also contributing to the incidence of blight in 1960 were a general scattering of summer cottages, many of which were in poor condition. The census reported a total of 374 seasonal-vacant units in the spring of 1960.

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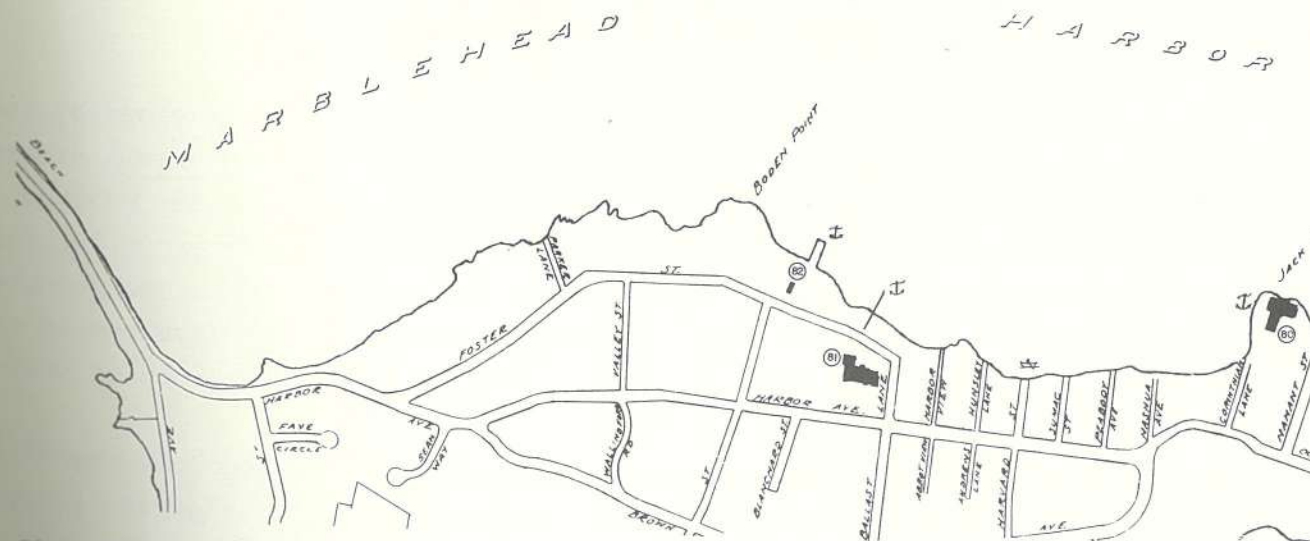
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Also contributing to the incidence of blight in 1960 were a general scattering of summer cottages, many of which were in poor condition. The census reported a total of 374 seasonal-vacant units in the spring of 1960.



PRINCIPAL CONCENTRATION OF REPORTED BLIGHT IN 1960



The shaded area above contained 47 percent of Marblehead's deteriorating or dilapidated housing in 1960 as reported in the U.S. Census of Housing. The area so designated represents two census enumeration districts (E.D. #241 and #244). Since statistical data by blocks was not available, there is no way of determining in greater detail which portions of the area were sound and which contributed to the substandard housing findings.

MARBLEHEAD HOUSING DATA: 1960

ALL HOUSING UNITS 6511

Vacant Units: 238

Seasonal Units: 374

Occupied Units: 5899

YEAR OF CONSTRUCTION

1955 - 1960: 654

1950 - 1954: 766

1940 - 1949: 612

1939 or earlier: 4479

SIZE OF UNITS

Median Number of Rooms: 6.0

0 - 1 Bedrooms 839

2 Bedrooms 1548

3 Bedrooms 4124

TYPE OF STRUCTURE

1 Unit 5332 81.9%

2 Units 577 8.9%

3 & 4 Units 411 6.3%

5+ Units 191 2.9%

Source: U.S. Census of Housing, 1960

No precise information on their condition is available, but it is estimated that these constituted at least 20 percent of reported blight. Since that time, the Town has acquired Usher's Beach and demolished a significant number of rental units formerly on the site. Other summer units have been demolished or converted in the ensuing ten years. The one remaining concentration of these is at the Bessom Associates property on Village Street where 25 percent of the units were considered as deteriorated.

Mixed use of structures (i.e., housing and non-residential use) exists only to a limited degree, principally in the downtown area. Where such use occurs, they may be primarily characterized as small retail gift shops, seasonally operated, and catering to summer visitors. These activities are attractive and well-maintained, and form an important adjunct to the Town's importance as a recreation and leisure time center. On the premise that uncontrolled development of these shops could lead to extensive traffic congestion on narrow streets, it is recommended that zoning controls be applied to this "Unrestricted District". Accordingly, provision has been made to achieve necessary controls by rezoning to Central Residence in the proposed zoning by-law. If it is considered desirable to allow further development of these seasonal retail uses, this could be done by allowing approval under Board of Appeals jurisdiction. But in the consultant's judgment, this would be tantamount to opening Pandora's box.

Non-residential blight is virtually absent from Marblehead. Only a handful of cases were noted in the course of the field survey and the months following. But maintenance is not always of the highest order and a number of buildings were observed which could stand a coat of paint or removal of asphalt siding. In isolated instances business structures were noted as borderline - not bad enough to call blighted, yet rather dreary in appearance. A number of these were subsequently renovated during the course of the study.

Certain Downtown buildings in the historic district are somewhat shabby and could use fresh paint. While not concentrated in any one area, they are particularly noticeable around Market Square where sight lines are more open. This appearance is not confined to commercial uses, but includes residential buildings as well. The Uptown District is in a sense in a state of transi-

tion from an over-abundance of small gasoline stations which have dominated the scene in years past to a more diversified retail center. As is customary under such circumstances, appearance is not always of the first order. But individual efforts can readily be noted and may be expected to continue. In order to encourage this process, it is recommended that zoning regulations be adopted for the Unrestricted District. This measure will prevent the intrusion of inharmonious uses. By this means the gradual up-lifting of the area can be supported by public policy.

The enforcement of the state Sanitary Code is a further means of discouraging incipient blight. This code is aimed at maintaining a sound supply of housing. Use of the Sanitary Code does not require prior adoption by the Town Meeting since it is in effect throughout the Commonwealth. Action may be taken by the enforcing agency (municipal health department) or may be initiated on complaint.

Housing Densities

An important aspect of housing is the intensity to which it is developed. The most familiar measures of intensity are the minimum residential development controls which form a part of the local zoning by-law. Existing density controls are shown in the adjoining column.

A better understanding of intensity in relative terms may be helped by the following densities computed for local developments. The figures indicate the number of dwelling units per net acre. Glover Landing - 25; Proctor Apartments (Creasy Street) - 41; Frost Lane - 31; Bradford Court - 26; and Powder House and Green Street Courts (elderly) - 29. Height of residential structures is an important function of density. Thus a low development can appear more "crowded" than a higher one, yet have a lower density of units.

Present densities in Marblehead for developed residential land average 4.7 dwelling units per net residential acre. This is somewhat high for a suburban community, particularly in view of the large-lot zoning trend elsewhere in the past 20 years. Yet with respect to the shortage of urban land and the way in which it must be developed in the future, the present density is not an undesirable one. This is particularly true where provision of public open space is adequate.

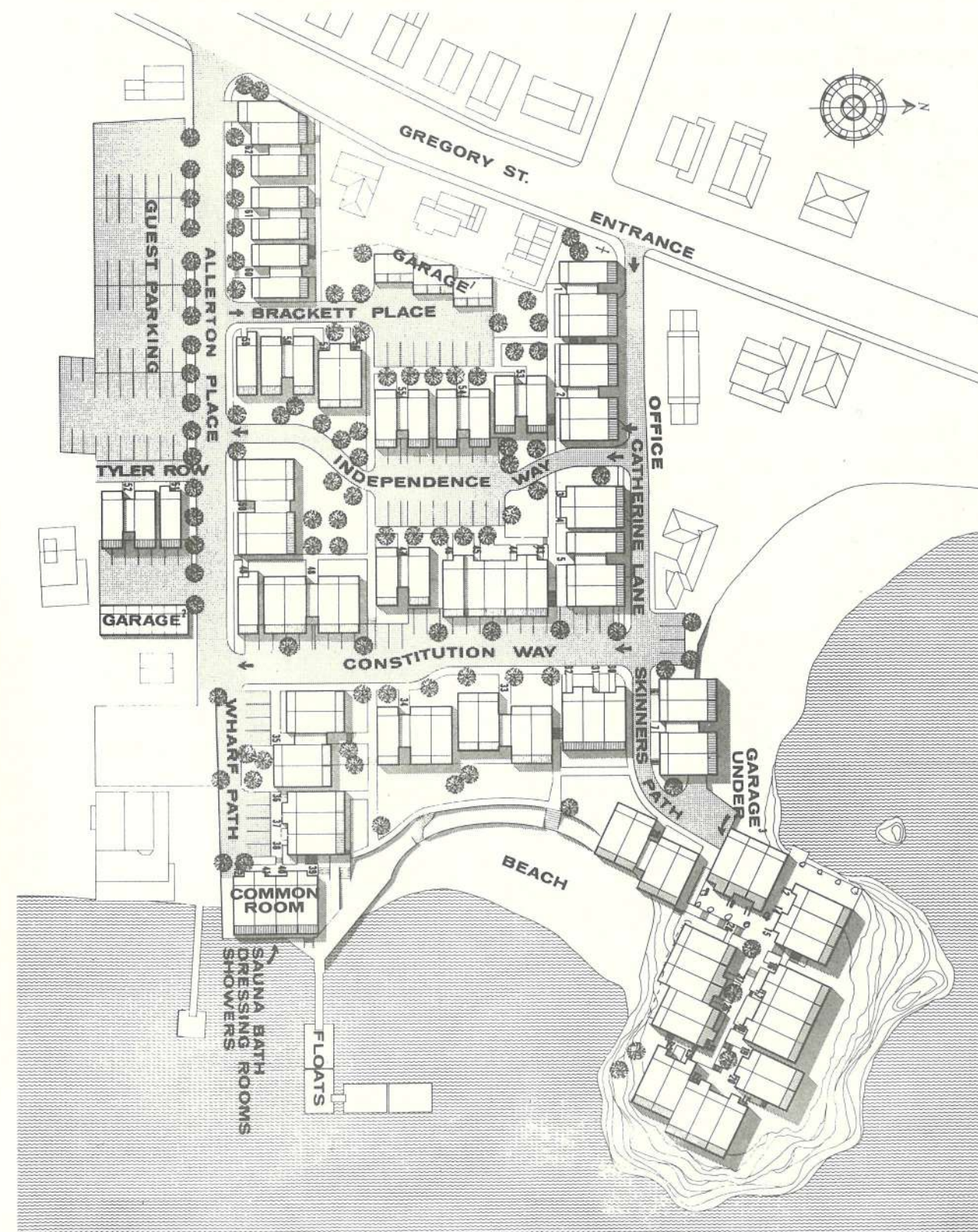
MARBLEHEAD DWELLING UNIT DENSITIES
(Minimum Zoning Requirements, 1969)

Dwelling Unit Type	Zoning District	Lot Area Requirements/ Dwelling Unit	Max. Density of Dwelling Units/ Net Res. Acre**
One Family	Limited Single Family Res.	20,000	2.2
	Single Fam. Res.	10,000	4.3
	General Residence	5,000	8.6
	Unrestricted	2,000*	21.7
Semi-Detached	Single Fam. Res.	7,500	5.8
	General Residence	3,750	11.6
	Unrestricted	3,000*	14.5
Two-Family	General Residence	3,000	14.5
	Unrestricted	3,000	14.5
Multi-Family	Unrestricted	2,000 (3 units)*	21.7
		2,500 (4 units)*	17.4
Converted Dwelling	All	None	

* Applies only to new developments or subdivisions, not to conversion of existing structures

** Net Residential Acre: Land (in acres) devoted to residential facilities and related accessory uses exclusive of public streets; the area of a lot or lots on which dwellings are placed.

SITE PLAN OF GLOVER LANDING: 114 APARTMENTS



MARBLEHEAD BUILDING PERMITS:
NUMBER OF NEW FAMILY UNITS

	<u>Single</u>	<u>Two-Family</u>	<u>Multi-Family*</u>		<u>Yearly Total</u>
			<u>Private</u>	<u>Public</u>	
1960	92	2	6	--	100
1961	101	--	3	--	104
1962	63	--	9	32	104
1963	76	2	91	--	169
1964	81	--	--	--	81
1965	66	10	128 (a)	--	204
1966	50	2	28	--	80
1967	41	22	--	64	127
1968	85	14	--	--	99
TOTAL	655	52	265	96	1068

* Adjusted for duplication

SOURCE: Summary of Building Permit Activity for the Year,
Massachusetts Department of Labor and Industries

(a) Glover Landing 114 Units

Marblehead Housing Authority

As in many Massachusetts communities, the Housing Authority was established in the years following World War II to build multi-unit housing for returned veterans. The first project, Barnard-Hawkes Court, was constructed in 1948-9 and consisted of 22 units on an acre of land. Two years later a second development of 27 duplex buildings (54 units on 3.9 acres) was opened at Broughton Road. Subsequent termination of state-aid programs for veterans for all practical purposes has spelled the end of low-middle income subsidized housing for family occupancy within the Town. The number of these units total 76 or about 1 per cent of the total housing supply.

In 1959, 48 state-aided units for the elderly were built on Powder House Court, followed in 1962 by 32 additional units on adjoining land at Green Street Court. Together, these 80 units occupy about 2 3/4 acres of land. A third development for the elderly was completed in 1968, at Farrell Court, consisting of 64 units on about 2 1/2 acres of land (excluding roadway approaches). This latter project also includes a community room.

A significant decrease in available open land convenient to central services and activities in the community is certain to affect future development of units for the elderly. One possible site of about 50,000 square feet beyond Litchman Terrace but close to Green Street Court might provide additional area for possibly another 30 units, but the land is rough with extensive rock outcropping so that this land is only suitable as a last resort. Furthermore, the parcel is irregular in shape making it even less desirable.

The difficulty of acquiring suitable sites and the cost of developing marginal land with low structures strongly suggest that in future consideration should be given to construction of elevator apartments for the elderly. Among the advantages to developing high structures is the greater number of housing units provided on a given area of land. But use of this type of building downtown is virtually out of the question for several reasons. Two strong factors against

such a solution are the historic district and secondly the intimate scale of the downtown residential area. While downtown is sociologically desirable as a locale for elderly housing, limited sites and high land costs must be viewed as practical deterrents.

A recent announcement by the Housing Authority indicated that it had 60 applications for elderly units on hand and would seek Town Meeting authorization to acquire land for up to 75 new units. For this number, close to 3 acres of land will be needed for the construction of a two-story design, including parking. For a building of 8 to 10 stories, land requirements could be halved.

More important than land savings on an individual project basis is the need for long-range policies and planning. In a community with dwindling land resources, the elderly housing program can not operate effectively on a hand to mouth basis. If Marblehead is to accommodate such developments in a positive manner, more forethought is needed on future design and location of projects. As a practical example, a decision to build up instead of out could bring about consideration of a number of new sites.

The construction of additional units in future years is almost a certainty. In order to carry out such a long term program, it would seem prudent to plan ahead to the next stage while designing the present project. Advance planning is a normal procedure practiced in most areas of public domain. Housing for the elderly is now firmly established as a public policy and long range planning must therefore be considered essential to carrying out the program. To do this, the Authority will need the assistance and support of other municipal agencies, including the Planning Board. One area for mutual exploration by the Conservation Commission, Health Department, Recreation Commission and the Authority should cover the Steer Swamp area, including the 16 acre Health Department tract. Land abutting the conservation reservation could make excellent sites for well-designed structures for the elderly. But the locations should be carefully chosen so as to offer minimum disruption to existing residential areas.

In order to plan imaginatively for housing use in conjunction with other public projects such as conservation or recreation, up-to-date photogrammetric maps are essential. While the Conservation Commission is able to make do with the present out-dated ground survey map for its own purposes, the information is of limited value. Consequently, the lack of accurate data must be viewed as a primary obstacle to inter-agency coordination of a sound, long-range plan for public lands.

Low and Moderate Income Housing

As a result of these efforts to provide housing for persons of limited means, Marblehead now has slightly less than 3 per cent of its total housing supply on less than one per cent (10.25 acres) of the residentially developed land in the community. Just how much more subsidized housing the town should have may become one of the issues of the coming decade. On the one hand, land has become increasingly scarce and expensive. Vacant prime land for building has all but disappeared. Meanwhile state and Federal efforts to increase the supply of moderate income housing to meet needs of an expanding population are being increasingly felt in suburban areas. A recent publication Housing Programs for Moderate-Income Households and Renewal Areas and Programs for New Community Development, Metropolitan Area Planning Council, Volume 3, 1969, lists a variety of Federal and state aid programs designed to assist in meeting these needs.

Chapter 774, Acts of 1969, passed by the Massachusetts Legislature and effective on November 21, 1969, brings the issue close to home. To stimulate construction of low or moderate income housing in a community this legislation allows a public agency (i.e. housing authority) or a private non-profit or limited dividend corporation to construct housing with "limited suspension" of existing local regulations. In application (and under the limited suspension proviso), the bill would allow subsidized housing on up to 1 1/2 per cent of the land "not owned by government or a public agency". In approximate figures there are about 2,000 acres in Marblehead which will remain permanently in private ownership, exclusive of areas in public streets, open space, schools and other public holdings. In other words, the legislation would permit the potential usage of about 30 acres of land for low and moderate

income housing. Subtracting the present 10 acres now used by the Housing Authority, this legislation could affect the development of an additional 20 acres of land.

Ways by which a community such as Marblehead might be expected to meet the general needs which gave rise to this legislation may be best appreciated by the following excerpt from the Metropolitan Area Planning Council report cited above.

Moderate-Income and Elderly Housing Programs

Government aided housing developments designed for the moderate-income family and the moderate-income elderly are generally publicly assisted and privately developed. Private sponsors are able to provide housing for the moderate-income household through a variety of housing programs which provide mortgage insurance, direct low interest loans, and/or interest rate subsidies. The moderate-income housing market includes those households whose incomes are too high for eligibility in public housing, but are too low to enable successful competition for housing in the private market.

For reasons of technical presentation and reading comprehension, it is not practical to attempt a complete digest of the material in this report. But those interested in pursuing this area of growing importance, and those responsible for directing community growth and development will find Volume 3 informative in clarifying what previously has been an area of considerable confusion. Two of the programs included in this volume are not presently used to develop moderate-cost housing. These are the FHA cooperative and condominium housing programs, considered potentially useful tools for providing moderate-income families with opportunities for home ownership.

In a community as suburban as Marblehead, with its predominant single family character (93 per cent of all residentially developed land), such legislation as that contained in recently enacted Chapter 774 should be no cause for panic. It does not open the door to widespread abuse and to unreasonable densities, for provision is set up for extensive review. But it is intended to offset a metropolitan area housing crisis created by higher costs, a shortage of land and an expanding population. Higher costs for both housing construction and land have

prevented the housing industry from meeting the needs of such groups as young couples and the elderly at a price they can afford. More frequently than not, suburbs have closed the door via zoning to the type of housing most economically suitable to these rapidly growing age groups. As a result of mounting social pressures, the recent legislation is clearly in response to these human needs.

Since a substantial amount of remaining land in Marblehead is marginal and not economically suited to single family development, the probable impact, if any, of this legislation will come in the form of multi-family housing. In the proposed zoning by-law, prepared as a part of the overall survey of planning in Marblehead, we have made provision for so-called Planned Unit Residential Development, intended to make the best use of such marginal land as remains. If this provision is acceptable to the community, one way of meeting the objectives of the state legislation on moderate income housing might be a requirement that a portion (percentage of units) in each planned development be set aside for rental or purchase (i.e. fee simple, condominium or cooperative), under low interest rate government programs. By such means the ultimate objective of providing more housing for moderate income families or elderly households might be met without otherwise concentrating these in one area.

We have outlined the problems and the possible choices confronting the community, regarding additional housing development. The rising cost of new housing, the decreasing suitability of remaining land for single family development, and the unparalleled demand for shelter are issues which the Town must decide for itself in its own way.

Welfare

The number of persons receiving welfare assistance in Marblehead is comparatively low. Statistical data in this area is traditionally treated with some measure of confidence so that it is not possible, nor desirable, to contrast this data with other communities. Until 1968, when the state assumed responsibility for local welfare assistance, the program was administered by the Board of Public Welfare. A review of the Board's annual reports from 1962 to 1967 indicates a

stable caseload. Old Age Assistance cases, a substantial portion of the Board's budget, declined approximately 15 percent during the period, while Aid to Families With Dependent Children had increased slightly to 29 parents and 73 children assisted during the year.

As earlier indicated, the plight of older families in Marblehead has been somewhat disproportionate to the remainder of the population with the changing socio-economic status of the community. Unpublished data obtained from the Massachusetts Department of Public Welfare indicates a dispersal of 27.3 percent of the \$393,690. assistance budget for 1967 for the Old Age Assistance Program. The elderly also received the major portion of the 57.3 percent of the 1967 budget provided for Medical Assistance, although persons under 21 were also eligible.

Aid to Families With Dependent Children accounted for 11.9 percent of the budget, while Disability and General Relief programs constituted the remaining 3.5 percent. In summary, assistance to the elderly accounted for an estimated 80 percent of the welfare budget in 1967. It is apparent from this data that this age group constitutes the area of major social need in the community.

Adequacy of Community Facilities

As commented on elsewhere under the appropriate sections, community facilities at the "district" level are inadequate in three jurisdictions. This includes the area of education. With three older elementary schools serving the Old Town section, administration and teaching efficiency at these plants is restricted by their small size. Early consolidation of the Gerry, Roads and Story Schools is recommended. A second inadequacy is the size of school sites. Although this condition exists throughout the community, these inadequacies are often supplemented by near-by playgrounds maintained by the Park and Recreation Commission. At two locations, however, the situation is not adequately supplemented - and can be remedied by the public acquisition of adjacent vacant land. These sites are the Bell and Eveleth Schools which provide limited recreation opportunities for their service areas. There is also a need for a major community recreation development on Village Street at the

present Junior High School. At this location there is opportunity to add an additional 10 acres of undeveloped land.

Since the Comprehensive Land Use Inventory Report prepared by the Metropolitan Area Planning Council does not include an adequate breakdown of neighborhood recreation areas by town, no inter-community comparisons are available. But traditionally the unit of measure is not what other communities are doing (or may not be doing) but rather a variety of space standards developed by national associations concerned with the problem of neighborhood and community recreation facilities. A composite of these standards has been listed under the section on Public and Private Recreation Areas and Open Spaces.

A third area of need in Marblehead is for improved off-street parking facilities. (This need has also been stressed in other sections of this report.) In particular, a parking solution is needed in the Old Town Historic District to meet both residential and commercial requirements. And alleviation of parking over-spill from the Uptown Business District is needed to protect surrounding residential property values. In general, parking is also necessary to absorb the crush of summer visitors. This can be done most practically at recommended Uptown and Downtown locations (see: Principal Business Districts). With high land values as a deterrent, the need has continued to build without resultant action. But there must be a beginning to meet this pressing matter if for no other reason than that the Town has now reached a point of saturation.

Municipal Expenditures

To further understanding of how municipal expenditures affect the level of municipal services, comparisons have been made of outlays in the urbanized communities. Operating costs of fire, police and school departments for salaries and related maintenance expenses generally account for approximately one-half or more of municipal budgets. As a result of these substantial commitments, there is always lingering doubt as to whether these outlays are, indeed, proportionate to other communities or whether they are excessive.

To assist residents in evaluating these service costs a chart is included here showing the percentage of the municipal budget allocated to Fire and Police Departments in 1966 as reported by the 1967 U. S. Census of Governments: Finances of Municipalities and Township Governments, (released, July 1969). On the basis of this data, expenditures for fire and police activities range favorably with those for other communities. They are somewhat above expenses for towns in the 10 - 25,000 population range and the state on the basis that these data are heavily weighted by smaller rural towns. These smaller communities are not confronted with the more urban situation of Marblehead and the enumerated urban communities with which Marblehead is compared.

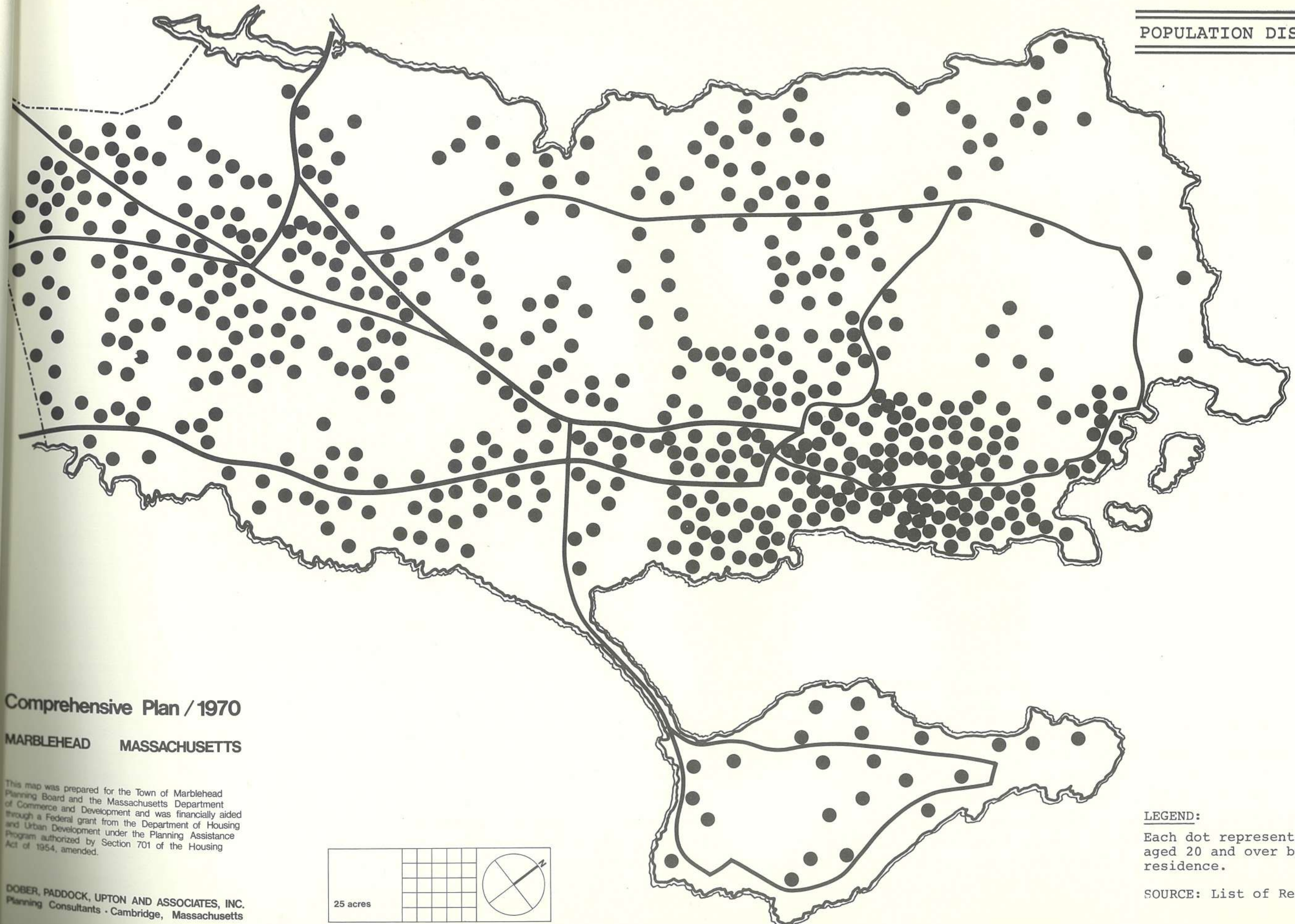
The table, Municipal Expenditures for Public Education, is based on per pupil (Net Average Membership) data obtained from the state Department of Education Annual Report for 1967 as well as the Census of Government report previously cited. This table indicates that Marblehead was slightly above the median for the urbanized towns in total funds expended. The second column (Local Tax Revenue Per Pupil) indicates that Marblehead tax revenues paid for a substantially higher cost per pupil simply on the basis that Federal and state reimbursements were lower for the community than in other areas. (These reimbursements reflect special areas of support including school lunches, busing and assistance based on the impact of Federal installations.)

MUNICIPAL EXPENDITURES FOR PUBLIC SAFETY: 1966

TOWNS	General Expenditures excl. Capital Outlay (000 omitted)			Percent of Total Budget	
	MUNICIPAL TOTAL	FIRE	POLICE	FIRE	POLICE
Winthrop	4,418	237	274	5.4	6.2
Arlington	12,619	836	707	6.6	5.6
Watertown	10,296	836	722	8.1	7.0
Brookline	18,997	1,940	1,473	10.2	7.8
Belmont	6,786	484	446	7.1	6.6
MARBLEHEAD	5,304	308	319	5.8	6.0
Swampscott	4,152	291	274	7.0	6.6
Nahant	N.A.	N.A.	N.A.	N.A.	N.A.
Hull	N.A.	N.A.	N.A.	N.A.	N.A.
Winchester	6,117	357	354	5.8	5.8
Wakefield	5,710	277	339	4.9	5.9
Stoneham	5,186	259	320	5.0	6.2
Weymouth	12,209	728	708	6.0	5.8
MEDIAN				6.0	6.2
TOWNS 10-25,000				5.0	5.3
STATE				5.8	5.8

SOURCE: U.S. Census of Governments: Finances of Municipalities and Township Governments, 1967

POPULATION DISTRIBUTION



LEGEND:

Each dot represents 25 adults aged 20 and over by place of residence.

SOURCE: List of Residents, 1969

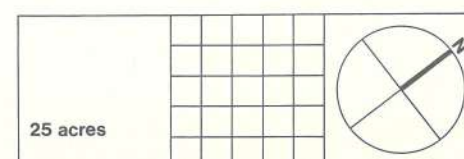
SCALE: 1 Inch = 1/4 Miles

Comprehensive Plan / 1970

MARBLEHEAD MASSACHUSETTS

This map was prepared for the Town of Marblehead Planning Board and the Massachusetts Department of Commerce and Development and was financially aided through a Federal grant from the Department of Housing and Urban Development under the Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, amended.

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Column 3 reflects the amount of local revenues used for school support as a percent of the state's equalized property values, as determined for 1966. This column is intended to reflect local efforts for adequate school funding based on the taxable wealth of the community. To the best of our knowledge, this is the first time such an index has been attempted. The equalized valuation figures used by the State Tax Commission in recent years for Marblehead is somewhat below the level of valuation as determined by the recent Town revaluation. Therefore, some bias is inescapable. Were a more realistic figure of true value used for the Town for the year 1966, the index for Marblehead would be significantly lower. But based on official State Tax Commission values, the ratio must stand.

The last column in the School Budget Expenditures table reflects the proportion of total municipal budget, exclusive of capital improvements, expended for school purposes. Unlike the data used for the preceeding columns taken from the 1967 Annual Report of the Massachusetts Department of Education, figures for the last column were derived from published financial data contained in the U.S. Census of Government report.

Because of the nature of health service costs, no valid comparison of this data is possible. The basic reason for this is the varying degree of responsibility placed in municipal health departments. Marblehead operates an incinerator under the Health Department but it is one of the few towns to do so. Some communities include personnel for housing code enforcement programs under the health department. Other random responsibilities include garbage removal performed under department labor in some areas and by supervised contract in others. In Marblehead there is less demand for direct medical services simply because people can afford private medical treatment and so there is little need. Finally, those public services which residents are apt to avail themselves of, are likely to be provided at the local Town hospital.

MUNICIPAL EXPENDITURES FOR PUBLIC EDUCATION: 1966

<u>Towns</u>	<u>Total Funds *</u> <u>Pupil N.A.M.</u>	<u>Local Tax</u> <u>Revenues/</u> <u>Pupil N.A.M.</u>	<u>Source of Funds:</u> <u>Local Tax Revenues/</u> <u>Equalized Value</u>	<u>Percent of Total</u> <u>Town Budget, excl</u> <u>Capital Outlay</u>
Winthrop	\$641.53	\$476.75	1.8 Percent	38.8
Arlington	652.20	516.45	1.6	43.0
Watertown	695.71	591.69	1.5	35.8
Brookline	1,020.91	862.93	1.3	30.2
Belmont	894.61	761.48	1.4	47.7
MARBLEHEAD	696.74	607.87	1.6	44.0
Swampscott	909.72	832.80	1.8	48.0
Nahant	648.12	481.72	1.9	N.A.
Hull	672.51	505.49	2.4	N.A.
Winchester	751.37	667.32	1.9	51.8
Wakefield	632.34	512.24	1.8	48.0
Stoneham	625.04	510.65	1.9	41.2
Weymouth	612.09	495.57	1.7	49.8
Median	\$672.51	\$516.45	1.8	44.0

*N.A.M. = Net Average Membership

SOURCE: Massachusetts Department of Education, Annual Report, 1967
U.S. Census of Governments: Finances of Municipalities and Township Governments, 1967
Columns 3 and 4 compiled by DPUA

Federal and State Aid Programs

In conjunction with the operation of local government, Federal and state aid programs are available in several areas. Housing assistance programs for low income and elderly are available from both levels directly to the Housing Authority. Because of the modest scale of the program the Authority has operated on assistance from the state only. The authority is generally aware of the choice of programs which it can sponsor.

Two programs which have considerable appeal to suburban communities are the Open Space and Urban Beautification programs. These are extensions of the Housing Act of 1954 and are administered by the Department of Housing and Urban Development (H.U.D.). The Open Space Program is aimed at acquisition of open lands for public enjoyment and is fundable up to one-half of cost by that agency. An additional one-quarter-of-cost assistance is available through the state's Self-Help Program for conservation purposes. These are indeed bargains which have been generally ignored in Marblehead. (It should be mentioned here that neither of these programs can be used to provide school sites.)

The Urban Beautification Program is designed to encourage a broad approach to improvement of lands, streets and waterfronts under municipal jurisdiction. This aid is largely aimed at impacted urban areas where income is limited and public facilities are deficient and over-used. To receive assistance under this program a community must meet seven administrative criteria. Marblehead is automatically eliminated on the first one - a requirement that 10 percent or more of the median income of all families must be below \$3,000 (1960 Census). Marblehead had only 6.7 percent in this category and is therefore ineligible for this program.

In addition to funds available to Marblehead for open space assistance, desirable outside aid might be secured for historic district improvements. At the moment funds are available from

HUD for professional assistance in researching and developing information on the importance of individual structures within a given area. This assistance would be useful in developing a brochure on the historic districts in Marblehead. Funds are also available to public bodies for restoration and preservation of individual buildings. (Private organizations are excluded in Massachusetts from receiving state help by constitutional amendment. The key agency at the state level is the Massachusetts Historical Commission. At the Federal level, the agency is the Department of Housing and Urban Development. In view of the particular importance of the local historic districts to the Town, the region and the nation, further consideration of assistance from state and Federal agencies is warranted and advised.

Other programs which must be commented on as a part of this survey include the Urban Renewal Program, directed toward rehabilitation of blighted areas. While scattered blight is undeniably present, it may be categorically stated that blight is insufficiently concentrated to warrant - or qualify - a Federal-aid program. Some reduction in the isolated blight which does exist might be accomplished by judicious enforcement of the state Sanitary Code by the Health Department. The provisions of this code for housing are automatically in effect throughout the Commonwealth, without the necessity for local adoption.

Federally-aided Housing Code Enforcement Programs are closely related to the concept of urban renewal and provide another means to promote upgrading of the housing supply. The program is aimed at areas not generally eligible for more comprehensive renewal treatment but which contain evidence of incipient blight. A primary requirement for eligibility is that at least 20 percent of the structures of a given project area contain some code violation. The Town would be eligible to receive up to 3/4 of the amount of project expenses. Eligible costs include planning and administration and such environmental improvements as streets, sidewalks, curbs, gutters, lighting, landscaping, signs and fire and police communication systems. Individual property owners would be eligi-

ble for low interest loans for rehabilitation work. Participation in this program has been somewhat limited in Massachusetts municipalities (i.e. Boston, Brookline, Malden, Newton and Quincy). Since Marblehead is not involved in other Federal housing programs, it would appear unlikely that the Town will elect to participate in this particular program. Nevertheless, further consideration should be given this matter.

V TRAFFIC, TRANSPORTATION AND PARKING STUDY

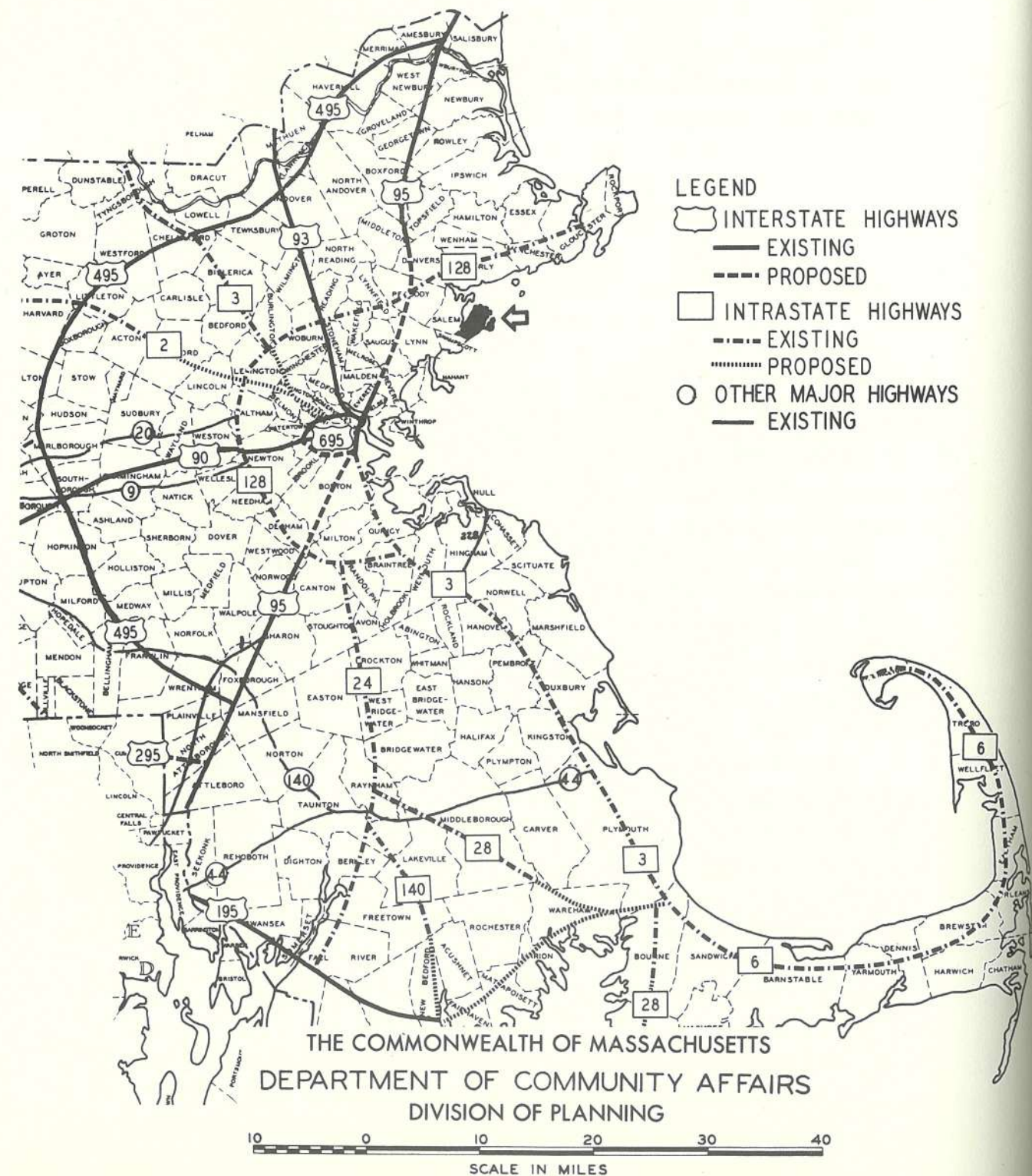
Introduction

Marblehead has important ties to Boston for employment opportunities. These include the financial activities oriented to Central Boston as well as the professions such as law and medicine. Commuting to downtown by auto is somewhat inconvenient with numerous stops and points of congestion along the 15 mile route. This situation will be largely corrected by completion of the interstate highway system, a development which will make Marblehead considerably more accessible to all points in the metropolitan area.

Commuter rail service, an important means of transportation to Lynn and downtown Boston through World War II, has not operated within the Town since abandonment of the railroad in Marblehead in 1960. Service is available from either Salem or Swampscott, but, as one would expect, it is no longer a significant form of transportation. Bus service via the Massachusetts Bay Transportation Authority (MBTA) was instituted in 1968 when the Authority purchased the right of a private conveyor. For commuters, service is available to the rapid transit terminus in Revere or directly to downtown Boston. Despite long-range plans to extend rapid transit to Salem, prospects are dim that this will occur. Re-evaluation of the role of public transportation nationally suggests that fixed rail transportation is not always practical for out-lying suburbs. Instead, express bus service is gradually gaining support as an economical substitute.

By 1974 or earlier it is likely that express service will be available to Marblehead residents via Route I-95, now under construction. To what extent such service will reverse present travel habits is questionable. The 1960 Federal census indicated that approximately 80 percent of those in the labor force living in Marblehead used an automobile (or a car pool) as a means of conveyance. Only 5 percent relied on railroad or bus service. A 1963 survey on traffic and transportation was conducted by Wilbur Smith Associates for the Boston Regional Planning Project. The unpublished results of this study, based on a 7 percent home interview sampling, indicated that approximately 10 percent of those questioned used public transportation for their journey to work. But according to supplementary data gathered by the Boston Traffic and Parking Department and published by the Boston Redevelopment Authority, (see: Transportation Facts for the Boston Region, 1968) less than half of these work trips by public transit were made to Boston proper. One must conclude, then, that the role of public transit systems is minor insofar as Marblehead is concerned.

EASTERN MASSACHUSETTS REGIONAL HIGHWAY SYSTEM



SYSTEM

Local Street System

Since Marblehead's ultimate street network is all but complete, the chance is remote that major changes will occur in the overall system. A few scattered roads remain to be built to serve new residential sub-divisions, but generally only minor adjustments to the present pattern are likely in the years ahead. The rigidity of the street pattern is reinforced by the rather tight urban character of most residential areas so that street widening or substantial regrading over any distance is generally uneconomic. Furthermore, the 18th century street pattern of the Old Town Historic District has tended to endear Marbleheaders to generally narrow streets. The major street network consists of several local arterial streets having right-of-way widths of 50 to 60 feet. These streets which function as the basic collector--secondary arterial system include Atlantic Avenue, Beacon, Humphrey, Lafayette, Maple, Pleasant and Tedesco Streets and West Shore Drive.

The street system is, in a sense, a terminal one since no one thoroughfare in the community provides a direct connection between two outside communities. All traffic excepting a small volume between Salem and Swampscott (using Humphrey and Lafayette Streets) either originates in or is destined for Marblehead.

Street Design Standards

Desirably standards for streets should be related to the task they perform. Today requirements are substantially greater than when most of Marblehead's main thoroughfares were laid out. Units of measure have also changed. In early days a rod (16.5 feet) was a basic standard of measurement and early main streets, particularly in Salem and other urbanized communities were frequently 4 rods or 66 feet in width. (A portion of Lafayette Street from Forest River to Maple was undoubtedly laid out on this standard.) Local streets were frequently 3 rods or 39.5 feet in width. From these early "standards" a somewhat mixed system of dimensions has resulted. When foot measurements replaced rods, three rods was converted to 40 feet and four rods frequently became 65 feet. For purposes of convenience round numbers such as 50 and 60 foot dimensions were also adopted. (Presumably 3 1/2 rods might have been rounded to 60 feet).

RECOMMENDED STREET CLASSIFICATION STANDARDS

	PRIMARY ARTERIAL	SECONDARY ARTERIAL	COLLECTOR STREET
WIDTH (IN FEET)			
Right-of-way	70	60	50
Travel Lane	12	11 - 12	11
Parking Lane	10	9	8
Minimum Pavement	44	32	30
Sidewalk & Planting	9 - 11	8 - 10	8
NUMBER			
Travel Lanes	2 - 4	2	2
Parking Lanes	0 - 2	1 - 2	1



In some Massachusetts communities, 40 foot street rights-of-way for residential sub-divisions have remained in effect, though the trend has been to increase this minimum requirement to 50 feet in many suburban towns. Under Board of Survey requirements for Marblehead, 40 feet is still the rule, with 28 feet of road surface and two six foot sidewalks required under local regulations. Planting strips along the street are not provided. For a more pleasing appearance on neighborhood streets, consideration should be given to increasing the minimum layout requirement to 45 feet with 4 1/2 foot sidewalks and 3 foot planting strips -- still somewhat minimal, but an improvement on present practice.

In other parts of the country, wider rights-of-way are commonly used for residential sub-divisions. The Community Builders Handbook, Urban Land Institute, 1968, cites a desirable minimum of 50 feet for single family development and the Institute of Traffic Engineers in its publication Recommended Practices for Sub-division Streets, 1965, suggests a minimum of 60 feet. These references are cited not only to illustrate that the 40-foot requirement in Marblehead is somewhat low, but also to indicate that the system of street standards is somewhat variable. In brief, standards vary regionally and with the age of the community.

Desirable widths for principal streets (other than local) for a town such as Marblehead are shown in the preceding table. The term collector is used to designate those streets connecting minor streets with primary arterial and secondary arterial streets. But precise categorization of existing streets is sometimes arbitrary.

One can generalize that probably all streets in Marblehead serving a function as an arterial, secondary arterial or collector street are below desirable present-day standards of design, if not in actual paved surface. The situation is not critical, though occasionally inconvenient. Because of the highly urbanized character of Marblehead most street inadequacies are aggravated by on-street parking congestion, a problem which must be dealt with more effect-

ively in coming years if the present street system is to be maintained to any degree of efficiency.

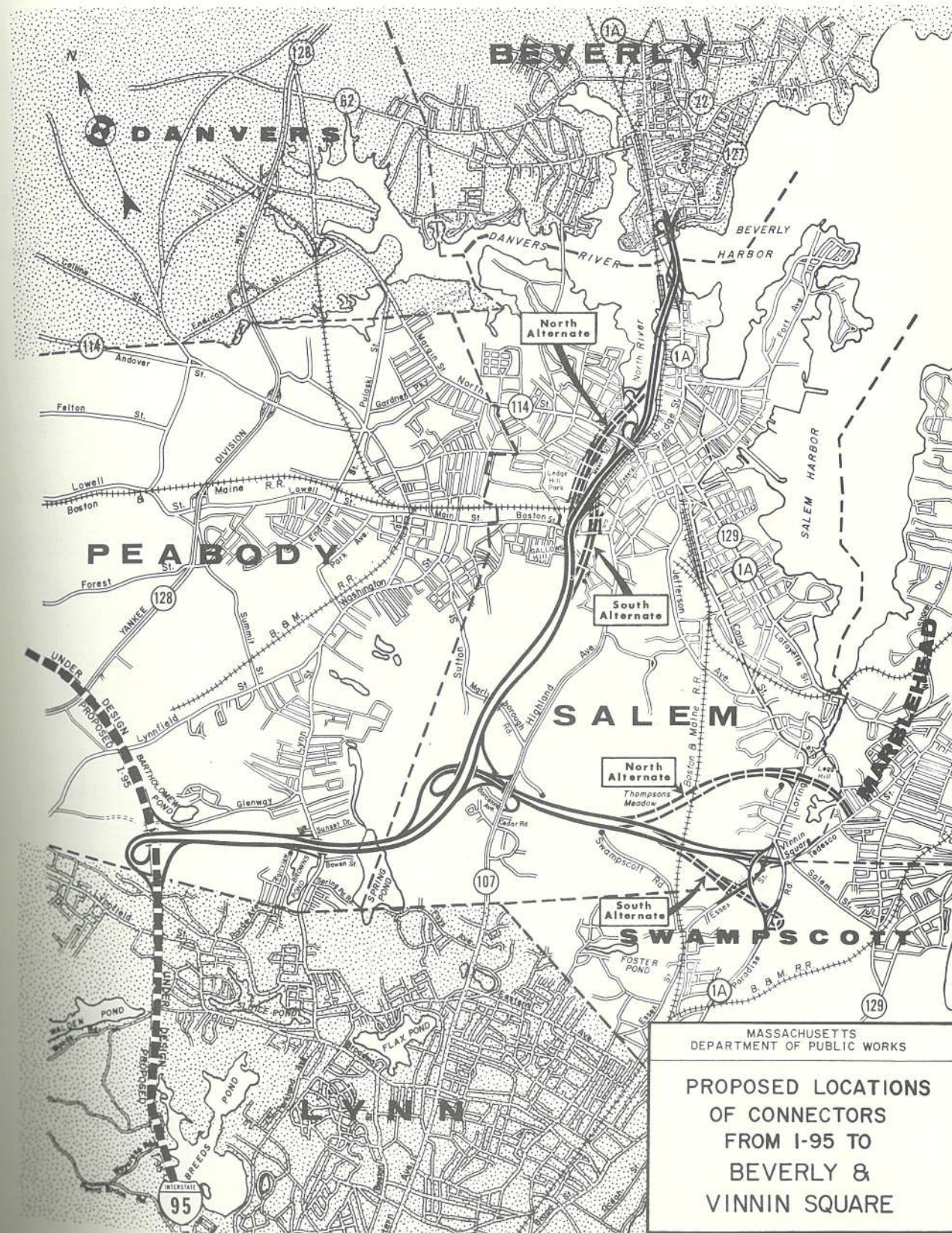
Since differences do exist between what is available and what is desirable for moving traffic in and about town, various means may be taken to ensure that traffic moves not speedily, but smoothly. These measures include 1) providing additional capacity through new segments of major roadway, 2) by restricting on-street parking at critical locations on existing arterials either all-day or during peak hour traffic, 3) by improving signalization at major intersections and 4) by utilizing one way traffic patterns on very narrow segments where the system permits. Other corrective steps often costly and not always productive of added capacity include measures such as resetting the curbs to gain a few feet of pavement, or acquisition of adjacent yard space for widening. These latter steps should be confined to relatively short distances of roadway, where pavement widths are particularly narrow.

Tedesco Street By-pass

Over the course of our study we were particularly concerned with the first measure, above, of providing additional capacity of movement through new segments of improved roadway. Of principal concern is the projected I-95 Connector proposed to be built to Vinnin Square as a branch of the Interstate Highway System. Construction of this link to the main north-south alignment of Route 1-95 is tentatively scheduled by 1975 or earlier. Of all Marblehead's streets, Tedesco will be most directly affected by this new transportation route.

Traffic on Tedesco has increased with both new car registration and the increased frequency of local shopping trips to Vinnin Square. A five-day count taken in September 1967 by the Marblehead Traffic Advisory Committee using an automatic traffic recorder indicated an average daily volume of 9,600 vehicles. (An earlier count by the state several years previous listed volume at 4,000 vehicles.) In a recent Highway Needs Study completed a year ago by the Bureau of Transportation Planning and Development (Mass. D.P.W.), Tedesco was given a rated capacity of about 10,000 vehicles per day. This

ROUTE I-95 CONNECTOR LOCATIONS IN THE SUB-REGION



capacity is based on a complex formula using pavement width, land use development and assumed safe traffic flow speed data. Thus Tedesco is already close to maximum use and presumably incapable of handling larger volumes with any degree of traffic safety. According to unofficial estimates from the state D.P.W., the projected demand for use of the I-95 Connector will produce a desire volume of 20,000 vehicles per day to and from Marblehead by this route. Expected volume will come partly from a shift in travel habits in and out of town. As a result, travel on Lafayette, Humphrey and Atlantic Avenue should experience moderate decline. But while the decline on these three alternate routes will be slight, the sum total of shifted volume will be sufficient to jam Tedesco Street from the opening day of the I-95 Connector unless a remedy can be found.

Since the Federal-aid highway program will extend to, but not beyond, Vinnin Square, an alternative means of distributing the burden is needed. Without an alternate route, not only will the Tedesco area neighborhood be harmed, but the advantage to local residents of an improved access to Boston and Route 128 will be partially cancelled.

The most promising solution is to construct a by-pass from the Tedesco Country Club parking area (at the Salem-Marblehead line) to the Lafayette Green at Lafayette Street, a total distance of about one mile. By our estimates, this would involve the displacement of only one home, although it does interfere with the projected "Think Rink" skating rink plan. Land which the roadway would occupy lies primarily within Marblehead, although a short stretch is located in Salem. Since this route will relieve some congestion in that city, Salem officials may be expected to cooperate. But the major benefits will accrue to Marblehead.

State officials at the D.P.W. have indicated that the by-pass could be constructed by the State, possibly by 1975. The provision to this possible arrangement is that the Town of Marblehead would have to acquire the necessary right-of-way. Otherwise state intervention for this relief might not come for upwards of fifteen years because

of other priorities. By that time, if earlier action (and acquisition) is not taken, the route will be largely pre-empted by new developments, and the damage to the Tedesco neighborhood will be irreparable. In order to clarify this issue and to initiate a formal relationship with the D.P.W., a special committee should be appointed at the 1970 Town Meeting to study the matter further. Should the study committee's report on this matter be favorable, steps should be taken to acquire the lands in 1971 with a cash appropriation to be voted by the annual Town Meeting. Because of the irregular topography and the need to make this an important entrance to the community, a right-of-way width averaging 100 feet is deemed desirable. As a preliminary figure, land acquisition costs are estimated at \$100,000.

Cross Town Connector

The accompanying diagram of the Highway Needs Study shows the findings of a survey completed by the Bureau of Transportation and Development slightly over a year ago. Based on 1965 field survey data, the illustration indicates the adequacy (i.e. volume/capacity) of the major circulation system as defined by the state. Indicated as the most inadequate portion was that combination of Creesy-Green-Waterside (between Elm Street and West Shore Drive) which were evaluated as a single segment. Subsequent to the 1965 collection of data Creesy Street was widened by the Town. Although the rating was not applied to the individual portions of this section, Creesy and Waterside contributed heavily to the deficiency of this connector with right-of-ways of 35 feet. Rated separately, Green Street would have fallen in a "deficient" rather than an "intolerable" category. But the fact that it fell into either of these categories indicates the need for remedial action.

As proposed early in our survey, one means of improving the situation is to build a parallel connector. However, public response to a suggested location was negative and the conflict with other community goals (schools) substantial. Alternate locations were deemed politically and economically impractical in view of the highly urbanized development in this area. The remaining choice is to make-do with the facilities at hand by application of improved traffic regulation.

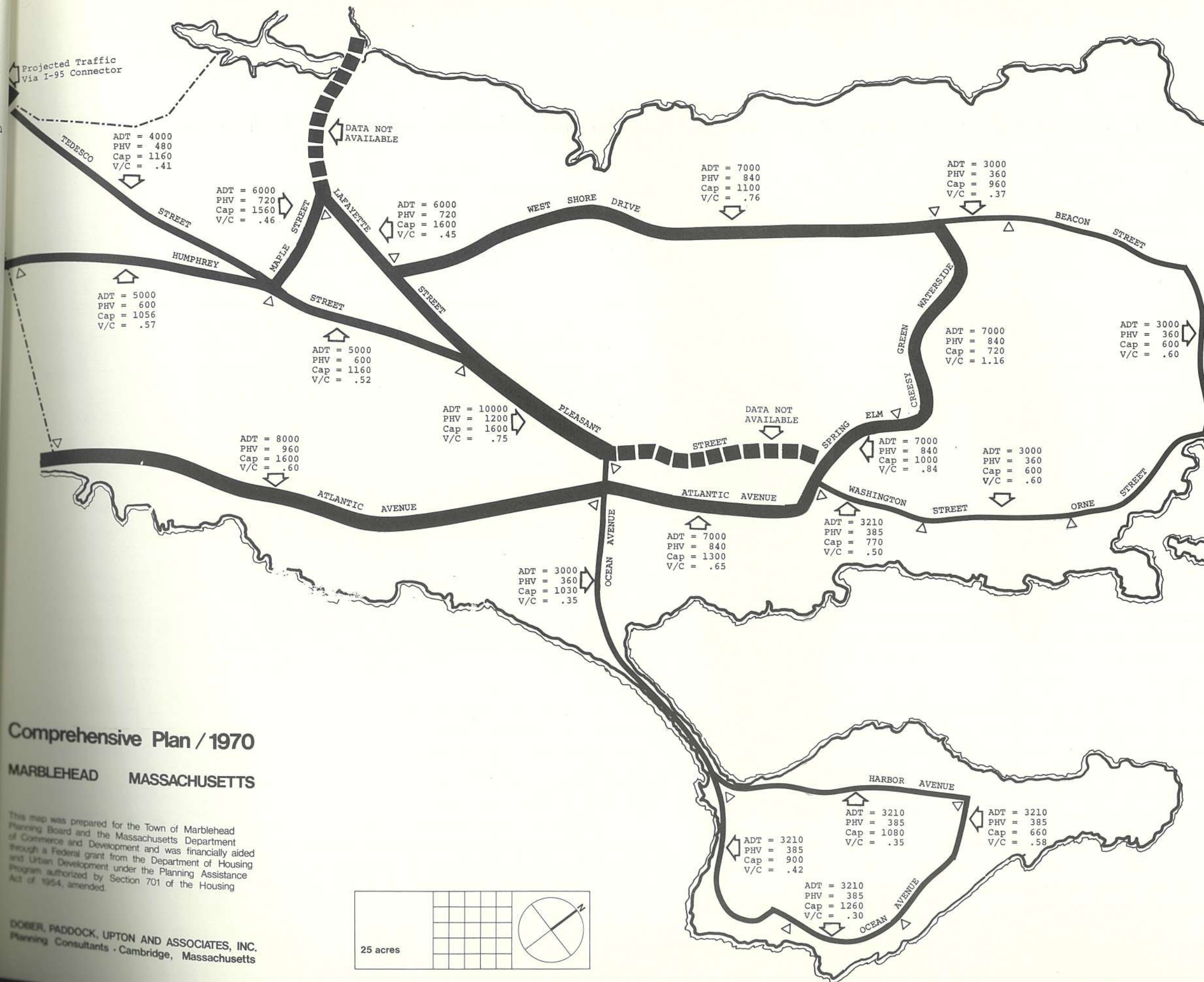
On Green Street (average R.O.W. 40 feet) travel lanes in each direction between Creesy Street and West Shore Drive should be 11 feet in width, consistent with standards cited earlier. In order to provide this space, without restricting curb parking altogether, an off-set center line should be clearly marked on the pavement and curb parking restricted to one side only. As to Waterside Road (R.O.W. 35 feet) between Green and West Shore Drive, the street is too narrow to permit safe passage of through traffic in two directions. Also for protection of the residential character of the street, it should be made one-way.

Under current state policy, the introduction of off-set center lines requires the approval of the Department of Public Works. The practice is widely used throughout the country, but in Massachusetts its introduction has been slow and is largely confined to communities where advanced techniques in traffic control are employed. While there are possibly other locations where this device might also be applied in Marblehead, the need for it on Green Street is obvious and is substantiated by state findings.

Beacon Street Widening

The widening of Beacon Street has been advocated by some as another long term objective (this appears to have been put forth originally as a W.P.A. proposal some 35 years ago). For the most part, traffic volume on this route is comparatively light and future land use will be of low density. The peripheral nature of this route and the esthetic values of its countryside setting lead us to place a low priority on road improvement in this area. On the other hand, sewer line installation has been almost completed and the road surface is in need of some regrading. Also needed is one continuous sidewalk along the street that will properly provide for safe pedestrian travel in the area -- a need generated by gradual development of remaining vacant land. Development of this street should be gradual and sensitively carried out with respect to the natural rural environment. Presumably this will be done a section at a time under long-term Chapter 90 state-aid programs.

HIGHWAY NEEDS STUDY

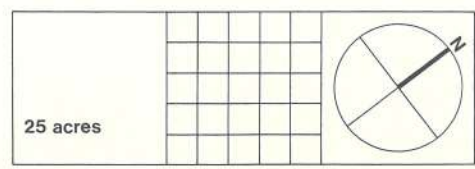


Comprehensive Plan / 1970

MARBLEHEAD MASSACHUSETTS

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Among general suggestions encountered in the course of this survey was the use of various portions of the old railroad right-of-way for minor by-pass purposes. None of these appeared to have practical merit on a long-distance basis, and would merely succeed in our judgment in moving points of congestion a short distance to another intersection. Such modifications to the street system hold only a half promise of success while assuring destruction of the potential of the proposed bicycle trail, an enviable resource which will be more appreciated in years to come. The merits of this trail and its relationship to other community activities is covered extensively in a subsequent section on recreation and open space.

In summation, the development of new segments of improved roadway within this highly urbanized community has limited potential. The one solution which offers the greatest hope--and in practical terms, the greatest relief--is the by-pass to Tedesco Street which would serve the entire community. Marblehead residents have long-suffered the inconveniences of travel to and from the Town through slow moving traffic in Salem, Swampscott, Lynn and Revere on overcrowded highways and parkways. With relief within sight, it would indeed be unfortunate to fail to take maximum advantage of this opportunity. As in all communities, multi-faceted interests frequently blur the objective. We hope that this will not be the case in Marblehead and that far-sighted leadership will prevail.

As previously indicated, additional traffic engineering measures including parking, left-turn restrictions, one way streets and intersection signals and island design are ways by which a community may increase traffic efficiency on existing narrow streets. These measures are already in use throughout the community, particularly in the older sections of town where varying street widths and high residential densities prevail. With the advice of the Marblehead Traffic Advisory Committee many of the problem intersections have been improved so that the accident frequency rate at these locations has been reduced.

Non-Residential Traffic Generators

In addition to home-work trips originating or terminating in the community's predominantly residential areas, a variety of community activities tend to generate traffic both within and from outside Marblehead. These activities consist basically of shopping trips to the commercial centers during the day and social-recreational trips to the various public and private community facilities at all hours and days of the week.

Primary traffic generators include the Uptown Business District and the Downtown Business area, which is smaller in size but is reinforced in importance by the surrounding historic district and points of interest along the waterfront. Included also in the list of primary generators are the high and junior high schools since morning traffic activity is concentrated and coincides closely with the commuter rush period. The proposed community recreation center activities at the Village Street site will further reinforce that locus as a primary generator. In general, these primary trip generators are located within or on the perimeter of the most intensively developed residential section of the community.

A secondary order of traffic generators includes both public and private community facilities whose trip-generating activities are spread through the main hours of the day and frequently into evening periods. Public facilities included within this category are Abbot Hall, Abbot Public Library, Alley Hospital and the larger elementary schools exceeding a capacity of 400 pupils. Semi-public facilities represented in this group are the North Shore Jewish Community Center (now under construction) and the YMCA which is an integral part of the Uptown Business District, but which is considering a move to the proposed Village Street recreation complex. The major yacht clubs, although mainly seasonal in their trip generating activities, also constitute a significant influence on local traffic volume. The Boston, Eastern and Corinthian Yacht Clubs are significantly larger than others on the harbor, having in excess of 500 members each, the majority of whom live out of town.

While the Boston Yacht Club operates on a year-round basis, the other two are closed during off-season months. All three provide dining facilities for members only during their period of operation.

A third or tertiary order of traffic generation includes the smaller Dolphin and Marblehead Yacht Clubs which are also seasonally operated. (The Pleon Yacht Club on Marblehead Neck is restricted to minors, and for this reason is not considered a significant generator.) The smaller elementary schools are included in this category. Also in this group are places of worship, together with affiliated uses such as religious schools and parish halls which tend to have periods of peak use on weekends rather than during week days. Similarly, activities for local fraternal organizations, such as Gerry 5, the Legion, V.F.W., K of C, Elks and Masons are predominantly oriented toward evening rather than work-day periods. The extent of activities at these facilities is directly a variable of the programs offered and membership is consequently not a reliable measure of importance. Since these religious and fraternal activities do not constitute trip generators in the same sense as other day-time functions when street traffic is normally heavier, they have been classified in this tertiary group.

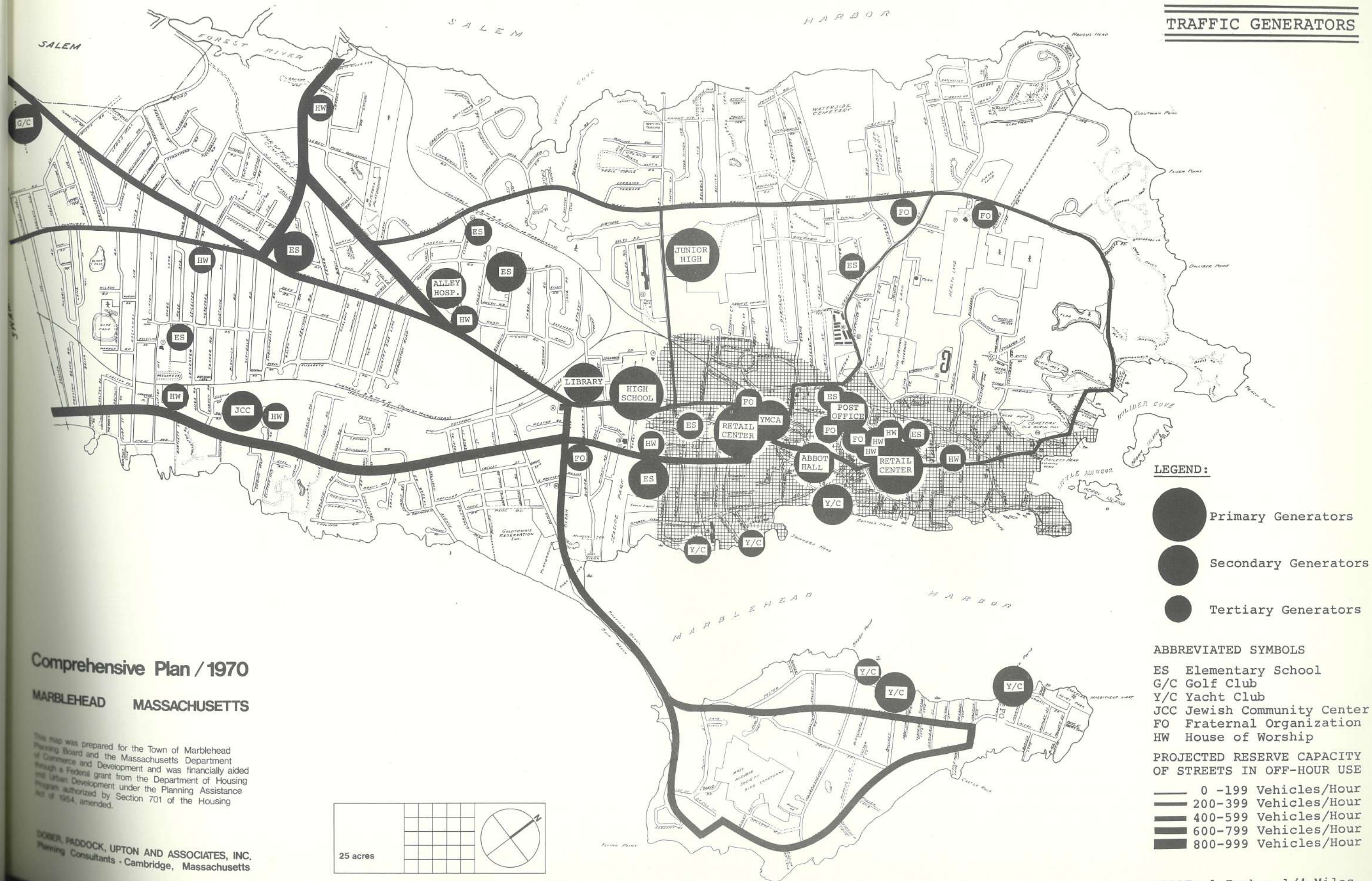
As readily conceded by traffic experts, the science of forecasting recreational, and social trips is not nearly as well developed as that of forecasting generated residential trips, which frequently includes related social activities. With exception of the hospital, public schools and Abbot Hall, a high proportion of trips within the community are social or recreational in nature and are concerned with the use of leisure time. For the most part, these occur during the time phase between morning and evening commuter rush periods. Because of the nature of retail sales activities at the business centers a significant number of shopping trips must theoretically be classified as recreational in nature rather than strictly "business" in purpose.

As in the case of most traffic generation studies of community

activity, evaluation of these factors must be based on a series of assumptions. We have already indicated certain of these assumptions based on an order of relative values. In order to place these traffic generators in meaningful context to the existing use of streets we have used the rated capacity and "non-seasonal" traffic volumes as determined by the Bureau of Transportation Planning and Development of the D.P.W. as a point of departure. Based on the findings of the 1965 Highway Needs Study a "residual" street capacity value has been determined for the basic circulation system. Virtually all of the long-range studies by the state of 1990 traffic volumes are based on a projected 50 percent increase in traffic volumes over tallied 1965 conditions, except where major highway changes are to occur. We have assumed that these increases apply here. On the premise that off-hour traffic volumes constitute 6 percent of average daily traffic counts, this percentage was expanded to 9 percent of ADT counts to provide for long-range increase in use. Random counts developed by the Marblehead Traffic and Safety Advisory Committee show that in some areas, traffic (particularly summer-season) is already substantially above the state's official counts. Since there is no one set of data which is satisfactory from all respects, the state tallies were selected as being the most comprehensive. Where there was evidence of significant increases, these tallies were adjusted to reflect changes in street usage.

The accompanying map of Traffic Generators is intended to show projected unutilized street capacity which can be expected to serve the primary and secondary order traffic generators. Tertiary generators will also be served by this capacity, although such generators are customarily considered to be closely associated with home-based trips and are part of the normal residential trip-generation pattern. Further work on this somewhat sophisticated area of study is anticipated if the Town participates in the Federally aided TOPICS Program (Traffic Operations Program to Increase Capacity and Safety), sponsored by the U.S. Department of Transportation, Bureau of Public Roads.

TRAFFIC GENERATORS



EXCERPT: 1969 ANNUAL REPORT OF THE COMMITTEE

The fifteen-minute automatic traffic recorder was put to intensive use during the summer months in an effort to prepare a traffic flow map of the Town's major arteries. It was also hoped to obtain data useful in analyzing the recommendations of the Planning Board's consultants for new facilities to improve the overall traffic circulation patterns of the Town. Traffic counts were made using the Town's counter, and one borrowed from private sources, at critical points in the Town and 24-hour volumes obtained are tabulated below. In July, the Town's counter, valued at \$500, was stolen from the roadside and has not yet been recovered. This curtailed the counting program far short of its essential goal. It is hoped that funds will be made available as soon as possible for the replacement in kind of this automatic recording counter and that a permanent counter with vandal-proof detector can be installed on Tedesco Street near the Town line so that the changing volume patterns using this arterial may be analyzed before and after construction of the Vinnin Square spur to Interstate Route 95. A cheaper non-automatic counter was purchased in the fall of the year which will be put to use when weather permits, but its capabilities fall below the Town's requirements.

24-HOUR WEEKDAY TWO-WAY TRAFFIC VOLUMES
(except where noted)

LOCATION	Volume	Date Counted
Pleasant St. between Smith St. & Tent's cor.	16,170 (Sat.)	11/68
Pleasant St. between Smith St. & Tent's cor.	15,320 (M-F)	11/68
Lafayette St. at Salem line	12,550	10/67
Humphrey St. betw. Maple St. & Auburndale Rd.	10,980	7/69
Ocean Ave. betw. E. Orchard St. & Wallace Rd.	10,620 (Sa,Su)	7/69
Ocean Ave. betw. E. Orchard St. & Wallace Rd.	6,970 (Mo,Tu)	7/69
Tedesco St. at Salem line	9,600	9/67
Elm St. between Creesy & Curtis Sts.	8,860	7/69
Humphrey St. at Swampscott line	6,250	10/67
Atlantic Ave. at Swampscott line	5,990	9/67
Creesy St. betw. Elm & Green Sts. (Green one-way)	4,090	7/69
Mugford St. betw. Mechanic & Elm Sts.	4,080	7/69
Village St. betw. Pleasant St. & Highland Terr.	2,870 (school)	9/67
Darling St. (one-way) State St. also one-way)	2,150	8/67
State St. trial one-way period)	2,030	8/67
Green St. (one-way) betw. Pond St. & Meadow Ln.	2,040	7/69
Green St. (eastbound only) betw. Alexander & Beacon St.	1,690	6/69
Smith St. westbound only) betw. Devereux & Pleasant	1,132	11/68
Front St. betw. Circle & Circle St. (one-way)	920	9/67
Lincoln Ave. betw. Green, Creesy & Fairview)	730	7/69

The 1963 home interview survey conducted under the auspices of the Eastern Massachusetts Regional Planning Project was aimed primarily at determining home-work trips and means of conveyance. The study was not undertaken at the height of the summer season and therefore contains no data pertinent to Marblehead during that season of peak activity. Nor was it aimed at gathering measurable local information since Marblehead was subdivided into only two count districts. Those officials connected with this sampling survey readily admit that the material gathered cannot be used on a localized basis.

An approach to the problem of individual traffic generators as requested by the Marblehead Planning Board must ultimately address itself to specific plans and policies which the community can support. Recommendations for public action have already been put forth relative to the points of greatest traffic generation and congestion in the business areas. To some extent the proposed off-street parking facilities will serve near-by community facilities. Further relief in individual cases may also be realized by using the Story School as a replacement for the Sewell Building (parking spaces will be tripled); by development of a High School complex on Village Street to include substantially expanded parking facilities; by provision of off-street parking for staff and general use at the future Lincoln Avenue school; and by provision of some space for library patrons at Abbot Public Library. Since the community has generally disdained proposals designed to provide off-street parking, it is impractical, beyond some of these immediate and essential needs, to inject a further set of off-street parking objectives designed to serve other specific uses.

Public policy relative to traffic generation may also find expression via zoning regulations. One of the provisions of the proposed by-law is that places of public assembly provide one car space of off-street parking for each 4 seats. But this requirement is not retroactive and can not be expected to have a measurable impact on existing facilities. Since private clubs and fraternal organizations exist in all residential areas of the community, it is

unlikely that zoning policy will ever be carried to the point of restricting such activities from certain districts - at least not until a situation arises which the Town considers intolerable.

In general, the problem of traffic generation may also be combated by adequate zoning measures designed to prevent excessive densities, particularly in the Old Town area. There, narrow streets are barely able to handle present seasonal traffic volumes

Higher minimum residential requirements are suggested to prevent over-development and to ease the long-range impact of gradual change on the limited street system. The present Unrestricted District (of which the Old Town area is a part) leaves the door wide open to a variety of traffic-generating uses which can further aggravate street congestion. To stabilize this tenuous situation, the proposed zoning by-law provides for specific areas for general business development and for retail activity. These areas coincide with existing concentrations of these uses. Specifically the intent of public policy should be the encouragement of growth in the Uptown Business area and the stabilizing of retail activity at a viable level in the Downtown area. In the latter area, both preservation of the surrounding historic district and the limited street capacity must be accepted as realistic barriers to unimpeded growth. This situation should be reflected in future zoning regulations and the present laissez-faire policy of the Unrestricted District, abandoned.

The proposed bicycle trail, while seemingly unrelated to the question of trip-generation activities, offers an alternate means of "getting about" in Marblehead. While the purpose of the trail is essentially for recreation-exercise purposes, it should not be overlooked as a pleasant and convenient means of transportation to retail and other activity centers in good weather. If the facility can be made sufficiently attractive, many persons might use this for short-trip purposes. Bike racks at strategic locations are suggested to encourage this activity.

The use of various traffic control measures is an important means of improving traffic capacity while simultaneously increasing safety. The state DPW Manual on Uniform Traffic Control Devices for Streets and Highways is a basic reference source for such measures. The manual, based on nationally recommended practices, has been distributed to city and town officials throughout the Commonwealth. Additions to the manual are sent periodically. Greater application of these standards is needed in Marblehead, particularly along roads leading to the retail centers and other areas where traffic-generating activities are concentrated. Included in the specific needs here are better pavement and cross-walk markings. The TOPICS Program, as recommended by the Marblehead Traffic and Safety Advisory Committee, can provide a means by which detailed plans can be developed for a comprehensive traffic control and safety program to further supplement local efforts.

Traffic Congestion

Downtown residents complain of the summer traffic - and well they might. On weekends it is particularly heavy and continuous. Several proposals have been suggested by others including restricting the Downtown to residents only or making certain streets one-way for the season of heaviest congestion.

In our judgement these are only partial solutions to a problem which is far more complex. The first proposal raises an obvious question of enforcement by an over-taxed police force. (For the long-range cost of such enforcement the Town could spend its money to far greater advantage for off-street parking.) The adverse economic impact on the Downtown Business District is also a consideration, since this area is dependent upon outside revenue for survival.

The second proposal to make certain streets one-way for seasonal periods has two limitations: a) its application creates confusion and raises the accident risk because of the temporary nature of the regulation; b) the possibilities of utilizing one-way traffic systems have already been almost totally exploited where practical.

The Town Engineer, Fire and Police Chiefs have developed a system which is well-adapted to Marblehead's unique street characteristics. As a consequence, only marginal gains may be expected from further use of this technique, but no miracles.

To adequately control the problem of Downtown tourist-recreation and resident traffic congestion a more comprehensive approach must be sought than is now applied. One-way street and on-street parking regulations are now extensively used. But lacking is adequate control of land development in the Unrestricted District. As long as the Town continues to leave large segments of the Downtown area unzoned, the community runs the risk that the traffic system may cease to function altogether one fine summer day. Then the only remedy left will be substantial clearance for street widening. As a part of any comprehensive plan to contain the growing traffic problem, the development of off-street parking must also be considered.

Parking Restrictions

Parking regulations are employed in all communities for two basic reasons. The first is to effect better traffic control at points of congestion or where streets are particularly narrow. The second is to assure some "turn-over" of available space where off-street parking is inadequate. Virtually all of the regulations of this nature adopted in Marblehead are concentrated in the Old Town and the Uptown Business District where streets are inadequate and congestion and the demand for parking high. The limited application of parking restrictions elsewhere is primarily intended to control recreation and tourist parking near the beaches and along Marblehead Neck.

While the one-way traffic regulations now in effect work exceedingly well, the matter of parking regulation is another matter. The accompanying table showing parking violations over previous years indicates a 60 percent increase last year. Such a sudden increase strongly suggests that the problem of control is approaching a point of crisis, if, indeed, it is not already out of hand. But the Town

PARKING VIOLATIONS

<u>Year</u>	<u>Number</u>
1969	4965
1968	3118
1967	3101
1966	4295
1965	4334
1964	4238
1963	3193
1962	3349

Annual Report of
Police Department

is ill-prepared to meet this challenge through the means of an efficient enforcement program. This is largely due to lack of well-codified parking regulations adopted on a comprehensive basis rather than applied when "things get tight". This is not to suggest that all the parking regulations are poor. But, by and large, many of the inadequacies are the culmination of 40-odd years of questionable decisions, personal favors and political pressures - a situation not unique to Marblehead.

A review of parking regulations indicated that some streets are improperly "signed" (i.e. visible street sign) to cover the regulation on the books. One-side-of-street signs are missing from the upper part of Green Street beyond Powder House Court to mention one of some importance. But possibly the greatest inconsistency was a correlation between posted time limits and the regulations approved by the Massachusetts Department of Public Works. Where such conditions exist, they are legally unenforceable. The application of one and two hour regulations somewhat indiscriminantly also raises a question of judgement. In the Uptown Business District, Atlantic Avenue is restricted to one-hour parking; on Pleasant Street a two-hour limit prevails. In view of the mammoth problem of enforcement, one wonders whether the out-manned police officer has time to make this distinction without the aid of parking meters.

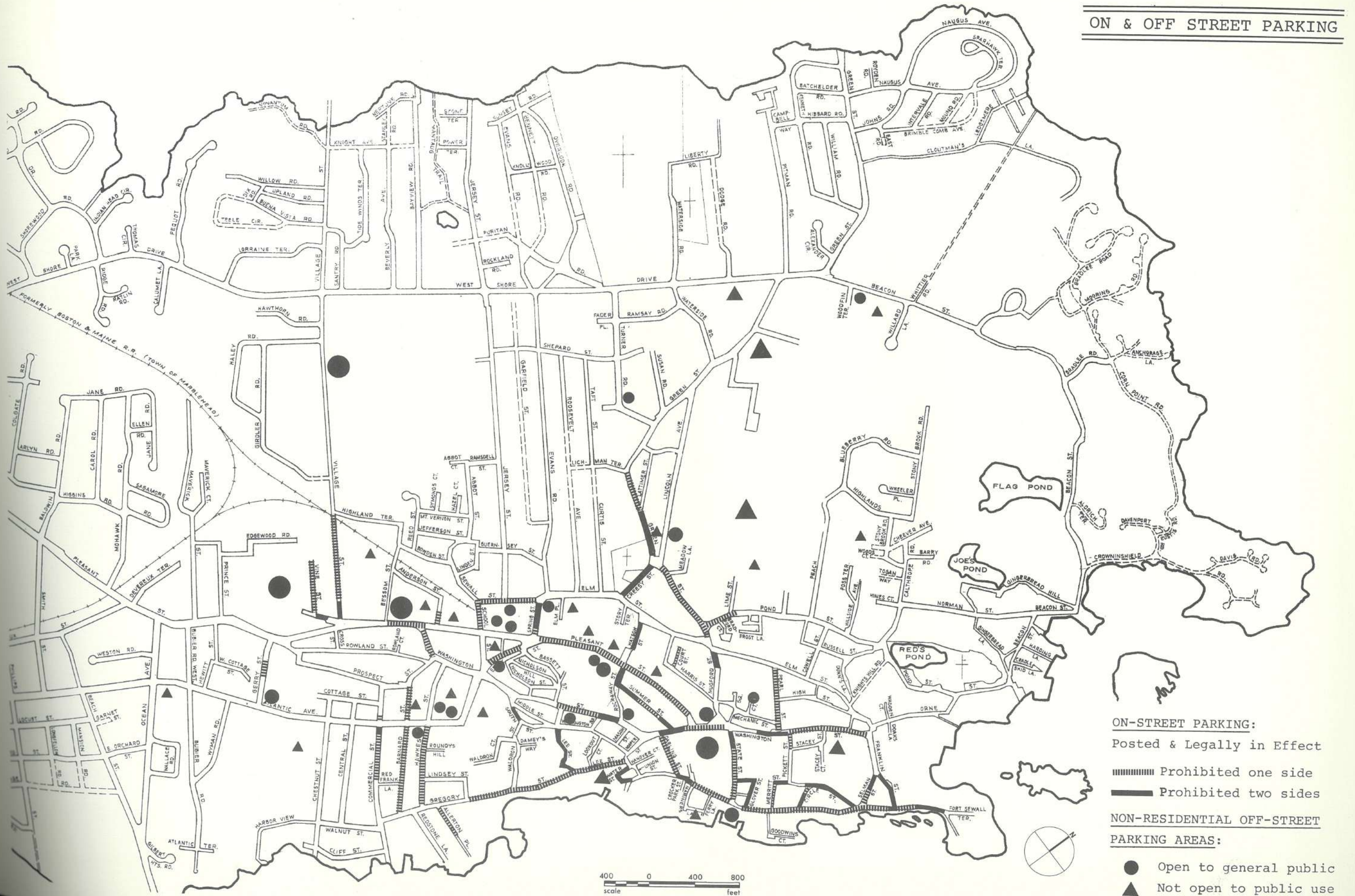
Other noted inadequacies include the frequent use of "No Parking Between Signs" where "No Parking This Side" might be preferable. (One of each is in use in front of the Proctor Apartments on Washington Street.) Also "No Parking This Side" signs failed to indicate the point of beginning of the restricted zone. This is particularly confusing where this no parking regulation is applied alternately to opposite sides of the street, viz. Front and Washington Streets. (Such policy also increases the hazard of rear-end collision with parked cars and should be abandoned where practicable.) To add to the confusion, compiled, printed regulations are not available in convenient form for conscientious enforcement.

While much of the present system is sound (whether legally enforceable or not), a total reexamination is in order. This is hardly a simple matter. In the congested Downtown area, individual needs must be considered. And because of the narrow, irregular street system and frequent driveway openings the process of review calls for an on-street lot by lot examination of conditions. This work can be done hastily but requires a methodical survey to determine needed corrections. This can be done by assigning the responsibility for review to present staff personnel, or by hiring persons trained in this work. In either case it should not be lightly considered. Judging from the dismay and disgruntlement expressed by residents and merchants alike the review of regulations is already overdue. Hopefully these same critics will become its most ardent supporters. If the automobile is to remain the servant and not the master of the community, then such review should begin forthwith.

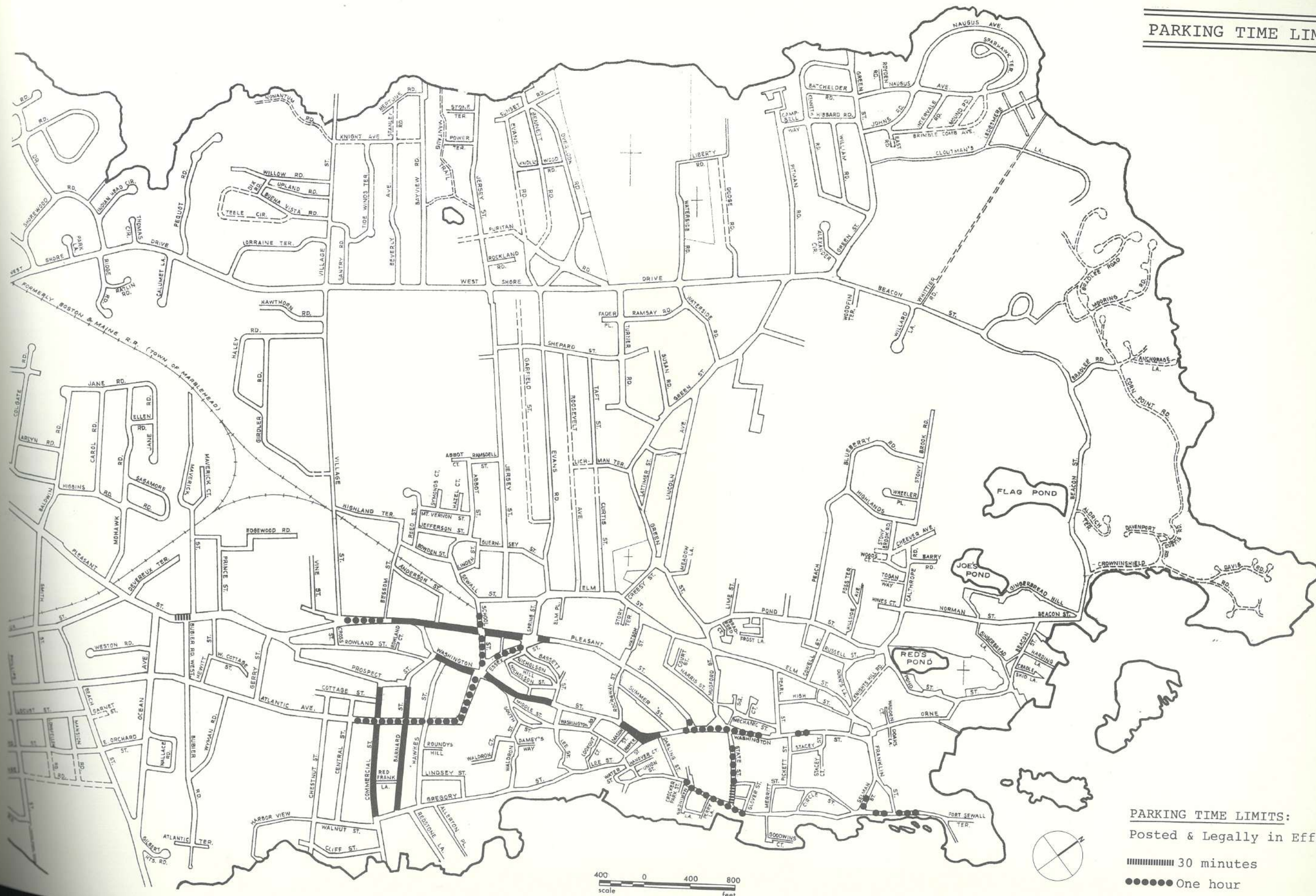
The attached maps indicate those areas where parking regulations are legally in effect (i.e. contained in state-approved traffic regulations and posted.) Also shown are locations of non-residential off-street parking areas. These are mostly privately owned with the exception of public areas at several school sites and at State Street landing. The size of the symbols used is intended to reflect the relative areas of parking available. In most instances parking spaces were unmarked and in many, the lot unpaved, so that an exact enumeration of spaces was not possible. The distinction between lots open to the general public and those not open to public use is occasionally an arbitrary one. However, it was deemed necessary in this abstract form to indicate those private lots which served several uses and those which were provided exclusively for one use only. One exception to this rule was made for individual retail trade or other consumer services activities. The lots serving these uses were rated as open to the general public.



ON & OFF STREET PARKING



PARKING TIME LIMITS



Off-Street Parking

The need for more public and private off-street parking exists at almost every level in today's society. Streets which were built to accomodate pedestrians and wagons are now sorely pressed to provide needed traffic circulation. But they are also used to provide parking space as well. As the trend toward increased vehicular travel continues a point of conflict is approached where the double burden becomes insurmountable. This point has been reached in the areas of greatest stress - the principal business districts.

Recommendations on provision of approximately 220 public off-street spaces in the Uptown Business District have been made in a separate detailed plan for the District (see: Principal Business Districts). For the Downtown area a parking garage accomodating 450 - 500 cars has also been proposed. One-third of these would be allocated to private condominium ownership for residential use. The remainder would serve the Downtown Business District and the important waterfront and historic district activities. Because Downtown is already overcrowded, additional on-street parking restrictions are needed - principally on State Street, but also on portions of Washington Street. The elimination of the comparatively few spaces involved would be more than compensated by the parking which could be provided in an off-street parking facility.

The importance of public off-street parking has been stressed throughout this report. It is as important to the aspect of traffic control as one-way streets or on-street parking regulation. But because it costs money, the community continues to disavow responsibility. If the argument persists that this is the merchants' responsibility, then why not turn over the responsibility for one-way street decisions to them? Points of major congestion stem, after all, from the business centers and the public patronage of these centers.

One-Way Streets

In addition to the one-way street system recommended as a corporate part of the Uptown Business District Plan, consideration has been given to adding to the present pattern of one-way streets in other areas. The most obvious location for such traffic control is in the Old Town Historic District where streets are of minimal width and land use densities are highest. After careful study of this area, it was concluded that no change be made pending further investigation of the proposed parking garage. Both the garage and the proposed fire station will have primary needs of access which must be satisfied if they are to fulfill their function. In our judgement State Street must continue to operate as a two-way street to provide sufficient and convenient access (and egress) to the garage.

Complicating the problem of traffic flow in the Downtown area is the poor location of the Post Office and the circulation requirements of the MBTA buses which can not negotiate sharp turns so common to the area. But even discounting these latter elements, the problem of fire apparatus response and the necessity for making access to a parking garage direct and convenient must be considered of paramount importance. The garage will permit more restrictive regulation of on-street parking in critical areas. In this case the application of such regulations must be considered as more essential to solving the problem of traffic flow than the further application of one-way streets.

Public Transit

Considering the degree of usage, bus service is adjudged adequate. (Schedules are shown on the following page.) Undeniably more frequent service might induce a few more riders. But scheduling is a product of running time and the level of patronage in adjoining communities between Marblehead and the Salem, Lynn or Boston destinations. In view of mounting deficits, the MBTA can not offer greater convenience to local residents without supplying similar service elsewhere. Marblehead's share of the cost of public transportation (\$143,000 in 1970) is a tangible reminder that the provision of public transit to the metropolitan area must be operated on a business-like basis. If the public is willing to underwrite substantially greater deficits as a matter of public interest, better service can be provided throughout the system.

Bus terminal locations in Marblehead have been reviewed as requested by the Planning Board. In view of other use-demands for parking in this vicinity, the layover locations appear to be well chosen. Suitable alternatives do not appear to be present except insofar as the choice of service routes is concerned. Transit service now terminates on Franklin and Front Streets. Desirably, service should not extend beyond Market Square (Town House) in the Downtown area because of traffic congestion on the narrow streets and the large scale of buses. But due to the peculiarities of the local street system and the need for maintaining certain streets one-way for fire and traffic considerations, there is only a limited alternative. (The provision of mini-buses as a substitute for Downtown travel is, in the writer's judgement, impractical due to the short haul nature, the high cost of such service and the inadequacy of off-street parking to accomodate visitors' cars during the summer season.)

In light of these practical limitations there appear to be only two choices as to service routes. The first is to continue to provide service to the Franklin-Front Street area. The second is to provide service down Elm Street (to the intersection of Mugford) up Green and back on Creesy to Elm Street. This route is indicated on

the map showing bus routing. The principal advantage to this route is that it avoids the main points of congestion in the heart of the Downtown area. Service for some who now enjoy door-step convenience may be altered. But on the other hand there are large segments of the Marblehead community who do not enjoy this advantage. Tourists will not be able to ride directly to the waterfront, but since there are also other points of interest in the historic district, this inconvenience is not regarded as overly restrictive.

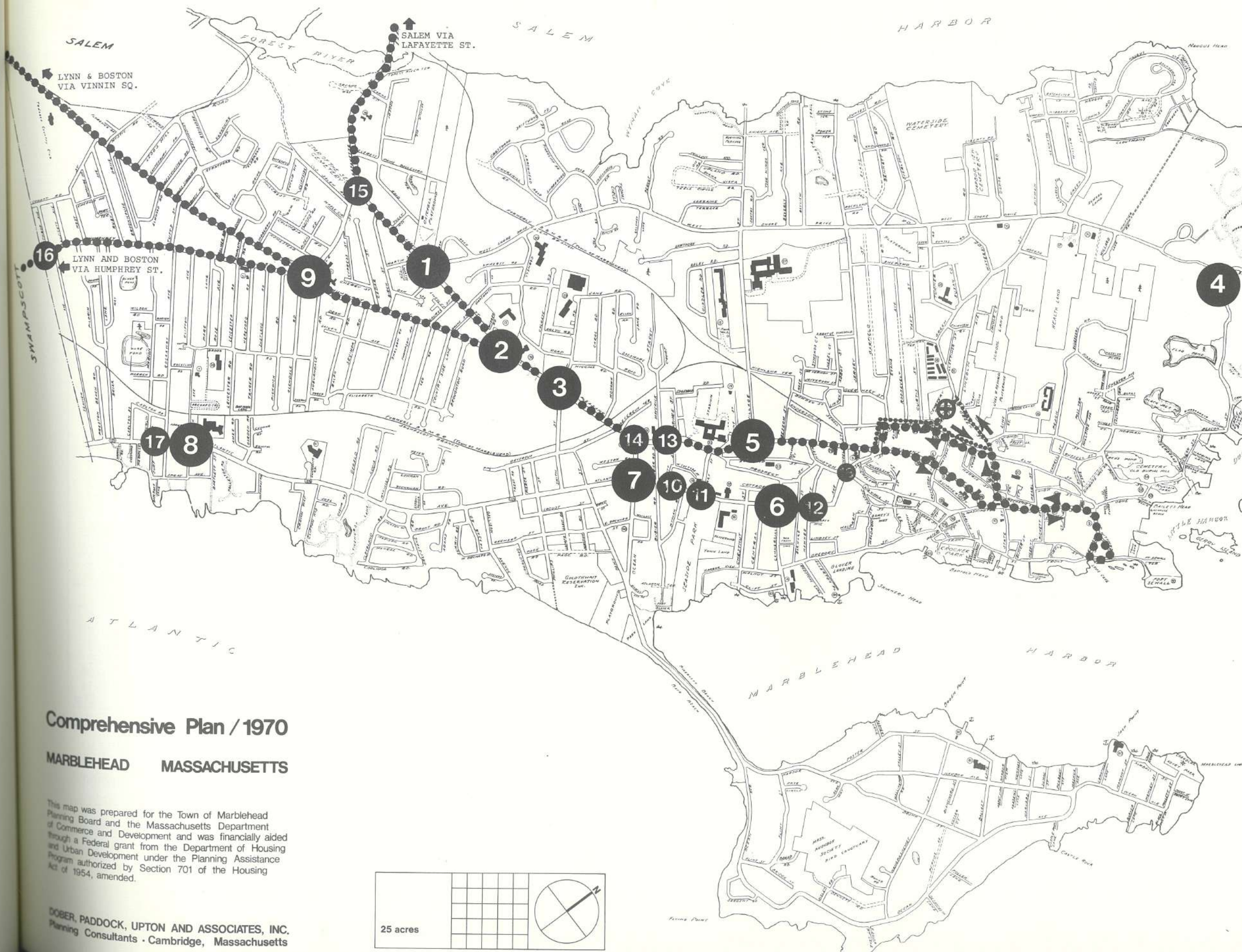
Suitable layover locations for the alternate bus route might be developed at either of two locations. The first is at the intersection of Green, Creesy and Lincoln where better channelization is needed. In this case the work could involve the extension of the curb at #29 Green Street further toward the intersection, providing a small landscaped plot at the street intersection with Lincoln Street. Design improvements, including channelization are needed here anyway.

A second layover location might be provided on Creesy Street by cutting in the curb and sidewalk several feet along the 140 foot frontage of Town land surrounded by the Cemetery. (We have recommended that this plot not be developed for a future fire station, but be retained as a pleasant wayside park as it is now used.) This space could accomodate two buses simultaneously if necessary. A simple shelter might also be provided here for the benefit of those awaiting the bus or passing the time of day.

The locus of these two layover points is near the junction of several of the Town's important through streets, including Green, Elm and Pond. Therefore, these terminal locations are well-related to access from several residential areas in the vicinity. Action on either of these locations should involve a cooperative design effort between the Town Engineer and the Traffic and Safety Advisory Committee. Such joint coordination has already provided marked improvement at several of the Town's problem intersections.



ACCIDENT SPOT MAP and PUBLIC TRANSIT ROUTES



ACCIDENT FREQUENCY RECORD:

PD = Property Damage
PI = Personal Injury

Location	1962-3		1967-8	
	PD	PI	PD	PI
1.	5	7	6	12
2.	3	7	2	5
3.	0	0	6	6
4.	4	0	2	5
5.	2	4	5	1
6.	0	0	5	2
7.	12	13	7	2
8.	4	4	0	6
9.	1	3	6	1
10.	0	0	0	5
11.	0	0	2	3
12.	1	5	1	2
13.	0	0	4	0
14.	6	3	0	0
15.	2	5	3	1
16.	6	3	0	0
17.	0	0	0	4
18.	2	2	0	0

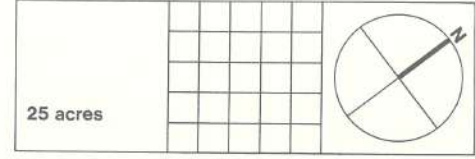
- Existing MBTA Bus Routes
- Proposed Alternate Route
- ⊕Proposed Layover Location

Comprehensive Plan / 1970

MARBLEHEAD MASSACHUSETTS

This map was prepared for the Town of Marblehead Planning Board and the Massachusetts Department of Commerce and Development and was financially aided through a Federal grant from the Department of Housing and Urban Development under the Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, amended.

DOBER, PADDOCK, UPTON AND ASSOCIATES, INC.
Planning Consultants - Cambridge, Massachusetts



441

MARBLEHEAD to BOSTON
via VINNIN SQ. & PARADISE RD.



WEEKDAY		SATURDAY		SUNDAY-C	
Leave Marblehead	Due Central Square	Leave Marblehead	Due Central Square	Leave Marblehead	Due Central Square
6:45 AM	7:17 AM	6:45 AM	7:12 AM	via Humphrey St.	
7:12	7:45	7:20	7:47	9:35 AM	10:02 AM
7:45	...	7:50	8:17	10:35	11:02
8:20	8:50	8:20	8:47	11:35	12:02 PM
8:40	9:10	9:30	9:57	12:35 PM	1:02
9:20	9:50	10:30	10:57	1:35	2:02
9:40	10:10	11:30 AM	11:57 AM	2:35	3:02
10:40	11:10 AM	12:30 PM	12:57 PM	3:35	4:02
11:40 AM	12:10 PM	Ev. 30 min.	Ev. 30 min.	4:35	5:02
12:40 PM	1:10	7:00 PM	7:27 PM	5:35	6:02
1:40	2:10	via Humphrey St.		6:35	7:02
2:05	2:35	7:30	7:57	7:35	8:02
2:40	3:10	8:30	8:57	8:35	9:02
3:05	3:35	9:30	9:57	9:35	10:02
3:40	4:10	10:30	10:57	10:35	11:02 PM
4:05	4:35	11:30	11:57 PM	11:35	12:02 AM
4:40	5:10	12:20 AM	12:47 AM		
5:05	5:35				
5:40	6:10				
6:20	6:50				
via Humphrey St.					
6:50	7:20				
7:20	7:50				
8:20	8:50				
9:20	9:50				
10:20	10:50				
11:20	11:50				
12:10 AM					

NOTES:

c - via Lynn Common
a - To Central Sq., Lynn only.

Running Times:

Marblehead to West St., Marblehead - 10 min.
Marblehead to Central Sq., Lynn - 27 min.
Marblehead to Boston - via Gen. Edwards Bridge - 56 min.
Marblehead to Boston - via Lynn Common - 61 min.

Performance of schedules subject to traffic delay.

- For information call 592-6100 -

BOSTON to MARBLEHEAD
via CENTRAL SQ., LYNN & PARADISE RD.,
VINNIN SQ.

WEEKDAY		SATURDAY		SUNDAY - c	
Leave Haymarket Square	Leave Central Square	Leave Haymarket Square	Leave Central Square	Leave Haymarket Square	Leave Central Square
c 6:40 AM	6:20 AM	7:15 AM	7:45 AM	via Humphrey St.	
c 7:12	7:12	8:15	8:50	8:30 AM	9:05 AM
7:30	7:47	9:20	9:50	9:35	10:05
8:15	8:05	10:20	10:50	10:35	11:05
8:35	8:45	11:20	11:50	11:35	12:05 PM
9:35	9:05	Ev. 30 min.	Ev. 30 min.	12:35 PM	1:05
10:35	10:05	5:50 PM	6:20 PM	1:35	2:05
11:35 AM	11:05 AM	via Humphrey St.		2:35	3:05
12:35 PM	12:05 PM	6:20	6:50	3:35	4:05
1:35	12:05 PM	7:20	7:50	4:35	5:05
2:35	1:05	8:20	8:50	5:35	6:05
3:35	1:35	9:20	9:50	6:35	7:05
4:15	2:05	10:20	10:50	7:35	8:05
4:35	2:35	11:20	11:50	8:35	9:05
5:15	3:05			9:35	10:05
5:15 ex	3:35			10:35	11:05
5:45	4:05				
6:15	4:42				
	5:05				
	5:45				
	6:12				
via Humphrey St.					
7:15	6:42				
8:15	7:42				
9:15	8:42				
10:15	9:42				
11:15	10:42				
	11:45				

Notes:

c - via Lynn Common
ex - Express to Broad & Lewis Sts., Lynn.

Running Times:

Boston to Central Sq., Lynn via Gen. Edwards Bridge - 27 min.
Boston to Central Sq., Lynn via Lynn Common - 30 min.
Boston to Marblehead via Gen. Edwards Bridge - 56 min.
Boston to Marblehead via Lynn Common - 61 min.

441 (4M) Effective 3/21/70 to 6/19/70.

454

SALEM - MARBLEHEAD



WEEKDAY		SATURDAY & APRIL 20	
Leave Washington & Lynde St. Salem	Leave Front St. Marblehead	Leave Washington & Lynde St. Salem	Leave Front St. Marblehead
6:55 AM	6:45 AM	8:00 AM	7:50 AM
8:10	7:15	9:00	8:20
9:10	7:35	10:00	9:20
10:10	8:35	11:00	10:20
11:10	9:35	12:00 PM	11:20
12:10 PM	10:35	1:00	12:20 PM
1:10	11:35	2:00	1:20
2:10	12:35 PM	3:00	2:20
3:10	1:35	4:00	3:20
4:10	2:35	5:00	4:20
5:10	3:35	6:00	5:20
6:10	4:35		6:20
	5:35		

NO SERVICE SUNDAYS OR MAY 25

NOTE: Running time - 20 min.

For information call 592-6100

Performance of schedules subject to traffic delay.

454-455 (3M) Effective 3/21/70 to 6/19/70.

Vehicular Ownership and Use Trends

As indicated by the accompanying table, the ownership of motor vehicles has increased substantially and now approximates 1.6 vehicles per household. By 1980 it is estimated that with the increasing affluence of Marblehead families the number will have reached 1.8 cars per unit (in 1950 it was about 1.5). Since increasing registration means more vehicles used during the day, these figures point to greater pressures on street capacity. To compensate for a street system which has, in effect, crystallized through intensive urban development, additional measures must be taken such as further regulation of on-street parking and one-way restrictions.

In certain areas both of these remedies have already been employed. Other commitments by the community also appear necessary, though they may not be imminent in execution. Such corrective measures include off-street parking in the principal business districts and a more adequate street circulation system for Uptown. (These matters are covered extensively under the section Principal Business Districts). Other measures include the possible relocation of the Post Office (treated under the section Community Facilities); the application of zoning restrictions to the Unrestricted District to reduce haphazard traffic-generating uses; and a general zoning requirement for more adequate private off-street parking space in future developments.

MOTOR VEHICLE REGISTRATION

Year	Total Vehicles Registered*	Estimated No. Persons/Car
1968	14,433	1.9
1967	14,051	1.9
1966	13,884	1.9
1965	13,517	2.0
1964	12,877	2.0
1963	12,749	2.0
1962	12,200	2.0
1961	11,766	2.1
1960	11,246	2.2
1958	11,032	2.3
1956	8,131	2.4
1954	7,957	2.5
1952	6,414	2.6
1950	6,514	

* Commercial vehicles are included in these totals; reduce these figures by about 20 percent to eliminate transfers and trailers.

SOURCE: Marblehead Board of Assessors

NOTE: Based on a projection of this data, it is estimated that by 1980 the number of motor-vehicles in Marblehead will have tripled over the number registered in 1950.

VI ECONOMIC BASE

Introduction

The economy of the sub-region today is largely diversified. Predominant in this area are manufacturing activities which are concentrated in Salem and Peabody. The manufacture of electrical machinery and supplies accounts for almost half of the manufacturing employment in neighboring Salem. Historically, textiles were also important but with the decline in this activity following World War II, they are no longer of significance. Because of its early concentration of population, Salem at one time was the principal retail center for the North Shore. An obsolescent downtown and competition from elsewhere, particularly Peabody, have significantly reduced its regional importance in the past few years. Peabody's economy, once largely based on its importance as a tannery and leather goods center has been undergoing change for several decades. This transition has been helped by the presence of Route 128 and the construction of the North Shore Shopping Center. Both Marblehead and Swampscott are essentially dormitory suburbs having only limited commercial and industrial activities within their borders. The relative unimportance of both towns in the predominant manufacturing activities of the sub-region are evident from the accompanying table, Manufacturing Productivity.

An important measure of economic activity is the distribution of job opportunities. Data for "covered" employment is kept by the Massachusetts Division of Employment Security on a continuing monthly and yearly basis according to place (community) of employment. Excluded from these records are those employed by non-profit organizations such as government, hospitals and educational institutions. Because of the different category definitions used, employment security data is not directly comparable with U.S. Census statistics.

In the sub-region, both Salem and Peabody experienced substantial gains in employment between 1958 and 1967. Interestingly enough, each did surprisingly well in one of the two areas of economic activity--trade and manufacturing--which account for 75 percent of the total sub-regional covered employment. Salem experienced major gains in manufacturing while wholesale-retail trade activities remained static. The latter performance reflects Salem's decline as a regional shopping area. (A large portion of the downtown business district is now undergoing redevelopment).

In large measure, the increase in employment opportunities in Peabody are attributable to expanded retail activities generated by the new regional shopping center. This development precipitated the decline of retail shopping in Salem, though obsolescence and inadequate parking were also factors. The modest gain in manufacturing employment in Peabody reflects the "turn-around" from a leather-oriented employment base to more diversified pursuits.

Swampscott's importance to the sub-regional employment base is minimal. One-half of the total covered employment in the community is concentrated in wholesale-retail activities. Substantial gains in that category between 1958 and 1967 are largely attributable to development of the Vinnin Square shopping area. This center, located just beyond the Marblehead town line serves principally Marblehead, Salem and Swampscott. It is essentially a collection of independent, one-stop retail services. Because of limited employment bases in both Marblehead and Swampscott, small numerical changes in employment appear somewhat exaggerated when expressed as a percent.

In Marblehead service industries constitute an important and growing segment of the Town's small economy. While this category includes a variety of consumer services, the principal source of support derives from marine-oriented activities such as the local boat yards. Manufacturing pursuits account for a similar proportion of the employment base. Manufacturing is broadly diversified with no one industrial classification accounting for more than 100 employees. Yet despite this diversity, for many firms there is a common bond to the Town's importance as a boating and recreation center.

Retail trade is the single, most important source of employment in Marblehead. Since wholesale trade is insignificant, employment in retail services accounts for approximately one third of all covered employment. Though employment in this category increased between 1958 and 1967, it did not move up impressively. Further development of the importance of retail trade to the community will be discussed in a later part of this report under Principal Business Districts.

SUB-REGIONAL EMPLOYMENT TRENDS AND DISTRIBUTION

Percentage Gains in Job Opportunities: 1958 - 1967

Sub-Regional Total: 1967

Classification	Marblehead	Salem	Swampscott	Peabody	Total for Sub-Region	# Firms	Employment
Agric. & Mining	--	-13.6	48.9	-6.6	3.8	32	157
Construction	4.3	37.4	-18.1	41.3	19.7	278	1,464
Manufacturing	66.9	46.7	-30.4	17.8	24.8	289	14,143
Trans., Comm.	27.6	41.4	85.0	-7.1	22.9	65	1,194
Wholesale-Retail	42.1	4.2	88.5	40.6	20.2	813	10,140
Financial-Insur.	55.6	22.4	57.7	120.0	29.3	151	1,220
Service Ind.	84.3	56.6	-27.6	64.2	30.9	611	3,663
NET GAIN	49.7%	31.9%	14.0%	30.0%	23.8%		
1967 TOTAL EMPLOYMENT	2,187	16,020	1,506	12,268	31,981	[2,239]	31,981
1967 PERCENT DISTRIBUTION OF EMPLOYMENT	6.8%	50.1%	4.7%	38.4%	100.0%		

Data for September 1958 & 1967; compilation by DPUA

MARBLEHEAD EMPLOYMENT: 1967

Classification	Number of Firms	Annual Payroll (000)	Average 1967 Employment	Distribution by Employees		
				Marblehead	Sub-Region	Met. Boston
Agriculture & Mining	--	--	--	--	.5%	.4%
Construction	48	\$ 1,400	198	9.7%	4.6%	5.4%
Manufacturing	32	2,883	511	24.9%	44.2%	32.9%
Trans., Comm., Utilities	10	359	70	3.4%	3.7%	7.3%
Wholesale, Retail Trade	106	3,254	717	35.0%	31.7%	29.8%
Finance, Insurance, etc.	16	403	81	3.9%	3.8%	8.9%
Service Industry	85	1,748	474	23.1%	11.5%	15.3%
	297	\$10,047	2,051	100.0%	100.0%	100.0%

SOURCE: Mass. Division of Employment Security; Mass. Department of Commerce & Development

MANUFACTURING FIRMS IN MARBLEHEAD

SIC Classification	1958	1963	1967
20. Food & Kindred Products	2	2	2
22. Textile Mill Products	1	1	1
23. Apparel, Finished Goods	5	6	8
24. Lumber, Wood Products	--	1	1
27. Printing & Publishing	2	2	4
28. Chemical Products	1	--	--
30. Rubber & Plastic Products	--	1	1
31. Leather Products	1	1	--
34. Fabricated Metal	--	2	2
35. Machinery, excl. Electrical	6	3	4
36. Electrical Machinery	5	3	3
37. Transportation Equipment	4	4	4
38. Instruments	1	1	1
39. Misc. Manufacturing	2	1	1
TOTAL FIRMS	30	28	32
TOTAL PAYROLL(000)	\$1,004	\$1,674	\$2,883
TOTAL EMPLOYMENT*	302	379	504

* Employment in September of each year

Disclosure rules prohibit the dissemination of payroll and employment data where 3 or fewer firms are involved.

SOURCE: Massachusetts Division of Employment Security

MANUFACTURING PRODUCTIVITY

		Number of Establishments	All Employees		Value Added by Manufacture(000)
			Number	Payroll(000)	
Marblehead	1958	25	282	\$ 936	\$ 1,559
	1963	31	420	1,724	2,922
	1967				
Salem	1958	109	5,188	21,869	44,213
	1963	128	6,498	35,503	56,573
	1967				
Swampscott	1958	9	107	612	2,116
	1963	6	83	511	1,461
	1967				
Peabody	1958	132	4,493	22,081	38,991
	1963	122	4,291	23,632	40,757
	1967				
Sub-Regional Totals	1958	275	10,070	\$ 45,498	\$ 86,879
	1963	287	11,292	61,370	101,713
	1967				
SMSA*	1958	5,803	301,002	\$1,514,831	\$2,442,089
	1963	5,465	293,248	1,768,835	3,014,044
	1967				

* Standard Metropolitan Statistical Area

SOURCE: U.S. Census of Manufacturing: 1958, 1963; 1967 not yet available

Seasonal Employment

As a part of this study the consultants were asked to investigate the extent of seasonal employment in the local economy. For this purpose data was obtained from the Massachusetts Division of Employment Security for the two most recent reporting years, 1967 and 1968. These figures have been ranged in the adjoining column. The data presented was gathered for specific months as follows: January, to reflect a period of maximum inactivity; May and October to indicate activity in those months bracketing the summer season when students and women generally enter the labor force for temporary seasonal employment; and July which represents the month of maximum employment. A yearly average employment compiled by the Division of Employment Security has also been included.

Generally the seasonal differential is less than ten percent of the peak period of employment, but minor exceptions may be noted. Construction work is highly seasonal in all communities and is particularly sensitive in a residential town such as Marblehead to the level of home building and renovation activity. Manufacturing activities are relatively stable, with the seasonal peak employment occurring in May. This reflects the activity in the boat yards prior to the summer season. The total numbers involved in this area, however, are modest - about 13 percent of the labor force employed in manufacturing in 1967. (In 1958 this group constituted 20 percent of the manufacturing labor force.) Employment in the boat yards has remained relatively constant over the past ten years, however, while other manufacturing pursuits have increased moderately.

As one might expect, seasonal activity for retail (and wholesale) trade was greater, but the difference was surprisingly slight. This is a particular area where students and part-time female help gain useful summer employment. Part of the reason for this general stability in retail sales is the fact that many seasonal retail outlets are small and proprietor-operated. The 1967 U.S. Census of Retail Business indicates that there were 53 of these without

MARBLEHEAD SEASONAL EMPLOYMENT TABULATION

Area of Employment		Jan.	May	July	Oct.	Yearly Average	Net Difference January - July
Construction	1967	185	193	218	193	198	33
	1968	178	229	223	233	213	45
Manufacturing	1967	487	529	519	525	511	32
	1968	536	595	579	536	572	43
Transportation & Utilities	1967	60	77	83	64	70	23
	1968	59	64	61	51	57	2
Wholesale & Retail Trade	1967	684	721	757	719	717	73
	1968	681	740	756	724	725	75
Finance, Ins. & Real Estate	1967	74	80	84	81	81	10
	1968	80	83	87	87	85	7
Services *	1967	364	467	611	471	474	247
	1968	429	495	614	559	524	185
Totals	1967	1854	2067	2272	2053	2051	418
	1968	1963	2206	2320	2190	2176	357
* Special Sub- Tabulation:							
Recreation Services	1967	28	73	206	49	84	178
(Golf & Yacht Clubs)	1968	29	72	200	111	98	171

SOURCE: Massachusetts Division of Employment Security

payrolls out of a total of 157 outlets, doing about 10 percent of the gross retail sales volume. (This figure correlates closely with the 106 firms engaged in wholesale and retail trade which reported employment data to the Division of Employment Security for the year 1967.)

The bulk of seasonal employment occurs in the area of "Services". But while the seasonal difference looms large in overall perspective, it consists primarily of those persons employed at the Tedesco Country Club and the various yacht clubs on Marblehead Harbor. To distinguish this area of special activity, a sub-tabulation has been added to the list of employment categories. From this tabulation it is apparent that an average of 45 percent of the seasonal employment pattern is attributable to these sources. Those employed in this particular work are predominantly students and women whose stay in the labor force is seasonal.

From this data one must conclude that the degree of seasonal employment in the principal areas of the local economy is slight. Because of the recreational orientation of the community, including tourism, it is surprising in fact that seasonal variations are not more pronounced. As noted earlier, the confidential nature of Employment Security data prevents a more exacting treatment of particular areas of activity where 3 or fewer firms are involved.

Resident Labor Force

The distribution of employment of Marblehead residents can only be approximated. Based on current population estimates, there are approximately 9,000 local residents in the labor force. (There were 7,353 reported in the 1960 U.S. Census of Population). One-third of this number are women. Covered employment opportunities in Marblehead numbered approximately 2,000 jobs in 1967. An estimated additional 600 persons were employed by the Town. Allowing for some increase in local employment and for positions at three private schools (Devereux, Tower and Star-of-the-Sea) probably 3,000 jobs are supported by the local economy.

Based on limited data from the 1960 Census, it is projected that about 15 percent (1,350) of the local labor force is locally employed, though this number may vary somewhere between 1,000 and 1,500. About half of the labor force is employed elsewhere in Essex County, while the remaining 35 percent is gainfully employed outside the county. As is evident from these data, there is a heavy reliance on the employment resources of the metropolitan area, with 7,500-8,000 persons gainfully employed outside the community.

Based on published data for 1963 and 1964, prepared by the Transportation Planning Department of the Boston Redevelopment Authority (see: Transportation Facts of the Boston Region: 1968) approximately ten percent of the Marblehead labor force was employed in Boston proper. By deduction, then, approximately one-fourth of the labor force works outside Boston and outside Essex County in the remaining sections of the metropolitan area. This scattered pattern of employment helps to explain why there is comparatively little use of the region's public transit facilities as noted elsewhere.

VII SCHOOLS STUDY

Introduction

Educational needs and costs continue to expand in all communities--sometimes frighteningly so. Because of the large portion of the public budget spent on education, it is doubly important that community residents have a clear picture of long-range goals. Admittedly as standards have changed, needs have increased. A simple case in point is the change from the "ideal" class size of 30 a generation ago to preferred enrollment levels and educationally sound class sizes of 20 to 25 students which require roughly 25-30% more teachers and classrooms for the same number of children. Partly as a result of changing standards, school departments always seem to be running--like the Red Queen--just to stand still.

In providing educational facilities most communities are generally amenable to providing equal facilities for all, but insist on maximum efficiency and minimum expense for frills. It is within this framework that the school administrator, the School Committee and educational planners have had to work. One way by which efficiency can be increased is by avoiding proliferation of small schools on scattered sites. As a basic standard a school offering less than 2 classrooms per grade, for example, is generally considered to be inefficient--and if old enough--obsolete. Marblehead has four elementary school buildings which are essentially too small.

Eveleth (1957) - 7 Classrooms

Gerry (1906) - 8 Classrooms

Roads (1907) - 8 Classrooms

Story (1880) - 7 Classrooms

These do not offer the flexibility in teaching and administration required in accepted educational practice. Essentially for this reason, the School Department, beginning in September 1969, initiated a rather complex reassignment schedule involving the elementary schools. Such re-assignment is aimed at increasing teaching efficiency. Presumably this schedule, or a modification of it, will remain in effect until such time as the school plant has been up-dated and the smaller schools, excepting Eveleth, eliminated. In essence the schedule must be regarded as a by-product of a "make-do" arrangement intended to maximize efficiency under less-than-optimum conditions.

MARBLEHEAD SCHOOL BUILDING INVENTORY

	Bell	Coffin	Eveleth	Gerry	Glover	Story	Roads	TOTAL	J.H.S.	S.H.S.
YEAR CONSTRUCTED	1958	1948	1957	1906	1910	1880	1907		1955	1914
Additions:	1969	1961			1924 1948 1952				1960 1967	1937 1960
GRADES SERVED	K-6	K-6	K-3	K-3	K-6	K, 4-6	K-3		7-9	10-12
TEACHING STATIONS*	23	15	7	8	21	7	8		51	49
CAPACITY/ENROLLMENT (@25/room elem.gr.)										
Kindergarten C.	50	50	50	50	100	50	50	400		
(2 Sessions) E.	48	43	50	43	51	25	41	301		
Elem. Rooms C.	550	350	150	175	475	150	175	2025		
E.	539	380	140	159	474	131	146	1969		
Secondary C.									1150	1050
E.									1128	998
SIZE OF SITE	6.6A	1.6A	3.4A	1.1A	4.3A	.6A	.6A		26.6A	13.0A
SPECIAL USES:										
Auditorium									x	x
Library	x					x			x	x
Health	x		x						x	x
Remedial Inst.	x	x	x		x				x	x
Multi-Purpose	x	x	x		x					
Teachers Room	x	x	x						x	x

* Teaching stations exclude temporary use of rooms not designed for classroom use in elementary schools.

SOURCE: Marblehead Department of Public Schools

ELEMENTARY SCHOOLS

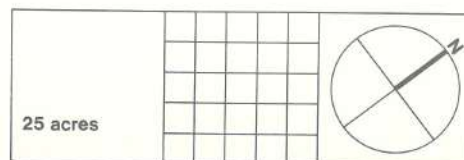
S.H.S.	
55	1914
60	1937
67	1960
9	10-12
51	49
150	1050
128	998
26.6A	13.0A
x	x
x	x
x	x
x	x
x	x

Comprehensive Plan / 1970

MARBLEHEAD MASSACHUSETTS

This map was prepared for the Town of Marblehead Planning Board and the Massachusetts Department of Commerce and Development and was financially aided through a Federal grant from the Department of Housing and Urban Development under the Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, amended.

JOHN PADOCK, UPTON AND ASSOCIATES, INC.
Planning Consultants - Cambridge, Massachusetts



LEGEND:

Enrollment by individual pupil for a typical single elementary grade in 1969.

● Public ▲ Parochial

○ Public Elementary Schools

1. Bell
2. Coffin
3. Eveleth
4. Gerry
5. Glover
6. Story
7. Roads

■ Reserve School Sites

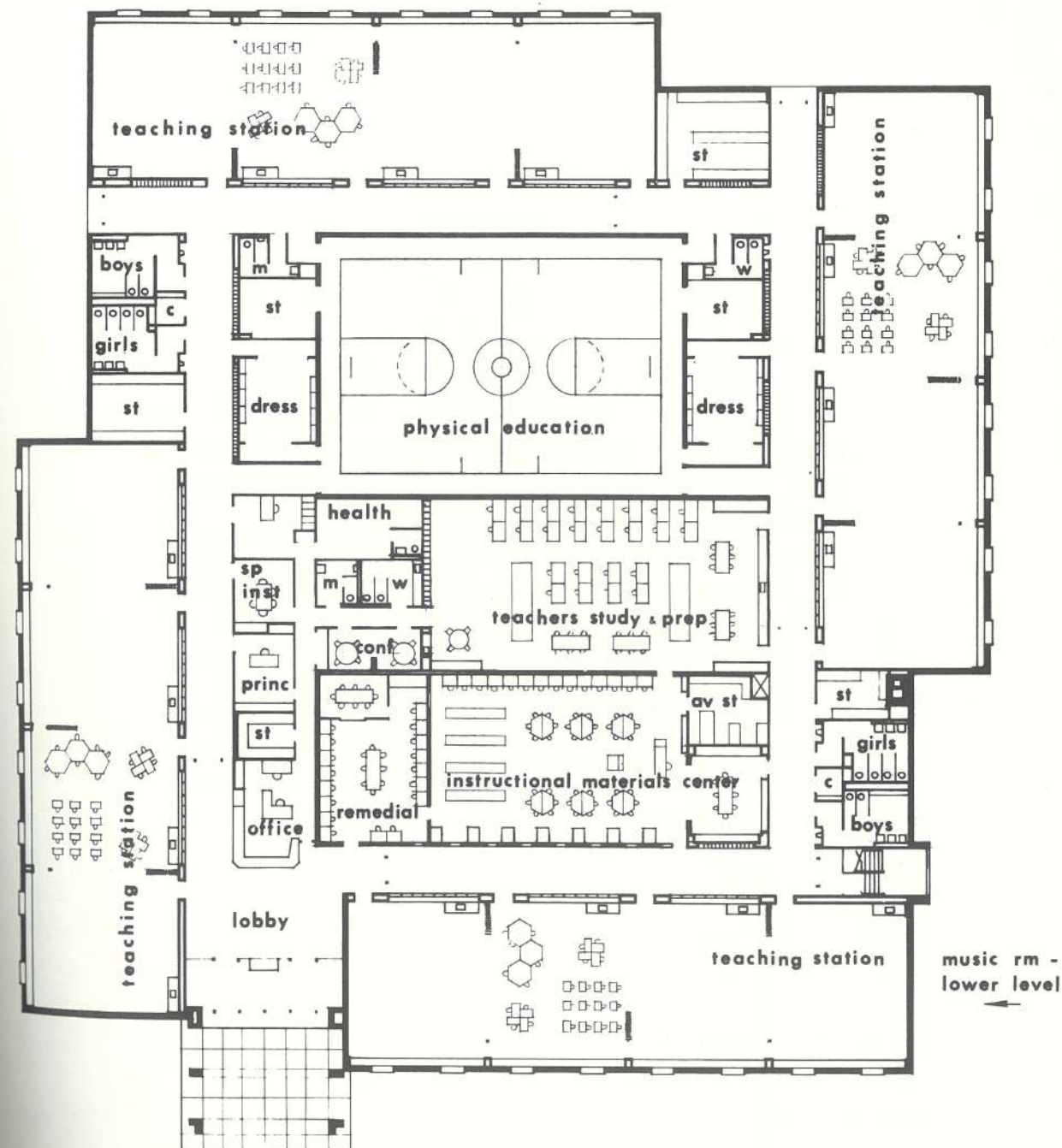
△ Parochial Elementary School
1. Star of the Sea

SCALE: 1 Inch = 1/4 Miles

classroom

December 1969

FLOOR PLAN OF THE BELL SCHOOL ADDITION, 1969



A recent addition to the elementary school plant--a 16 classroom annex at the Bell School--has increased school capacity for the lower grades by 20 per cent, enabling enrollment levels to be reduced well below 30 pupils per room. It has also eliminated the overflow into the Junior High (there were 158 sixth grade pupils housed there last year). But while the new school adds to capacity, it does not replace buildings which are less suitable for today's teaching needs and programs. Not surprisingly, there is great reluctance in Marblehead to part with buildings which are still structurally sound. Presumably no school building has actually been demolished since 1910 when the Glover School replaced an earlier structure on that site. When the former High School was abandoned in 1913, it was retained and now houses the American Legion Post. And when the Sewall School was subsequently closed it became the annex for Abbot Hall. As a consequence, there is great reluctance to consider that the time may well have come to replace these structures - unless, of course, they can be put to better use. This point we have treated as understandingly as possible.

We have reviewed with great care the proposals of the Marshall report submitted to the School Committee two years ago (School Building Needs: Marblehead, John E. Marshall, Educational Consultant, 1967) and the recent report of the Citizen's Council (Planning Schools for Change, Marblehead Citizen's Council for Public Schools, 1969). Both are excellent reports, although there is some difference in the order of priorities proposed to correct deficiencies both in the capacity of the school plant and in its obsolescent features. The addition to the Bell School was the first priority of the Marshall Report and was intended to relieve pressure at the elementary level as well as to concentrate the necessary expansion at one site, thereby achieving significant savings in design and construction costs.

The present status of public school needs may be summarized as follows: First, there is the proposal of the Marshall report to expand the present Junior High School and to convert the Plant to a 4-year high school while grades 6 through 8 are accommodated at the present High School. This is sound from several points of view:

a) the Junior High plant is newer, b) the overall site at the Junior High is twice the size of the latter (i.e. 13 acres versus 26 acres) and c) the addition of a fourth year at the High School would permit corresponding elimination of grade six in the elementary schools for a 5-3 - 4 year system in the public schools. The removal of the sixth grade in the elementary schools will permit greater flexibility in accommodating projected enrollment levels plus the opportunity to use surplus rooms for school libraries, remedial reading and other special purposes. These proposals are all consistent with national trends in educational practice.

Both the Marshall report and the Citizen's Council also stress the need for replacement of the antiquated Gerry - Roads - Story elementary schools. These buildings offer marginal educational facilities and cannot be regarded for long-range service. Among other considerations, they are too close, too small (both in size and site) and too obsolete to serve the community for many more years. An important aspect of plant size is not only the limitations it may impose on the education of the child where special use rooms can not be provided, but also on the cost to the community in staffing and maintaining structures which can never measure up to the administrative efficiency of a larger plant.

We have carefully considered the many angles of this multi-faceted problem. Necessarily, our evaluation had to encompass the total framework of municipal needs so that we are prepared to state our judgement on school facilities categorically as we see them, rather than in the progression of steps contemplated by the Marshall report or that of the Citizen's Council. Both reports have proved invaluable to our analysis, but where our recommendations coincide, it is as a result of independent judgement rather than an attempt to follow previous studies.

In the light of our yardstick for projects which will serve multi-purpose uses, both the high school development on Village Street and the replacement of the Gerry - Story - Roads Schools on land off

Lincoln Avenue should be given equal priority. The actual execution of these projects are, of course, subject to the ability of the School Committee and School Department to handle the specifications and the review of architectural plans for development. As a practical matter, one might follow the other by a year. But timing could well be affected by the importance attached to gaining better municipal and school administration quarters. For this reason we are somewhat ambivalent on scheduling so long as the two developments continue to move forward toward execution. These projects are considered in their full complexity below:

New High School

We have no doubt that the expansion and conversion of the present Junior High on Village Street to a 4-year high school program should remain a top community priority. The reason for this move is based primarily on the inadequacy of the high school site which does not contain the area essential to a sound upper-level secondary school program. Facilities projected for the Village Street development include a variety of space requirements. The Marshall report covers these points rather succinctly and is quoted below:

"..... Increasing the capacity of the Junior High from its present 1150 to 1550 will require about 20 additional teaching stations; most of these are classrooms, but some will be additional physical education facilities. Needed science laboratory-lecture-demonstration rooms can be created in existing space by installing needed equipment. An adequate library can be made from the present auditorium. A new auditorium will be needed."

To this the Citizen's Committee report has added the specifics of needed physical education facilities, namely the construction of a varsity football stadium and fieldhouse and development of a multi-purpose municipal gymnasium.

Projected construction of the physical education plant and auditorium will give the town an unparalleled opportunity to develop a community

recreation center which should include maximum site expansion for a variety of outdoor sports. This concept is treated in more detail in the section of this report dealing with recreation facilities. Consideration also should be given to the inclusion of a covered (but open) skating rink, convertible to tennis courts for off-season use. The Browne and Nichols School, Cambridge, has operated a facility of this type for several years. An identical structure has recently been completed at the new Belmont High School and a less attractive one at a new junior high school site in Woburn. Other communities considering such a move include Norwood and Gloucester, according to the State School Building Assistance Office. Excepting Woburn, the population of these communities is in the 26-29 thousand range, or roughly the projected future population of Marblehead.

To accommodate these broad educational and recreational uses, a minimum addition of 10 acres of undeveloped back land between Village and Jersey Streets must be acquired. This will bring the gross school site area to approximately 36.6 acres or about 9 acres short of recommended standards used by the Massachusetts School Building Assistance Board (30 acres plus one acre for every 100 students). What would appear initially as a major ground filling operation in the small ravine on the Byors property, however, could easily be turned into a major asset in site development by utilizing this natural configuration as a natural bowl for a new high school stadium or other major playfield use. Because of underlying rock ledge across the entire school site as well as the proposed additional area, land area will not be as ample as the surface measurement would indicate. Town officials have already experienced difficulties with poor drainage conditions in some areas and shallow soil cover in others, both of which conditions tend to limit the intensive use of certain portions of the overall site. Some assistance on these problems might be obtained from the Soil Conservation Service at the Essex County Agricultural School in Danvers.

New Elementary School

We have already touched on several beneficial aspects to the consolidation of the Gerry - Roads - Story Schools. But a consideration

SCHOOL SITE STANDARDS: RECOMMENDED GUIDELINES

	<u>Basic Area</u>	<u>Add'l. Area/ 100 Pupils</u>
High School	30 Acres	1 Acre
Junior High	20 Acres	1 Acre
Elementary	10 Acres	1 Acre

SOURCE: Massachusetts Department of Education
Division of School Building Assistance

which propels this development into a top priority multi-purpose category is the opportunity to simultaneously relieve cramped municipal office space by converting the Story School as a replacement for the smaller Sewall Building. A supporting reason for early consolidation of the elementary schools is the opportunity also of converting the Roads School to office space for centralized school administration purposes. This would include the present Superintendent's offices now at the High School which should be vacated when the secondary schools are reversed. Rather than relocating these offices to the Village Street complex, these administrative spaces could be effectively provided at the Roads School. In addition, there is now an unmet need for office and meeting space for upwards of 15 special school instructors and coordinators. The Roads School would provide the opportunity to house these activities as well. It is central to the community and easily accessible from the secondary school sites. In converting the Roads School to administrative use, the School Department will be following a common practice well established elsewhere.

As a part of the elementary school needs analysis, we prepared dot maps showing the distribution of public school children in grades 1, 3 and 5. We then grouped the distribution into typical school attendance districts for study purposes, allowing for probable increases in enrollment where large tracts of vacant land remain. Based on this analysis of pupil distribution, it is apparent that long-range needs at the future Lincoln Avenue School will not exceed 4 classrooms per grade. Consequently, it is our recommendation that this new school be built to accommodate 24 classrooms plus kindergarten and a full complement of special use rooms. When the elementary schools are reduced to a K-5 sequence and the sixth grade is assigned to the new "middle" school (grades 6-8), the surplus rooms will serve to accommodate the fifth grade from the Coffin School, less than 800 feet away. Thus, the Coffin School will be able to operate with 3 classrooms per grade and further additions at that site can be avoided. Other recommendations pertinent to design and site development for the Lincoln Avenue building will be found in the discussion of plans for improvement of recreation facilities at Reynolds Playground.

At this point, the future of the Town's only parochial school, the Star-of-the-Sea School should be raised. This is indeed a sensitive area, and one that was barely touched in both the Marshall report and the Citizen's Committee survey. The structure, built in 1950, has 17 classrooms and accommodated an enrollment of 567 last year. The Pastor, Monsignor McCarthy, has stated that the school will remain operational indefinitely. While we accept this as a statement of fact, we reviewed the alternative to determine the long-term impact on Town facilities. We are satisfied that upon any ultimate cessation of use, the building could be purchased and used by the Town as an elementary school. But at such unforeseen time, the addition of approximately 160 parochial students in grades 6, 7 and 8 on the middle school enrollment could be burdensome, unless adequately anticipated.

Future Middle School

The Citizen's Committee has advocated adding to the present Senior High (Pleasant Street) on the basis that grades 6-8 will be overcrowded by 1975. We do admit to foreseeing a tight situation at that time, but possibly not sufficiently critical to warrant a small addition. Unless the Star-of-the-Sea School closes unexpectedly, placing an additional burden on enrollment, we would hope that modifications to this plant might be deferred for another eight years until currently outstanding school bond issues have been retired. In the meantime, limited additional space may be gained by moving the Superintendent's offices out of the building and by pursuing other temporary "make-do" measures. Such arrangements might include splitting the sixth grade enrollment between elementary and middle school facilities. The need to take this latter step can best be determined at such time as the switch to a middle school set-up is made.

Instead of short range improvements and piecemeal additions, we would urge that modifications be deferred until such time as the community is financially able to undertake major renovations. In particular, the 1913 high school wing (which constitutes about one-third of present building capacity) may need extensive work, if not

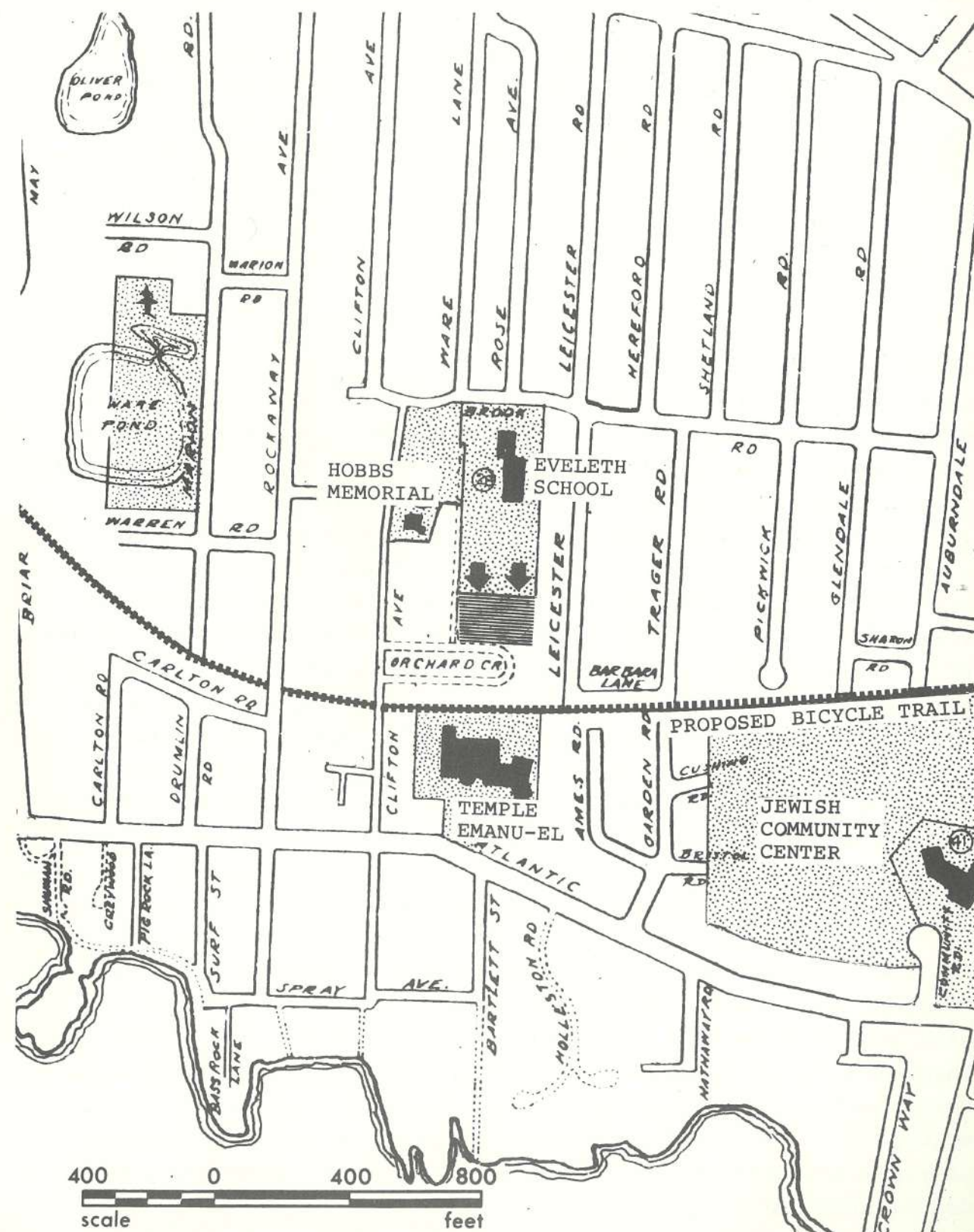
actual reconstruction, before further additions are made. No one has taken a cold, hard look at this and it cannot be satisfactorily encompassed within the limits of this study. The Marshall report has indicated that no more additions be made to this plant. The Citizen's Council has advocated expansion. In a sense, both are right. Eventually the Town must make adequate provision for enrollment requirements, but such accommodations should not be tacked on to the plant as we now know it. Proper resolution of the situation calls for the preparation of educational curriculum, space-need requirements and an analysis of possible structural alterations. These steps precede any rational evaluation of cost. If the building is considered inadequate to serve "as is" for an interim period, this process should begin forthwith.

The Eveleth School

As a result of gradual infilling of vacant sites in the Clifton district, some precaution should be taken toward providing for future school and neighborhood recreation needs in this area. In our judgment this can best be done by expanding the present Eveleth School site toward Orchard Circle. By the purchase of about 32,000 square feet of vacant land, the school play area can be extended, bringing the net site area including Hobbs Memorial to approximately 6 acres. Then, should enrollment pressures require, an additional 4-6 classrooms can be added to the front of the building. This expansion would provide a minimum of two classrooms per grade at the Eveleth School, a module considered as a basic requirement for an adequate school plant. Such a step should be undertaken only if enrollment needs in the Clifton area warrant it. At the moment pressures in this district are low. Therefore, the recommended site expansion should be considered as prudent insurance against future needs rather than a commitment to extend the school plant.

Since site expansion at the Eveleth School would be put to recreation use, there is some question as to whether the land might be purchased for playground purposes and placed under Recreation and Park Commission. The added land would compliment the rather limited play area at Hobbs

PROPOSED EXPANSION OF EVELETH SCHOOL PLAYGROUND



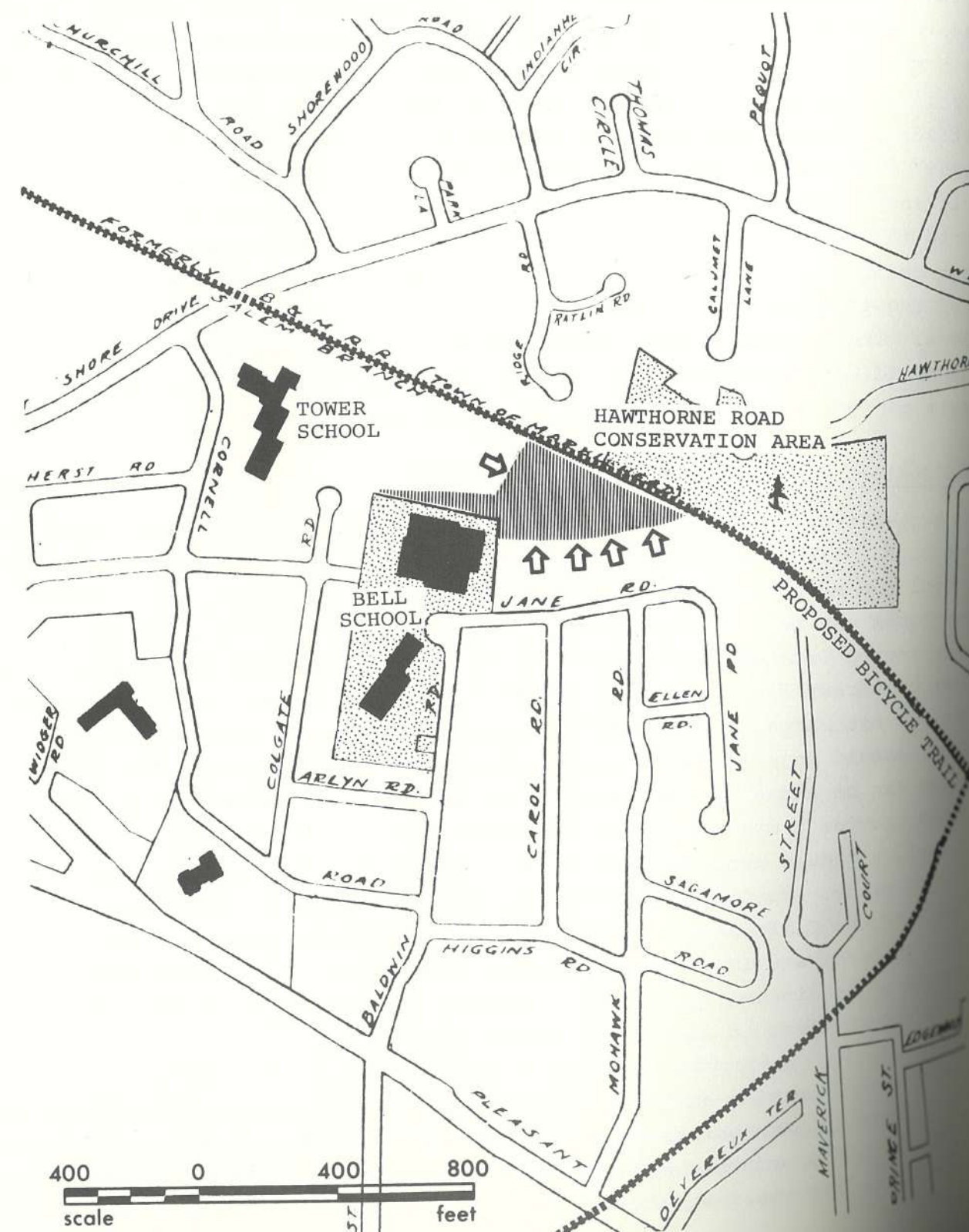
where the Commission now conducts neighborhood recreation activities. Particularly important in this regard, the additional space would permit better separation of age groups. Another important aspect is the reduction of wear and tear on the Hobbs parcel which is maintained much in the character of a private residential lot. Regardless of which department is given jurisdiction, however, added land is needed and should be acquired in the interest of better community facilities for the Clifton neighborhood.

The Bell School

In all school-recreation standards, emphasis is placed on the availability of play space adjacent to school sites. Within the past few years the state has raised its suggested area standards for elementary school sites from 5 acres plus 1 acre/100 students to 10 acres plus 1 acre/100, indicating greater emphasis on the recreation element. While no elementary site in Marblehead meets this suggested minimum, at least some long-range consideration should be given to improving what exists. As previously discussed, the Eveleth School has a modest amount of play space at its site--actually more than most elementary schools. The new Lincoln Avenue site has 6.5 acres and is adjacent to Reynolds Playground of 4.9 acres. The Coffin School, on a minimal site of slightly over one and a half acres will benefit from the proximity of Homans Playground (5.2 acres). In the long run this leaves the Glover School (4.3 acres) with little nearby play space and the Bell School with 6.6 acres, much of which is consumed by sloping terrain and off-street parking or service areas.

Limited play space at the Bell School could be remedied by purchase from the Tower School (private) of an additional 2 acres or so of back land lying between Ridge and Jane Roads and adjacent to the Town-owned former railroad right-of-way. The area is now covered by undergrowth and trees and has little commercial value due to inaccessibility (except by foot). Use of this land for a small neighborhood playground, would tend to tie together otherwise disassociated residential developments which now back up to this property.

AREA PROPOSED FOR BELL SCHOOL PLAYGROUND



VIII PUBLIC AND PRIVATE COMMUNITY FACILITIES

Town Offices

When the present Town Hall was built in 1878 through the Abbot bequest, the Town offices had to accommodate only a handful of part-time employees who served a population of about 7670. This number was but one-third of the present population of Marblehead. It is not surprising, then, that these facilities are not adequate. Today there are approximately fifty full-time Town employees who need to be accommodated at a centralized Town office building. The major portion of these employees are now located at Abbot Hall in somewhat limited quarters, too cramped in some cases to be efficient. This limited structure has an estimated usable space of about 5500 square feet; the remainder of the floor area in this monumental building is consumed by large corridors and entryways.

As is typical in many cities and towns, additional administrative space was acquired some years ago through the conversion of the old Sewall School at Spring and Elm Streets, now a deteriorating wooden building, estimated to be over one hundred years old. This former schoolhouse contains approximately 2500 square feet of usable space on two levels. While this arrangement has been reasonably satisfactory on an interim basis, the building is generally unattractive and should be considered for replacement along with Abbot Hall in any long-range plan for improvement of municipal facilities. In addition to Abbot Hall and the Sewall Annex, space is maintained in rented quarters on School Street for the Water Department office, which also should be contained within a single Town Office Building.

All told, the total amount of estimated space necessary to accommodate present and future needs amounts to a minimum of 11,000 square feet or about 25 per cent more area than presently available. Estimates of current cost for such space run roughly in the order of \$425,000 without purchase of an adequate site. (Auditorium space was excluded.) If a particularly outstanding architectural design were sought, this might easily raise construction cost to \$500,000 or more.

Site selection for such an important structure is difficult, particularly in view of the tight urban development and high land costs which characterize the central area of town. Considering the magni-

ficence not only of Abbot Hall itself, but also of the environmental setting of Washington Square, what does one do for an encore? Is it possible to build an acceptable replacement a century later with funds raised from public taxation? These questions reflect what was indeed one of the more difficult parts of this survey, for the choices for site selection have as much to do with the ultimate appearance and importance of the structure as the architectural design of the building itself.

Of the sites considered for Town Office purposes, no one location appeared initially superior in all aspects. For this reason the following comparative analysis has been prepared for each of the alternative choices considered. Included are the more obvious requirements of convenience, adequate access, possible multi-purpose uses, timing and, of course, cost. Hopefully the observations made on each of these sites will enable residents to share the same conclusions reached by the Consultants regarding future needs and a course of action.

Site Evaluation

The first of several sites considered for a Town Office lies on the bend of Atlantic Avenue in the Uptown Business District. The property consists of several parcels, characterized principally by a gasoline station and auto repair facilities, but including some rear land now used for unintensive parking. Altogether the minimum land area needed to provide sufficient room for an office building, together with off-street parking, is about 50,000 square feet. The cost of the site at this location is estimated at \$300,000. Although the site lies within the business district, the relatively low building coverage somewhat reduces acquisition cost. (Actual loss of taxes on this property based on present assessments would amount to only 3 cents on the tax rate annually.) Chief among the advantages to this location is the opportunity which it provides for improvement of the environmental design of the community, using the tower of Abbot Hall as a backdrop or visual terminus from Atlantic Avenue. Site improvements would include extensive landscape treatment as a replacement for much of the present asphalt surfaces.

SITES EVALUATED FOR FUTURE TOWN OFFICE BUILDING



A second alternative might involve the acquisition of property on both sides of Gerry Street for a civic center consisting of the present Police Station and new Town Offices, and possibly a new YMCA or other community buildings. An indirect benefit of such development would be the leveling of Gerry Street so that the crest might be lowered as much as 14 feet, dropping the present grade from 8 per cent on one side and 11 per cent on the other to a constant grade of less than 3 per cent. At an acquisition price of about \$300,000, identical to Site A, the site area would be slightly in excess of 75,000 square feet or 50 per cent larger. While this location would permit a concentration of town and civic activities close to the present High School and existing recreation facilities, the chief disadvantage to this site is the extensive amount of property acquisition necessary to effect the plan. For example, the regrading of Gerry Street would require the acquisition of almost all abutting residences.

Site C is the least costly alternative and in many respects the most practical. This site might be developed on Elm Street by expanding the present Story School property (to be replaced by the future Lincoln Avenue School) with the purchase of the adjacent Eustis Funeral Home property. While the total site area would then amount to 64,900 square feet, the rear 25 per cent of the combined parcels is steeply sloped with ledge and rock outcropping so that the effective usable area is more nearly 50,000 square feet. The cost of the funeral home parcel is estimated at about \$100,000 so that the net acquisition cost of this total site would be roughly one-third the cost of Site A or B. Further, Site C has the decided advantage of involving only one owner, rather than three or more as at the alternate locations.

Rejected alternate locations for a new Town Hall include the use of the present Gerry School in the Old Town Historic District. While it is true that this building would have close to the total requisite floor space, its location does not lend itself to a sound solution - either temporary or permanent. The traffic burden which this reuse would place upon narrow and winding local streets would cancel any benefits to be realized from this arrangement.

A second rejected alternate location for a Town Office building is the present YMCA site. With an area of only 14,020 square feet, the site would be totally inadequate despite the adjoining area of Memorial Park which serves to enhance the setting, but does not provide usable space. The addition of the Osborne property between the YMCA land and School Street would increase the potential site area to about 27,000 square feet excluding the park. This would be considerably below what is deemed necessary for both building and off-street parking needs. The rough estimated cost of the total site would be about \$300,000 or equivalent to Sites A or B, but with less land. In our judgement, the YMCA site should be regarded as high-value land, primarily suited to commercial development. It is centrally located so as to produce this probable result when the "Y" succeeds in acquiring an adequate location on which to rebuild.

These, then, are the basic alternatives for a new Town Hall. In selecting these sites we have considered economy, multi-purpose uses and environmental design. The residents of Marblehead must carefully weigh the choices, comparing other possible alternatives against the enumerated advantages of these locations. The cost differential of Sites A, B or C is unlikely to amount to more than a dollar's difference on the tax rate for a single year. But while cost is an important aspect of the problem, other factors, including the disturbance of site occupants and the availability of the land when needed, are equally significant. In view of these considerations, Site C would appear to be the logical choice particularly if early replacement of Abbot Hall is not planned.

Interim Solution

A Municipal Building Study Committee was appointed in 1962 and continued through 1963. The result of their survey is the new Town garage off Village Street. The Committee also duly noted the eventual need for new Town office space. While the problem of crowding may not have increased measurably over the succeeding years, it is nonetheless apparent from our analysis, that an additional 2-3 thousand square feet of floor area is needed to provide adequate space for efficient operation of town government.

As an interim measure, substantial relief to the space problem could be realized by early consolidation of the Gerry, Story and Roads Schools and conversion of the Story to replace the Sewall Building. While offices of the Selectmen, Clerk, Assessors, Accountant, Collector and Treasurer could continue at Abbot Hall, offices of the Building Inspector and Health Department could be relocated to the Story Building. The vacated space in Abbot Hall can then be used for expansion of those overcrowded offices remaining. The Water Department offices on School Street should also be transferred to the Story Building.

This transfer of activity will also provide space for individual Town committees such as the Conservation Commission, the Historic District Commission, the Planning Board, the Traffic Advisory Board and the Recreation and Park Commission. Such room is needed if these committees are to render full service to the community. Provision of files and other record-keeping conveniences should obviate the need for both chairmen and secretaries to keep Commission records at home, a practice which is both inconvenient and inefficient.

It is unlikely that the Town can or will undertake to construct a new Town Hall in this decade. There are too many pressing needs for school development, additional land and facilities for recreation, a sewage treatment plant and street improvements (including off-street parking) for the relief of traffic congestion. A permanent solution will have to wait. But in the interim, the Town can prepare to move forward at the proper time by the acquisition of the Eustis Funeral Home property at such time as it may become available. Its purchase represents prudent planning for the future and will assure the availability of a suitable site when Abbot Hall is no longer serviceable.

SALEM

SALEM

HARBOR

COMMUNITY FACILITIES

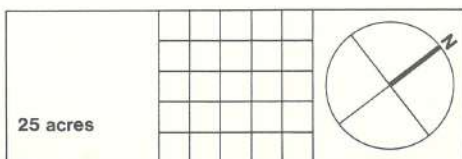


Comprehensive Plan / 1970

MARBLEHEAD MASSACHUSETTS

This map was prepared for the Town of Marblehead Planning Board and the Massachusetts Department of Commerce and Development and was financially aided through a Federal grant from the Department of Housing and Urban Development under the Planning Assistance program authorized by Section 701 of the Housing Act of 1954, amended.

FORER, PADDOCK, UPTON AND ASSOCIATES, INC.
Planning Consultants - Cambridge, Massachusetts



Police and Fire Facilities

The Police Department, after being located in the basement of the Old Town House for over one hundred years, was relocated into new quarters in 1961 on Gerry Street, adjoining the Fire Alarm Headquarters building constructed in 1959. The building was designed to provide space for a complement of 50 officers. The present force numbers 35 and for this reason facilities are adjudged to be adequate to meet expanding population requirements.

In 1959 the Central Fire Station was moved from congested and obsolete quarters on School Street to its present location on Pleasant Street. The structure is both attractive and modern and will need no further major expenditure for many years to come. However, a secondary station on Selman Street, housing Engine 4, is an obsolete wooden structure providing shelter for the engine company, but without space provision for a needed reserve ladder. The station location is approximately two-thirds of a mile from Memorial Park at Pleasant and Essex Streets, a point half-way between Central Headquarters and the Selman Street location. As a result, the initial alarm response area for this station encompasses virtually all of the Historic Old Town District, a high value area, the most concentrated population density of the Town, and the narrowest and most antiquated street system of the entire community. Particularly for the latter reason, the engine company is frequently unable to service fire calls on crowded summer weekends when street congestion reaches maximum saturation. While this condition has prevailed for some time, the passing years have resulted in an intensification of traffic so that vacation months--and particularly Race Week--have become periods of high fire risk.

To remedy this situation, a parcel of land in Creesy Street was purchased by the Town several years ago. However, a portion of this site subsequently was used for street-widening purposes, leaving a rather shallow lot with a depth of less than 40 feet and an area of about 10,000 square feet. While it is possible to literally "shoe-horn" a small two-door fire station into this site, this solution would be incompatible with the surrounding early burial ground. A more fitting use for this parcel would be its retention as a wayside

park. Such a use would not only enhance community appearance but would improve surrounding property values as well.

In the hope of retaining the Creesy Street site for open space, we have explored alternate locations which might prove just as acceptable for fire station use. One alternative considered is almost across the street from the Creesy site, at the intersection of Lincoln and Green Streets. The light-industrial frame building at this location formerly housed the Winslow Potato Chip Company, though during the course of the past year its use has been altered to accommodate several diversified tenants. Acquisition and use of this parcel of 36,765 square feet for a fire station site would provide a secondary benefit in the form of a small park to enhance the adjacent historic Powder House. But this location was rejected as impractical because of the high cost of buying income-producing property in excess of needed area. A second location at the intersection of Waterside Road and Green Street was also considered, as this site is now for sale; but this is one-half mile further from the tentative Creesy Street property now held by the Town.

In preference to a more remote location, the fire station should be easily accessible to both the uptown and downtown business areas, but preferably outside the historic district. A corner lot at Elm Street and Roosevelt Avenue which would appear to satisfy these basic service needs was selected as the most feasible location. Here on two adjacent lots comprising a total of 14,205 square feet at an estimated value of \$40,000 would be a practical site, roughly equivalent in area to the original size of the Creesy Street site of 13,664 square feet. In view of the limited choice of suitable locations in this general area, it is important that the matter of station location be determined by Town Meeting action as soon as possible. Accordingly, we have given acquisition of the Elm Street site a high priority under scheduled capital improvements. Such priority stems from our view that the matter of public safety should be resolved at an early date, and the Creesy Street site set aside for open space.

Mary A. Alley Hospital

The Mary A. Alley Hospital is a 37-bed short-term general hospital owned and operated by the Town for medical and surgical patients. Obstetric cases have not been admitted since 1965. The present building was constructed in 1952, replacing a 200 year-old structure which the Town had operated as a hospital since 1921 on Franklin Street. According to the recent report of the Special Study Committee, an average of 85 per cent of patients over the past two and a half years have been Marblehead residents.

The hospital is a small one and for this reason, has been the subject of controversy in the Town for the better part of 1969. According to a 1967 survey of hospitals prepared by the Metropolitan Area Planning Council (Hospital and Health Facilities in Eastern Massachusetts, Eastern Massachusetts Regional Planning Project), there were 80 short-term general hospitals in the region, having a median size of 155 beds. Fewer than ten per cent of those listed had less than 50 beds. Currently the hospital is operating close to 100 per cent capacity. Based on its continued function as a community general hospital, the special committee appointed to investigate and report at the special Town Meeting, recommended an increase in size to 70 beds, at a cost of \$1.87 million. (The Finance Committee had previously indicated that up to \$400,000. of the cost might be obtained from federal Hill-Harris Act funds).

Despite an informative and objective report by the special study committee, in September, the proposal was defeated again at the October 1969 Town Meeting. Although the Meeting approved the use of \$100,000 of hospital funds for modernization, the decision of the voters must be termed inconclusive as to a long-range course of action. Certainly the defeat can not be ascribed to deficits, for the Town realized \$23,000 and \$47,000 profit on operations for 1968 and 1967 respectively. It is equally difficult to assess whether the decision stemmed mainly from opposition against incurring further debt for this purpose or to expansion of surgical services (as opposed to total emphasis on extended care treatment).

In the event that alternative courses of action are sought beyond these already suggested, we recommend that consideration be given to providing some housing units for the elderly on the 4.7 acre site in combination with expanded bed space at the hospital aimed at a limited geriatrics (care of the elderly) program. Funds for the latter purpose might be obtained as part of a demonstration program or as a credit for use of part of the site for elderly housing. It is clear, however, that with the present hospital building covering less than 7 percent of the total site, some additional public use should be made at this location.

Samuel Hobbs Memorial

This simple but attractive three-story residence and a large site (1.7 acres) were bequeathed to the Town by a previous owner. Custodial care is provided by a resident caretaker under the Board of Selectmen. Public areas, limited to the first floor, consist principally of a main meeting room, several small rooms and a seldom-used kitchen. No storage space is allocated for groups utilizing the building, hence little activity takes place. The outdoor play area is the more important part of this facility since by and large, the public gets little use from this building.

Given the present extent of activity and the sound condition of the building, this facility could last forever, though one must question the value of this premise in the public interest. Under the circumstances several changes are warranted to increase use of the building. Basic needs, not in order of importance, include storage facilities and the provision of toilet conveniences directly accessible from the playground. Also improved parking arrangements are needed. These can be effectively provided by widening Clifton Street along the frontage of the property. By this means, traffic movement on this narrow connector link to Atlantic Avenue will not be severely restricted by on-street parking. A plan for widening has been given to members of the Clifton Improvement Association for further consideration. In order to encourage more extensive use of the premises, responsibility for Hobbs should eventually be transferred to the Recreation and Park Commission once the position of Recreation Director is established.

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Abbot Public Library

Abbot Public Library was established in 1878 concurrent with the occupation of Abbot Hall for new Town Offices. Beginning as a one-room activity with about 2,000 volumes, the library remained quartered in Abbot Hall until 1954 when the present structure was built on Pleasant Street. The library now has an inventory of over 70,000 volumes or approximately 50 percent above minimal requirements established by the American Library Association for a town of Marblehead's size (see: Interim Standards for Small Public Libraries: Guidelines Toward Achieving the Goals of Public Library Service, Chicago: The Association, 1962). However, while the book collection exceeds minimum standards, usable floor space falls short of standards suggested by the Association by about 15 percent. This amount is not appreciable (i.e. about 2,250 square feet out of a recommended 15,000 sq. feet). But below-standard space suggests that something is tight, or will be, before too long.

In this case additional room is needed for the rear stack space, which will have to be expanded in the next few years. For practical reasons, which need not be dealt with here, it is desirable to keep the stack space on one level. The alternatives to this are to restrict access to the shelves by use of a "runner" or to provide supervision on the second level. A preferable arrangement would be to extend the rear of the building, which could be done with the least disruption of the architectural style. A less satisfactory choice would be enclosure of the present courtyard. The former provision is the most practical and will require the purchase of the house to the rear, at 8 Maverick Street.

Construction to relieve the space limitations may be deferred for as long as five or six years--simply on the basis that there are too many higher priority items to be resolved within the scope of Town government. In the meantime purchase of the house and lot would afford some measure of relief to absence of off-street parking at the library. The availability of a downstairs meeting room seating 100 - particularly useful for evening meetings when most public buildings are closed - merely adds to the parking shortage. The need for relief is felt not only by library patrons, but by nearby residents who must suffer with constant parking in front of their homes.

CIRCULATION & EXPENDITURES FOR PUBLIC LIBRARY SYSTEMS

TOWNS	CIRCULATION PER CAPITA		EXPENDITURES PER CAPITA	
	1966	1968	1966	1968
Lexington	13.3	13.9	\$7.05	\$8.44
Belmont	10.5	10.8	6.15	7.06
Milton	10.5	9.6	6.43	7.08
Wellesley	12.3	12.1	6.87	8.91
Winchester	10.3	12.2	6.60	9.06
Marblehead	11.9	13.6	4.69	5.37
Andover	7.7	10.2	5.69	7.91
Hingham	12.0	15.6	4.58	7.42
Concord	16.2	16.6	10.37	10.22
Swampscott	7.3	6.5	4.85	5.65
Westwood	10.8	10.6	6.76	7.67

Towns in rank order of size, based on 1965 population.

SOURCE: Massachusetts Bureau of Library Extension,
compiled by D.P.U.A.

NOTE: Most authorities concur that the level of library use and services directly correlate with educational attainment and family income of a community. Although current information is not available to fully evaluate Marblehead's position, the above data was compiled for those communities generally regarded to rank highly in both these criteria. From the table it may be concluded that the Town's outlay for library services lags considerably behind similar high-status communities.

Accepted library standards do not recommend the development of branch libraries in communities of less than 50,000 population. Under these circumstances it is important to improve what now exists. The Town should assume responsibility for providing off-street parking, however meager, along with normal library services. Acquisition of the residential property to the rear could provide for 18 spaces for temporary use. When the stack space is extended, some of this would be lost. By sacrificing the existing courtyard when the building is enlarged, a minimal amount of parking could be maintained. This expedient will be necessary unless further purchase of adjoining property is made.

Municipal Garage

The new municipal garage completed in 1969 is a major "addition" to the Highway Department garage constructed off Village Street in 1952. The new facility, containing 30,000 square feet, was built at a cost of about \$300,000. The structure houses the equipment of the Health, Sewer and Water and the Selectmen's Departments, plus additional Highway Department vehicles. Previously, Sewer Department maintenance facilities were located in the former fire station on School Street for ten years, while the Water Department shop was at 14 Pond Street. The new garage thus consolidates formerly scattered activities of a public works nature. Since the garage was built to meet present and future Town needs, it is expected to accommodate these demands for the foreseeable future.

Post Office

The present Post Office on Pleasant Street is becoming increasingly inadequate to handle the flow of mail to and from Marblehead. The building, constructed in 1905, is used on two levels, though one level for a station of this capacity is preferable for greater efficiency. Contact with the U.S. Post Office Department was made early in the planning study. At that time, officials indicated three alternate courses of action. These are 1) to demolish and rebuild on the present site enlarged, 2) to contract on a twenty-year lease for construction of a building build to specifications or 3) to contract with the Town for a fifty-year lease of Town-owned land, the building and land to revert to the Town at the end of the lease period.

The consultants have reviewed these alternatives in view of other problems and proposals for the Comprehensive Plan. The first alternative, to rebuild on the same site, poses certain problems of disruption to the Old Town Historic District, of which this building is a part. While the structure is of comparatively late construction, its pleasing neo-classic design makes this an important element in the general setting of Pleasant Street. A new structure might well prove less harmonious and, with an enlarged site, would create a cleavage in the immediate surroundings. The location is poorly served by streets and traffic congestion results.

The second alternative also poses problems of congestion if the facility were relocated away from the Historic district but within the Uptown Business area. (A sub-station would be adequate for public service here.) Limited street capacity and the lack of municipal off-street parking would add to the problems of operation in this area. For mail handling efficiency, however, the Post Office should be located away from the business area at a location central to the community. One specific site which might be considered is a part of the Sevinor property on Humphrey Street. This large 46 acre tract is undeveloped and is generally central to the community.

While accessibility to this locus is excellent from most parts of the Town, direct access into the site must be carefully considered so as to minimize the main point of congestion at the intersection of Pleasant, Lafayette and Humphrey Streets. In our judgement the best location on the Sevinor site for the Post Office is on the southwest corner, adjacent to the Broughton Road Veterans' Housing. If the Post Office were located here, minor widening of Humphrey and Pleasant Streets, particularly near the intersection should also be considered to improve traffic channelization. An alternative site might be provided on Smith Street but this location lacks the visibility necessary for this important community facility.

The third alternative requires public endorsement (via Town Meeting) to provide a satisfactory resolution to the matter of Post Office relocation. There are only limited precedents for this procedure. Furthermore, the lack of suitably located, publicly owned sites for such use suggests that there is little opportunity here to provide a definitive course of action.

The matter is too important to allow to drift without some expression of community direction and concern. Expeditious action, or no action, may be destructive in the long run to the objectives of the Old Town Historic Districts preservation efforts. At a time when this District is beginning to achieve importance to the community and the region, indifference should be viewed as negative to general community goals. It is recommended, therefore, that a special study committee be appointed by the Town Meeting. This committee should consist in part of representatives from established Town boards. Boards from which membership should be drawn include the Selectmen, the Districts Commission (the Postmaster is a member), the Traffic and Safety Advisory Committee and the Planning Board. In a community with important architectural and historical treasures and a tight supply of land, taking such a direct approach would appear to be a main avenue to achieving a desirable solution.

POST OFFICE DEPARTMENT
BOSTON REGIONAL OFFICE
BOSTON, MASSACHUSETTS 02109

IN REPLY REFER TO

April 8, 1969

Mr. Harold P. Myer
Dober, Paddock, Upton and Associates, Inc.
12 Arrow Street
Cambridge, Massachusetts 02138

Re: Marblehead, Massachusetts Post Office

Dear Mr. Myer:

Reference is made to your letter dated March 27, 1969 concerning the post office quarters at Marblehead, Massachusetts. It is noted that the Town of Marblehead has retained your firm to prepare a general plan for the community.

In reply, please be advised that the best manner of providing the needed postal space has not yet been determined by the Department.

Your letter will be held in our files for appropriate attention as soon as an official decision has been made.

Thank you for your interest in the postal service.

Sincerely,

H. J. O'Malley
H. J. O'Malley
Chief, Real Estate Branch

Old Town House

It is desirable, but not always feasible to include within a Town Plan some goal which may be considered primarily cultural (as opposed to those which must encompass basic municipal functions and responsibilities). With the general array of historic buildings and museums available to the public in Marblehead and Salem, the display of memorabilia customarily handled by local historical societies is an impractical municipal activity. Such a project would not only be competitive with local institutions such as the Lee Mansion, but would additionally involve the need for protection of valuable articles against theft. In this instance the Town should leave responsibilities of this nature to established, privately endowed organizations.

Consequently, considerable thought was given to alternative solutions still in keeping with Marblehead's historic past. A project with great potential would be the establishment of a permanent exhibit of both historic and architectural photographs of Marblehead. The Harry Wilkison collection of photographs which have appeared weekly in the MARBLEHEAD MESSENGER as well as other private collections would provide excellent resource material. A Marblehead resident, author-photographer Samuel Chamberlain, would be of invaluable assistance in such a project both for his knowledge of the community and his extensive technical ability in the field of photography. Anyone familiar with Mr. Chamberlain's work, which includes many fine shots of Marblehead, will be quick to recognize his potential as a key person for an exhibit of this nature.

Such an exhibit would accomplish at least two important objectives. First it could create a deeper sense of history of the Town with broad emphasis on town life and customs of several generations ago. Secondly, the exhibit would help to reinforce appreciation for the unique civic and architectural design elements inherent in the eighteenth-century village now protected as the Old Town Historic District.

Appropriately, the Old Town House (1727) on Washington Street would serve as an excellent exhibit space for display of photographic

memorabilia. The central room is well-lighted, reasonably spacious and lends itself to a variety of panel arrangements. Recent restoration of this structure makes its use for this purpose all the more appropriate. Since the subject matter to be displayed would represent both a social and architectural history of the Town, it is suggested that if a committee were appointed for this purpose, that financial and/or technical assistance be sought through the Smithsonian Institution in Washington. Such assistance and cooperation is proposed on the premise that it is less expensive (per unit) to develop a duplicate exhibit for Smithsonian purposes, than merely one original exhibit to be housed permanently at the Old Town House. Then, too, the technical assistance would be an invaluable aid to the local committee.

Our first inclination as to timing of such an exhibit was that this might be a long term project, unlikely to be realized for many years. However, in view of the forthcoming national bi-centennial observances in 1976, Marblehead, as one of New England's most historic communities, will want to put forth some effort in attestment to its significant role in America. This project might well be one most fitting for such observances, particularly since it will have permanent value. The Smithsonian Institute will also be looking for appropriate materials for traveling museum exhibits for the occasion so that here is sufficient cause for early contact. Out of this combined effort might come not only a striking exhibit, but also a guide book (for sale) illustrating past and present Marblehead. In order to pursue this matter at the earliest possible opportunity, it is recommended that Marblehead consider the appointment of a bi-centennial committee at the next annual Town Meeting.

Use of the Town House for a photographic exhibit is but one of several possible solutions for a project of this type. A committee established to act on this matter should also consider the possible use of the present Post Office building on Pleasant Street. The U.S. Post Office Department has indicated that a larger station is needed to better meet local service requirements. With a main floor

space some two-and-a-half times that of the Town House, the present postal building would be particularly appropriate if the Smithsonian Institute can be persuaded to join in development of the exhibit. And with the present lead-time, completion of this more ambitious arrangement prior to bi-centennial observances is quite possible.

If the community can look far enough to the future (in this case, maybe 20 years) the use of Abbot Hall for a photographic museum is also a distinct possibility. On the main level, this building contains approximately four times the exhibit area of the Town House. It already houses a nationally famous painting, "The Spirit of '76", which, by virtue of a restrictive deed, can not be removed from the building. In determining the size of the photographic exhibit, the possible use of Abbot Hall, (after it has been replaced by new Town Offices) should be carefully weighed. In the meantime, the present postal building might serve satisfactorily to house the exhibit.

In essence, we are suggesting that a permanent exhibit of this nature must be scaled to the premises in which it will be exhibited. The Town House is fine if a small-scale exhibit is desired. And there is some advantage in its immediate availability. However, if a more impressive exhibit is wanted, the number and scaling of photo murals must be considered in relation to the spaces in which they are to hang. Ceiling height and general interior scale of the Post Office and Abbot Hall are roughly comparable so that a larger scale exhibit might hang equally well in either. On this basis, the exhibit might be set up in the Post Office building and a final decision on Abbot Hall delayed indefinitely. But it is clear that an exhibit scaled to the Town House can never be moved to either of these other buildings without being "lost" in the new setting. These are considerations which the committee, the community and, hopefully, the Smithsonian Institute must weigh before this exhibit can become a reality.

Cemeteries

Activities of the Cemetery Commission are concentrated principally at Waterside Cemetery (45 acres) on West Shore Drive, although custodial care is extended to three older burial grounds at Creesy Street (Brown Cemetery), Elm Street and "Old Hill". The latter serves also as a casual walking spot for viewing old gravestones plus an excellent over-view of the ocean. Current estimates of the Commission indicate that remaining land at Waterside will be adequate only for 10-15 years more. Increased development of adjoining lands prompted the Town Meeting in 1968, after several deferments, to vote to take approximately two and a half acres of undeveloped land fronting on West Shore Drive. The Commission has projected that this additional capacity will be sufficient to meet demands for 50-100 years. Supplementary to this purchase, an additional developed parcel of about one acre on Waterside Road, entirely surrounded by cemetery grounds, should ultimately be acquired, though purchase may be several decades away.

For the authorized purchase of the Haley land, the Town Meeting appropriated only \$10,000 from general revenue and a similar amount from the Sale of Lots Fund. Inasmuch as ultimate taking must be transacted by the County Commissioners who are also charged by law with setting an equitable price, the transfer of land has not yet occurred. To cover an approximated cost to the Town, an additional \$50,000 will be needed from general revenue with the balance of the cost to come from the Sale of Lots Fund at such time as the purchase is completed. This appropriation will have an impact of about twenty-five cents on the tax rate. With land prices soaring rapidly, however, even this may prove to be a token amount unless action is initiated in the near future.

Marblehead's only remaining private cemetery is maintained by the Town's Roman Catholic Parish, Star-of-the-Sea Church. The cemetery, consisting of 9.6 acres, is located at the intersection of Lafayette and Maple Streets adjoining Old Salem Road.

Private Organizations

Organizations more social or religious in purpose rather than recreative are considered here. For purposes of simplicity, reference is limited to those maintaining identifiable structures. Such groups are located at random throughout the Town, though a slight concentration may be noted in the Old Town area, traditionally the focus of community life. In general the individual buildings are attractively maintained. In isolated instances limited landscaping treatment is needed to improve the appearance of parking lots.

Listed below are the religious groups represented in the community and their date of organization:

Clifton Lutheran Church	1941
First Baptist Church	1810
First Church, Congregational (Old North)	1635
First Church of Christ, Scientist	1925
Our Lady, Star of the Sea, R.C.	1859
St. Andrews, Episcopal	1928
St. Michael's, Episcopal	1714
St. Stephen's, Methodist	1791
Temple Emanu-el, Reformed	1953
Temple Sinai, Conservative	1954
Unitarian-Universalist	1716

Several of these groups have made extensive changes to their properties over the past decade, the major one being the relocation of Temple Sinai from Swampscott to Marblehead. A check on the future plans of these organizations indicated no anticipated exterior construction, though in one case interior alterations several years hence. The Old North Church has recently purchased the Parson Barnard house on Franklin Street which will permit the expansion of church parking in the rear. No change to the historic dwelling is contemplated.

Other active local groups listed generally as fraternal organizations include the following:

American Legion: The legion post is housed in the Town's former high school, a two-story structure built in 1879. The Town retains title to the property and provides custodial care. While old, the structure is

sound though in need of some repair. The limited site is almost entirely covered by the building. Consequently off-street parking is not available and can not be provided.

Masonic Order: A large Victorian structure nearby, also on Pleasant Street, is the Temple of the Philanthropic Lodge. Plans of this order include interior remodeling, but no exterior alterations or changes in the use of the building. Off-street parking is available in the front and rented garage space is provided in the rear for surrounding residential uses.

Senior Day Center: Located at 5 State Street in a two-story wood structure is the Senior Day Center. This building is Town-owned and once served as a fire station. More recently the building was used for a United Spanish War Veterans post, now disbanded. The Day Center occupies first floor quarters, while the Jewish War Veterans have a meeting room on the second level. The Center is the product of Town Meeting action in 1969 establishing a local Council on Aging. (The purpose of this organization is to promote and identify the total needs of the community's elderly.) Both the scale and character of the structure lend a home-like appearance to the Day Center activities. But the program is restricted by the meager floor area and a minimal budget - only \$385 in 1969. The absence of off-street parking and the localized nature of this activity further discourage participation by others outside the Downtown area. More suitable quarters are not now available in other Town-owned buildings.

Knights of Columbus: The Msgr. Hargedon Council is located in the Uptown Business District, housed in what was once the local telephone exchange. The building is a one-story wood structure with basement. No changes are contemplated by the order. While on premises parking is not available, public off-street parking proposed elsewhere in this study would provide this organization with space for its predominantly evening activities.

Veterans of Foreign Wars: This new post on West Shore Drive was constructed on land once used for sanitary land fill purposes by the Town. The site of over one acre provides adequate parking for members and additional expansion room is available on unfilled land to the rear. No changes are planned.

Gerry #5, Veteran Firemen's Association: Though small, this organization has deep roots in the community. It is the historic outgrowth of Marblehead's early fire department, established by act of the legislature in 1829. The social club with its own hand-pumper, Gerry #5, participates annually in competitions throughout the region. The club's quarters off Beacon Street are new and no significant changes are planned. Parking is adequate.

Order of Elks #1708: The lodge is located at the intersection of Ocean and Atlantic Avenues in a two-story structure, once an impressive home. The architectural character of the building has been carefully preserved by limiting one-story additions to the side and rear of the structure. No further changes are planned. A parking area to the rear screened by a field-stone wall, furnishes adequate off-street parking for members.

In summary, the private organizations considered in this section constitute an important aspect of daily community life. The traffic generation characteristics of these activities, requested by the Planning Board, have been placed in the section on Traffic, Transportation and Parking where it could be more directly related to other material on that subject.

Star-of-the-Sea School

This parochial school, maintained by the Town's only Roman Catholic parish, was built in 1950. The structure contains 17 classrooms and assembly space which is also used as a church parish hall. The 1969 enrollment was 567 for grades 1 - 8. It is anticipated that this school will continue to educate parish children for the foreseeable future. In the event that the program is phased out, the building is suitable for continued use within the public school system. If such change should occur, the availability of adjacent public recreation facilities at Seaside Park make this school particularly adaptable to the public school program.

The Tower School

This private school located on West Shore Drive has an enrollment of 235 students ranged from the nursery level through grade nine. With one room for each grade, the school imposes a maximum limit of 28 pupils in any one year. While the school plans no change in enrollment capacity it does plan to expand its physical education and field area facilities. Also programmed are a small school library and cafeteria.

The school now owns almost 11 acres of land on both sides of the Town-owned former railroad right-of-way. Approximately 1.1 acres of this land was taken by the Town for the new Bell School, though final settlement has not occurred. It is recommended that an additional two acres of undeveloped back land belonging to the Tower School be acquired by the Town for playground use. This may help to reduce the disruption to the late afternoon organized outdoor programs of the Tower School by children attending the Bell School.

IX PUBLIC AND PRIVATE RECREATION AND OPEN SPACE

Introduction

Chief among a community's major resources are public and semi-public properties held for the use and enjoyment of residents. Buildings are essentially transitory, but land remains forever as a part of the community heritage. Marblehead's agglomeration of public lands is a comparatively recent development indicating the concern of residents and leaders to accumulate sufficient land for the future before it is entirely developed.

An 1879 map of Marblehead indicates that 90 years ago most of the dedicated public lands of today were non-existent. And it was true that with a population numbering 7670, there was considerably less need under prevailing circumstances for open space and recreation. The working class labored six days a week on 10-12 hour schedules so that there was little opportunity, or indeed little enthusiasm, to do more than rest on the Sabbath Day. The privileged classes of the era had all the land they needed, so, really, there was no demand for public parks and playgrounds.

Education terminated for many at the eighth grade. Consequently the period of carefree youth was short-lived as the "younger" generation prepared to earn their livelihood. Organized sports as we know them today were only barely established so that beyond the immediate confines of the school yard almost no play space was provided. In simple logic, public land was where you put a building--or a grave. The old Sewall School, the Story School (1880) and the old High School (1879), now the Legion Hall, with their limited land areas, are tangible reminders of such attitudes in the late 19th century. In short, the concept of open public lands did not emerge in Marblehead until the beginning of this century.

Other areas of interest on the town map of 1879 indicate that the Almshouse stood where the present High School is located today. Water-side Cemetery was not much bigger than the old Burying Ground on Creesy Street (with subsequent additions it is now about 25 times that size). Schools stood on the same sites as the present Glover and Roads buildings. And Fort Sewall had been saved for future generations, apparently more through patriotic motivation than the mere coincidence that it was

SUGGESTED OUTDOOR RECREATION SPACE STANDARDS

<u>BASIC CRITERION</u>	<u>NEIGHBORHOOD PLAYGROUND</u>	<u>NEIGHBORHOOD PARK</u>	<u>COMMUNITY PLAYFIELD</u>
Minimum Acreage to Population	1.25 Acres/1000	1.0 Acre/1000	1.0 Acre/1000
Population Served	4,000 - 5,000	up to 7,000	15,000 - 25,000
Desirable Size Range	4 - 6 Acres	2 - 5 Acres	15 - 20 Acres
Age Group Served	5 - 15 years	All age groups	15 years and over
Service Radius	.4 Miles	.5 Miles	1.5 Miles
Location Preferred	Adjacent to elementary schools	--	Central to community; adjacent to secondary schools with parking

Compiled by D.P.U.A. from the following sources:

National Recreation Association
Local Planning Administration
American Public Health Association
American Society of Planning Officials
U. S. Bureau of Outdoor Recreation

indeed a fine view of the harbor.

In the realization that the vast majority of public lands have been accumulated over the past 70 years since the turn of the century, Marblehead has done exceedingly well, despite the recurring reluctance of Town Meeting to vote funds for such public purposes. Within the memory of many residents more than one opportunity to acquire land at modest prices or by gift has been lost on the basis that there was a catch to it, that others would benefit, or that it just wasn't needed. Despite such trials, proponents of better community facilities have somehow persevered. Today the Town is generally alert to the now-or-never choice which it faces, higher prices notwithstanding. Recent purchases of the Homans and Stramski property attest to this concern.

Just how well Marblehead measures up to generally accepted space standards may be partly appreciated from a comparison of the Park, Recreation and Open Space Inventory with the table of space standards. A word of caution would seem appropriate here--that reference sources seldom agree on exact standards of recreation lands. Furthermore, since standards are developed on a national basis, they pertain to a broad cross-section of America and do not provide for individual differences, i.e. wealthy versus poor communities, or urban versus suburban or rural. Purely on the basis of space Marblehead has done well, though its present socio-economic character strongly suggests that it should have done so. But this achievement should not be a deterrent to doing better when the opportunity or need arises. Inasmuch as land development is approaching saturation, it is doubly important that remaining opportunities to improve recreational land holdings be carried out forthwith.

According to the National Recreation and Park Association in one recent article on suggested area standards, one-half of a city's total park and recreation area should be for active recreation and the other half for large parks (see: Suggested Area Standards for Parks and Recreation, by Robert L. Horney, in The Municipality, June 1966.). Generally, however, most recreation authorities and planners have been in agreement that somewhere between 30 and 50 per cent of a community's total park

PARK, RECREATION AND OPEN SPACE INVENTORY
(classified as to use rather than purpose of acquisition)

<u>SITE</u>	<u>NEIGHBORHOOD PLAYGROUND</u>	<u>MAJOR PARKS</u>	<u>COMMUNITY RECREATION</u>	<u>TOTAL AREAS</u>
Gatchell	8.3 Acres	13.7 Acres	--- Acres	22.0 Acres
Hobbs-Eveleth	3.0 (est.)	----	---	3.0
Homans	5.2	----	---	5.2
Reynolds	4.9	----	---	4.9
Seaside	6.5	6.5	---	13.0
Stramski	---	6.9	---	6.9
Ushers Beach	---	----	7.0	7.0
Jr. High School	---	----	16.0 (est.)	16.0
Sr. High School	---	----	4.0 (est.)	4.0
TOTALS	27.9 Acres	27.1 Acres	27.0 Acres	82.0 Acres

MINOR PARKS

Castle Rock	1.3 Acres
Crocker Park	2.9
Fort Sewall	2.5
Fountain Park	.6
Lafayette Green	2.0
Lighthouse Point	3.7
Memorial Park	.3
Old Burial Hill	1.0 (est.)
Redds Pond	1.8
TOTAL	16.1 Acres

BEACH & SHORELINE AREAS

Beacon Beach	.1 Acres
Devereux Beach	5.5
Fort Beach	.4
Gas House Beach	.1
Riverhead Beach	1.7
TOTAL	7.8 Acres

CONSERVATION COMMISSION

Great Steer Swamp	10.0 Acres
Hawthorne Road	3.1
Flagg Pond	3.2
Ware Pond	7.8
TOTAL	24.1 Acres

MAJOR SEMI-PUBLIC HOLDINGS

Brown Island - Tr of Reservations	3.9 Acres
Goldthwait Reservation, Inc.	17.0
Jewish Community Center	11.0
Mass. Audubon Bird Sanctuary	15.9
Star-Of-The-Sea Cemetery	9.6
Tedesco Country Club	30.7
Town Cemeteries	52.4
Tower School	9.8
TOTAL	150.3 Acres

RESERVE SCHOOL SITES

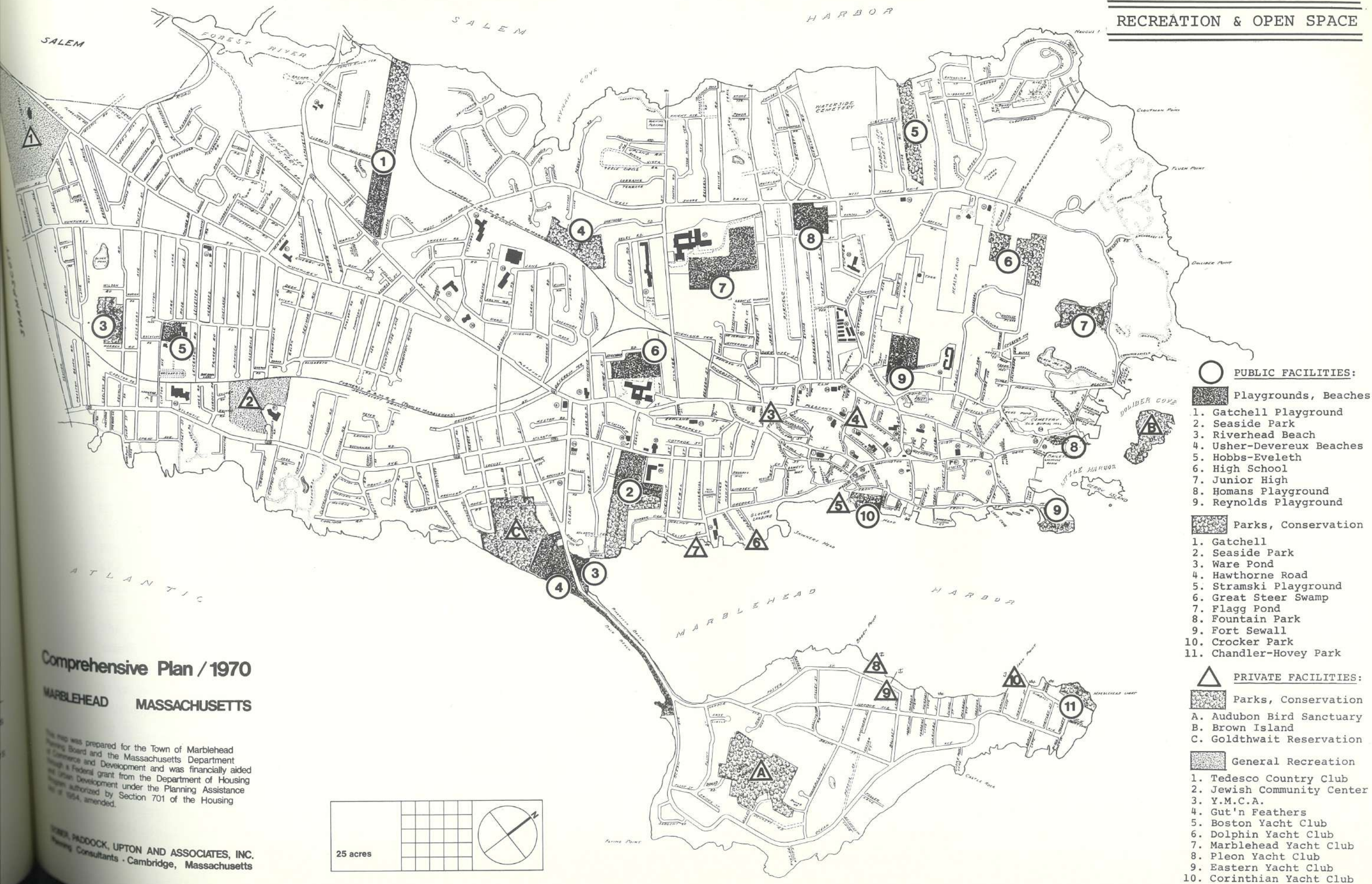
Green-Beacon St.	5.7 Acres
Lincoln Avenue	6.5
TOTAL	12.2 Acres

SALEM

SALEM

HARBOR

RECREATION & OPEN SPACE



Comprehensive Plan / 1970

MARBLEHEAD MASSACHUSETTS

This map was prepared for the Town of Marblehead Planning Board and the Massachusetts Department of Commerce and Development and was financially aided through a Federal grant from the Department of Housing and Urban Development under the Planning Assistance program authorized by Section 701 of the Housing Act of 1954, amended.

THOMAS PADDOCK, UPTON AND ASSOCIATES, INC.
Planning Consultants - Cambridge, Massachusetts

and recreation lands should be set aside for active recreation (see: Standards for Municipal Recreation Areas, George D. Butler, National Recreation Association, 1962). Bearing these observations in mind, some areas listed in the land inventory as constituting active recreation are not yet fully developed. This is partly due to modest annual appropriations as well as the lack of a recreation director to supervise and coordinate a community recreation program. At the present time the Recreation and Park Commission fills this capacity on a somewhat demanding, monthly-meeting basis.

Over and above the incomplete development of several recreation sites, general observations as to facilities include the shortage of tennis courts. Only a total of six courts now available for community use at Gatchell and Seaside Parks. One of the suggested standards used by the National Recreation and Park Association is one court per 2000 population. On this basis, an additional six courts can be justified. If the Town were receptive to building a covered skating rink at the future Senior High complex on Village Street, as a part of the school's physical education plant, four courts could be provided off-season on the skating area. Such an arrangement has been in effect at the Brown and Nichols School, Cambridge for a number of years. This skating-tennis facility was in fact used as the prototype of the recently completed plant at Belmont High School.

The chart indicating suggested space standards provides for a central community playfield area with a service radius of about 1.5 miles. The proposed Senior High grounds at Village Street will readily fill this need if expanded and fully developed. Presently the limited athletic fields at this site are partly fenced off and unavailable to the public for community use. This would suggest that these facilities are, in fact, inadequate so that their use must be restricted to official school use. An addition of up to 10 more acres, as suggested under the section on schools, would help to alleviate this shortage and make available a larger area for the general public. Additional landscaping is also desirable to improve the environment.

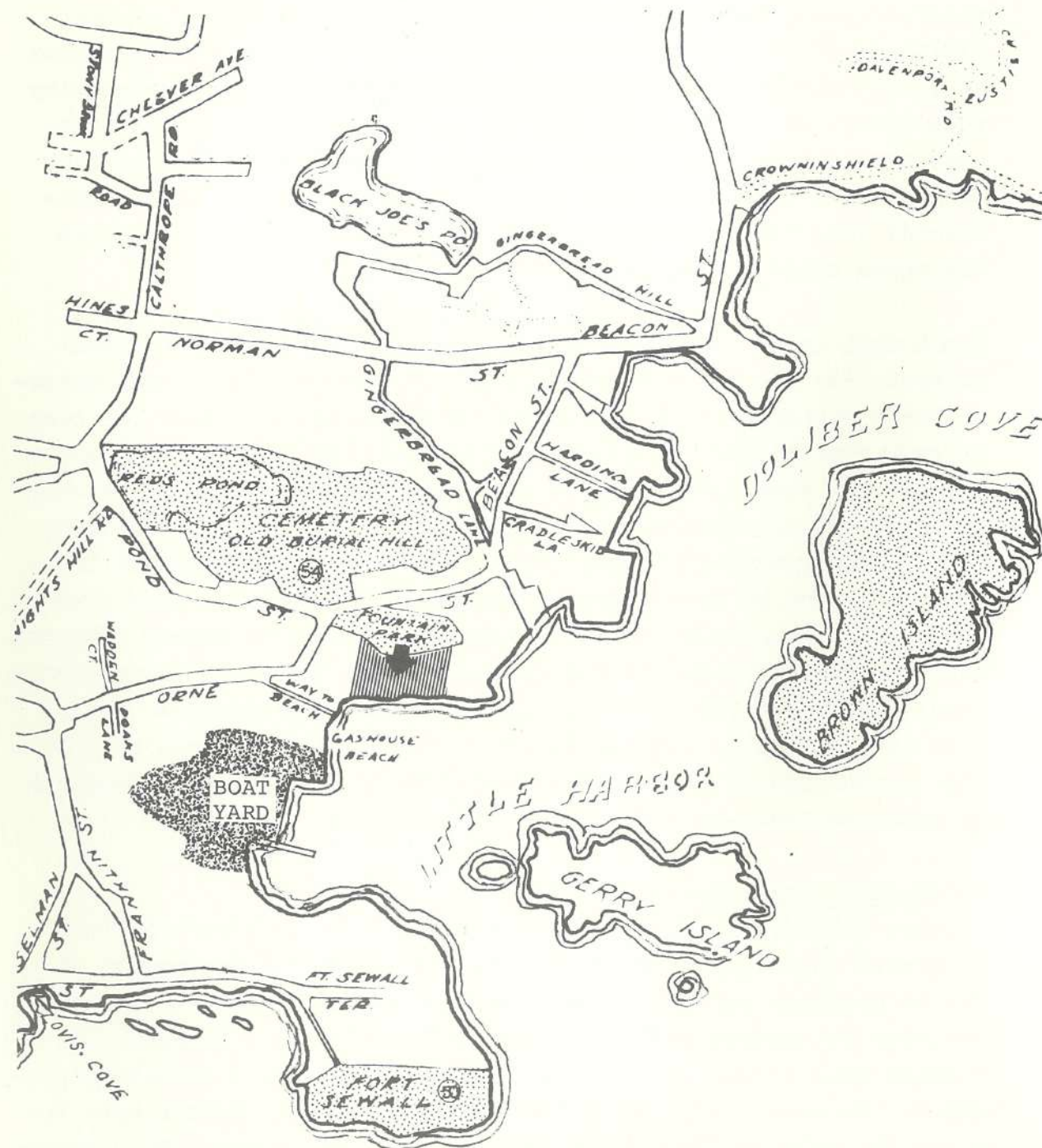
Before further commitments are made on the laying out of athletic fields, a comprehensive design plan for site development is needed to assure the best use of public funds. Because of the underlying rock strata and varying sub-surface soil conditions at this site, extensive soil analysis should be made to determine the intensity of use which play areas will support. These services can be contracted for, but are also offered for only a nominal fee through the Essex County Extension Service.

Since most major waterfront areas have been pre-empted for residential use, few opportunities remain to acquire significant water-oriented properties for recreation development. Further, the cost of such acquisitions is an additional limiting factor. For this reason, the Town should remain alert to the possibility of expanding existing town-owned parcels where waterfront foot-holds exist. Possible enlargement of water frontage at the Village Street Town Landing should be considered by purchase of additional land from the Bessom Associates. A long-range opportunity to expand Fountain Park toward Little Harbor and the town-owned Gas House Beach also should be considered to consolidate waterfront properties. The land in question is located at the end of a land off Orne Street and is the site of the Agnes Surriage Well, a minor local landmark of romantic interest.

Individual Public Recreation Areas

Primary emphasis in the Park and Recreation Commission's program is placed on adequate game areas for summer sports during the season of greatest participation. In fall and spring periods, sports activity is concentrated primarily at the secondary schools and Seaside Park in conjunction with the school physical education programs. However, there is a shortage of recreation fields both for organized team sports and informal after-school games. This shortage can be partially relieved by further expansion of the Village Street site in conjunction with the new High School. Since the land available for such expansion is irregular, with varying sub-

FOUNTAIN PARK AND SURROUNDING RESERVATIONS



400 0 400 800
scale feet

soil problems, a thorough analysis of these conditions - including a topographic survey - is necessary before formal game areas can properly be developed.

Discussed below are the principal areas over which the Recreation and Park Commission has jurisdiction, where active play facilities are provided. In addition to the facilities listed, ice skating is also maintained on a number of ponds.

Homans Playground

Purchased in 1966, this five-acre site has not as yet been developed. Development plans include game areas for Little League baseball and softball, a football field, and tennis and basketball courts. Utilization of the site will be complicated by underlying peat, which makes maintenance of play areas difficult unless removed or adequately drained. Initial construction of the baseball area was started this year, although completion of the total site is projected by the Commission over a ten-year development period.

Gatchell Playground

This major playground presently contains two Little League ballfields which are alternated with a small football field in the fall season. Eventually, the Commission anticipates a third ball field when the rear swampy portion is filled. In addition to two existing tennis courts and a basketball court, this development will bring the playground to full utilization, including a winter-time outdoor skating rink.

Reynolds Playground

Activities at Reynolds Playground are limited to a softball diamond (with overhead lights), a small basketball court and informal use of the remainder of the site, including swings and other individual play apparatus. While the acreage is rather large, a sizeable portion is covered by rock outcroppings and ledge. Little further development can be made at this site given its present configuration and topographical conditions. For this reason, it is important that the new Lincoln Avenue School be designed as sympathetically as possible

to relieve these limitations. Such treatment includes not only a school building of two stories to conserve ground area, but also a good site plan to augment the limited space now available on Reynolds Playground. This arrangement will provide a more comprehensive outdoor recreation program for the most densely populated part of town.

Seaside Park

Surrounded by community buildings and homes, and with a backdrop of sharply rising land utilized as a natural park, the play area at Seaside Park is now fully utilized. Uses include a full-size baseball diamond, alternated with football in the fall season, and a small basketball court. The playground is also the mainstay of the tennis program, with four available courts. The winter season program includes two small skating areas which are maintained by the Commission. Wooden grandstands which provide toilets and equipment storage underneath will need eventual replacement, but this should be deferred at least until development of the new Village Street athletic area has been completed. Picnic tables and benches for the area of Cow Fort overlooking the harbor are also included in the Commission's long-range thinking. In connection with increasing the use of the park area, it was suggested during the early stages of this survey to provide a pedestrian link at the harbor end of the park connecting to a marina development at Riverhead Beach. This link would provide a waterfront promenade along the harbor to the causeway thereby increasing the accessibility and enjoyment of the far end of Seaside Park, which is now under-used.

Ushers Beach

The Commission expects to add tennis courts and a basketball area to this playground possibly on the present site of the Jenny gasoline station. The station is surrounded by Town-owned land and poorly located with respect to year-round business. While it is the intention of the Town to acquire the station site eventually for recreation purposes, present spot zoning on this property leaves the door open to substitution of other business activities which could be of a long-term nature.

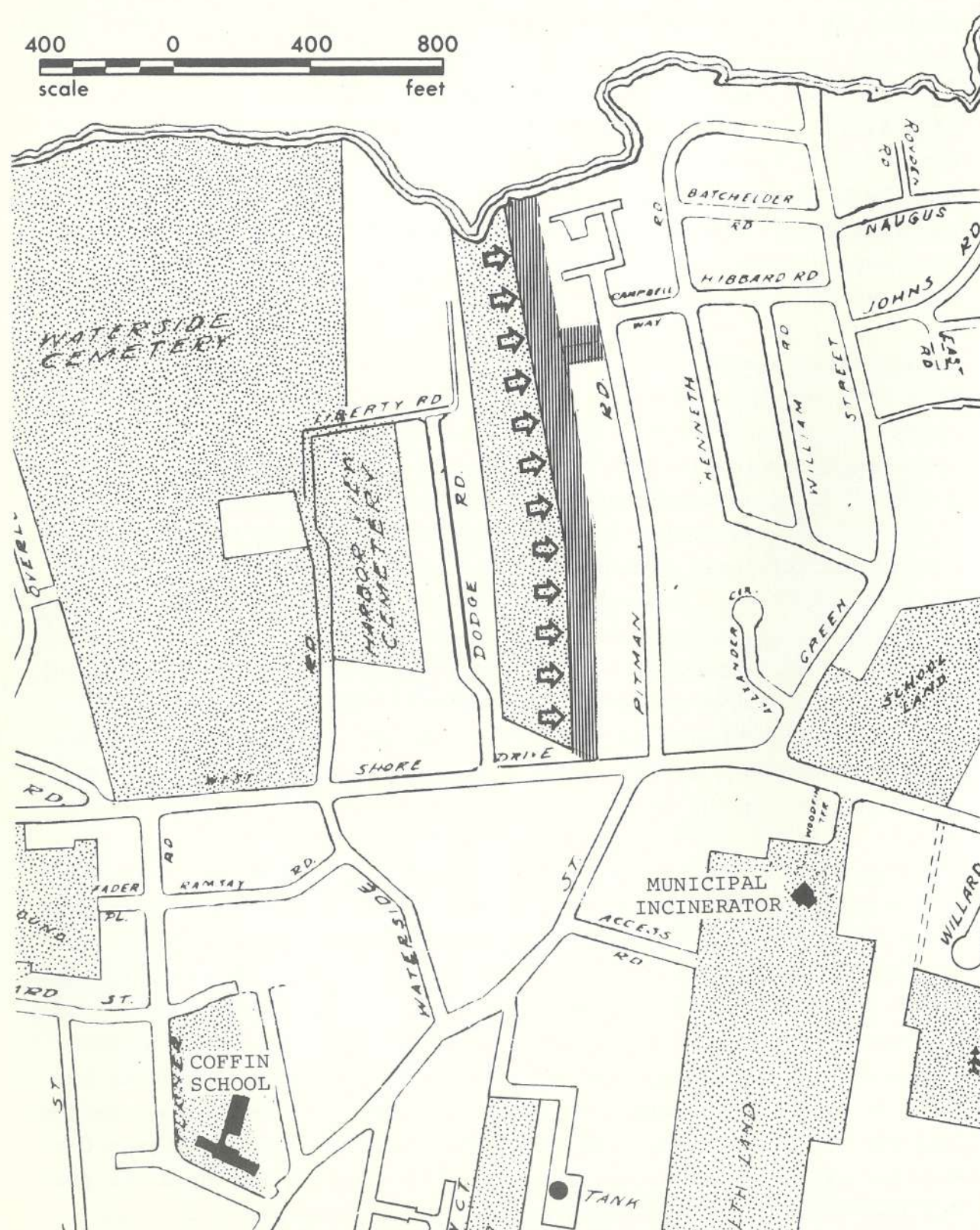
The predominant use of Ushers Beach is for summer season bathing and parking facilities. If other uses such as court games are to be added, some additional planting and screening is needed using suitable low-growing trees and other plant materials. These will serve to reduce wind deflection and the desolate appearance of the site. Consideration of such measures, including the purchase of the gas station, must be held in abeyance until a final decision has been reached on the sewage treatment plant location. But it should be emphasized that expenditures for suitable landscape treatment are needed to make the most of this waterfront parcel.

Stramski Playground

With both rocky terrain and swamp area, plus a pastoral landscape appearance cultivated by the former owner, this 6.9 acre site more appropriately provides the open and unintensified character of a country park than a neighborhood playground. As a principal feature of the site, a brook traversing the length of the property makes the development of full-scale game areas impractical within the limits of property now held. Consequently this site can have few of the normal activities which characterize other Town playgrounds until expansion is undertaken. Because of other commitments, a limited budget, and the need for a more sensitive approach than usual, the Commission has no immediate plans for this site. Among activities appropriate to the development of this area, a small skating pond might be provided by damming the brook.

Just as the physical characteristics largely predetermine that much of this site will never be intensively used, so also does the waterfront exposure on Salem Harbor suggest that this is an obvious location for development of boating and water recreation facilities. With severely limited public access to Salem Harbor from Marblehead, the 229 foot frontage provides an excellent opportunity to expand these facilities on this side of Town. (Village Street landing has only 30 feet of frontage, while Gatchell fronts on water too shallow for boating.) The Harbor Advisory Committee and the Recreation Commission have agreed, during the course of this survey, that the former board would take borings preparatory to designing a pier and

PROPOSED FUTURE EXPANSION OF STRAMSKI PLAYGROUND



possibly a small launch ramp out into deep water. This new facility will provide important new sailing opportunities for local residents for whom mooring facilities are currently unavailable. At some future date, the Town Meeting would then be asked for an appropriation to cover construction. In the meantime, some parking will be needed. This might be provided at some distance back from the water so as to protect the natural environment. Some thought should be given to locating the parking area where it might also serve a skating area in winter. Other development of this site might include picnic facilities to be provided around the small pond created for skating.

The Stramski property is extremely linear in dimension, having an average width of 200 feet and length of about 1500 feet. Adjoining this land are two parcels (with houses) belonging to the Welch family. These lots are also linear in form, with an average width of slightly more than 80 feet. In order to develop some formal game areas on the Stramski site it is important that some or all of this additional 4.7 acres be acquired at a time in the future. Since there are now many other areas in the community needing substantial portions of the recreation dollar, such acquisition need not be immediate and may be planned for a time when the present owner is prepared to sell. Meanwhile, some official contact with the owners would be a courteous gesture to predetermine respective interests in the matter. In the area of land acquisition, such practice is, unfortunately, too little observed in the Town. It is intended that the recommendation on this matter be used as a basis for establishing such contact.

Bicycle Trail

The foregoing comments and recommendations have dealt essentially with the provision of additional land and development of facilities for organized recreation and park purposes. What we regard as a particularly unique opportunity for the Town, however, is further development of the abandoned railroad right-of-way for a bicycle trail. Now owned outright by the Town under the Sewer Department and the Municipal Light Company, this land, with rails and ties long since removed, has an average width of 40 feet throughout its length of almost 4 miles. The central portion of the road bed is roughly 12 feet in width and well-compacted. Brush is kept well-trimmed for easy access by utility vehicles. With the exceptional use for horse-back riding, occasional use by local nature-walk groups, and frequent use by children going to and from school, the area is virtually unknown to most adults, many of whom have not been over it since the last train left Marblehead some ten years ago. With the gradual development of remaining residential land adjoining the right-of-way, the road bed is considerably less desolate than a few years ago. Had this route been planned years ago for a bike path, one could hardly have done better. For improvement to the right-of-way, little work is needed except the addition of gravel over certain stretches to help compact surface conditions.

Also, flashing pedestrian lights would be needed at the intersection of the trail and Pleasant Street where heavy traffic occurs. As a resource for community recreation use, the right-of-way must be considered as second only to the extensive local water recreation opportunities in Marblehead. Due to the moderate seacoast climate, the trail would be useable on a year-round basis. Yet the potential of this development remains largely unexplored and equally unappreciated. Securing of official Town designation of the bike trail may prove a little difficult. But local efforts should be helped by mass-media coverage of similar programs elsewhere and the general attention now being directed to such environmental opportunities.

Teen Center

National and regional trends in establishing Teen Centers are becoming more apparent with the passing years, though such centers are still far from universal acceptance. Not surprisingly, more attention is focused on this subject during the summer months when leisure time is at a maximum and friction between the younger and older generations is frequently at a peak. In Marblehead, space was provided for such a center by the Star-of-the-Sea Church this past summer in the parish hall at Seaside Park.

The Recreation and Park Commission has proposed that a municipal center might be set up in the former fire station on School Street. Partly in response to this proposal, the Town Meeting has voted against sale of this property last October. But there was no clear-cut authorization by the Meeting to proceed with a plan, subject to the uncertainty of the safety aspects of the structure. There are several further limitations to use of this structure, including the problem of already inadequate parking serving the nearby YMCA and the surrounding business community. A major limitation is lack of facilities both within and adjacent to the building to provide a diversified program essential to any permanent arrangement.

As a so-called trial balloon, the manner in which the proposal was received indicates that the Town is listening, even if not prepared to take prompt action. Among various ramifications to a sound solution are the proposed recreation facilities at the future High School on Village Street. If adequately planned, both enclosed and outdoor facilities for physical education purposes can be utilized for community activities during non-school periods. Properly the needs of a teen center should relate to this development, whether integrated into the complex or provided adjacent to these facilities. But as of now sufficient local expertise and experience is lacking. Much thought is needed as to the specifics of such a program rather than the generalities. Neither the School Department or the Recreation Commission have sufficient staff to cover the background work necessary. Obviously a greater in-depth survey is needed for incorporating new facilities into a complex of other structures as opposed to "making-do" with an old fire station.

The problem of inadequate information on which to base a sound, long-range decision might be resolved in at least two ways.

First, a special committee might be appointed to investigate other centers in the metropolitan area. High on the list should be the Hayden Recreation Center in Lexington, a privately endowed center for youth age 8-21. Although it is unlikely that Marblehead can afford the extensive facilities provided under the Hayden bequest, the range of programs offered at the center should provide an excellent opportunity to observe and evaluate. Any special committee appointed to undertake this task should be structured to include teen-agers who could be particularly helpful in appraising those programs eliciting the greatest response and participation among their peer group. The committee which we have suggested might be appointed by joint agreement of the School Committee, Recreation Commission, and Selectmen. A second approach to the teen-center problem might be the rather timely hiring of a recreation director to help evaluate and develop a suitable program for the town. The responsibilities of such a person are discussed in the following section.

Recreation Director

Before permanent facilities are provided, the Town should consider measures to provide better organization for leisure time activity. One aspect of this is to establish a new position for a recreation director. While this is a commonly established position in cities in the state, most towns in Massachusetts lag behind other parts of the country in having this office as an official municipal position. The National Recreation and Park Association has long advocated that when a community reaches a population 12,000 such an office should be established. But as a result of general indifference, only eight out of nineteen towns in the 20-30 thousand population range in the state have a full-time professional director. With more emphasis on recreation at all levels of government, including a proposed state office where local officials can obtain specific information, the number of communities with such positions should increase in the near future.

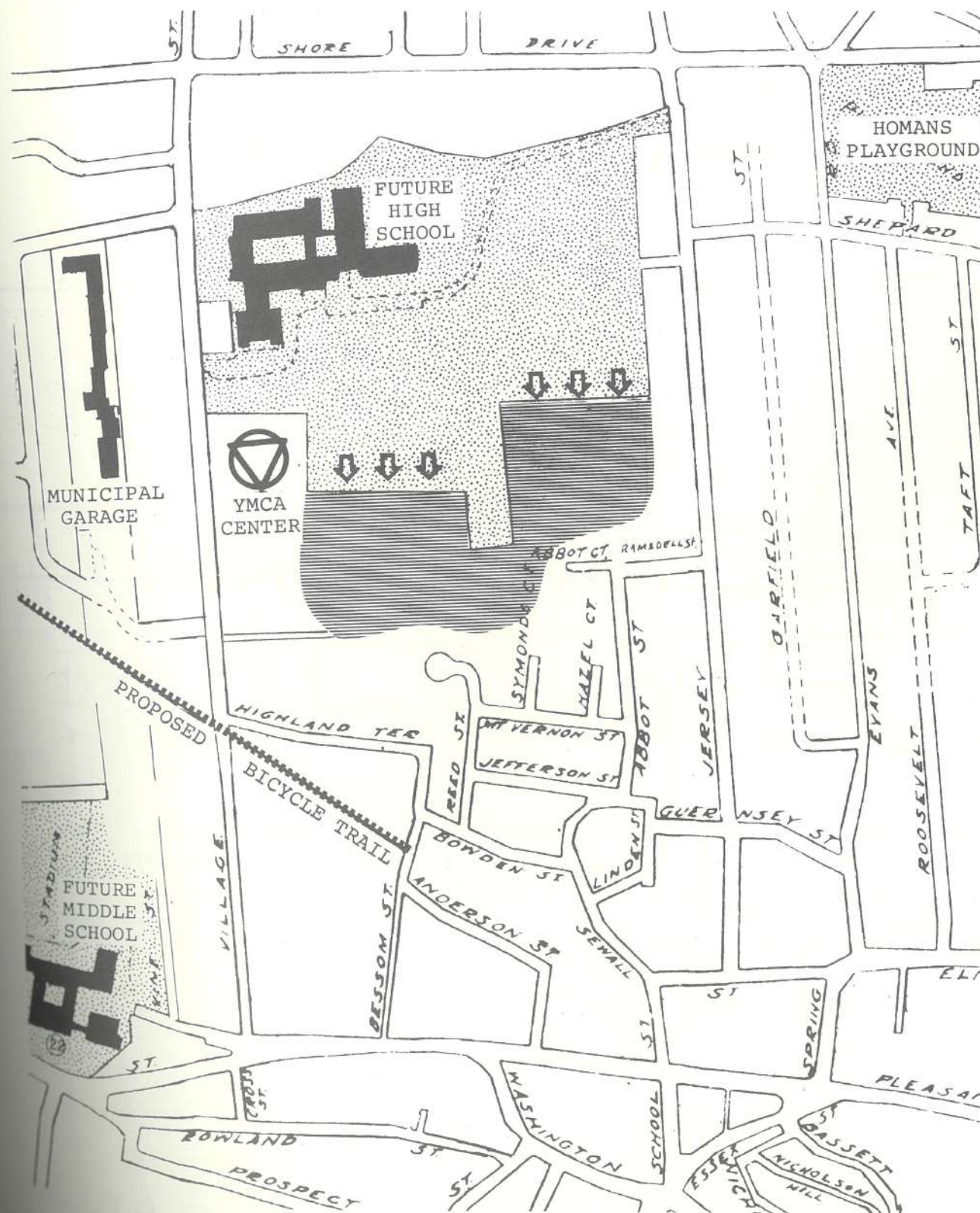
The myriad problems now handled by the Marblehead Recreation and Park Commission at marathon monthly meetings and the occasional day

to day details with which chairmen of the Commission have had to deal, would appear to be well in hand. To an extent this is true, but continued submergence in daily details (the so-called nitty-gritty) has tended to prevent the board from pursuing a broader approach to the overall programs, policies and goals with which it should be primarily concerned. A recreation director could lighten this burden and, with due respect to the Commissions efforts, could direct the program more efficiently on a full-time basis.

A second area in which a director of recreation could be particularly effective is in the development of better play areas adjacent to existing schools, the preferred location for neighborhood playgrounds. Currently, only at the Eveleth School do these facilities approach an optimum school-playground arrangement. Opportunities for developing or improving neighborhood playgrounds exist at the Bell site and at the future Lincoln Avenue school site. Meanwhile a start has been made on the Homans site in proximity to the Coffin School. Presumably a recreation director could be particularly effective in planning and supervising developments.

As previously indicated, the Village Street site for the new high school is geographically central to the community, with most residential areas lying well within a mile-and-a-half service radius. The centrality of the site, the need to provide certain facilities in conjunction with a high school plant including additional playfields, a possible skating rink, gymnasium and auditorium set the stage for an unparalleled opportunity to provide a community recreation center. The teen center and possible additional space for adult activities might further supplement the enumerated facilities. The inclusion of a combination of any or all of these indoor-outdoor spaces is both a challenging and complex task. With a recreation director to help coordinate efforts, there is great promise of success. With only part-time committees and boards with little or no experience or exposure to the problems and needs in such a center, one may be assured that the chances of success are but slight. It is important that the responsibilities for planning of those areas which involve future community use be assigned to one full-time, trained individual.

PROPOSED IMPROVEMENTS AT VILLAGE STREET



YMCA

The Marblehead-Swampscott YMCA is located in an antiquated 60-year old building in the center of the Uptown Business District. Obsolescence and lack of expansion room has severely limited the program. Present membership is estimated at 11 percent of Marblehead's population and 5 percent of Swampscott's. Enrollment is divided almost equally between males and females. Since 40 percent of the eligible youth under 18 in Marblehead participate in the Y program, it is important that the Town give limited assistance to helping this organization carry out its service to the community.

Desirably, the YMCA facilities need to be located in greater proximity to community recreation facilities and open space. As a part of this survey we have explored a variety of alternative locations--as have the YMCA Board of Trustees and Directors over a period of years. From our analysis it is recommended that consideration be given to including the YMCA within a community recreation center at the new high school development on Village Street. As previously indicated this location is geographically central to the community. Furthermore, this area would be easily accessible by the proposed bicycle trail--an important consideration relating to the participation of younger children living distant from the center.

In the event that such a proposal is considered, a separate but adjacent building might be erected by the YMCA. The facilities at the YMCA might then be rented by the Town as part of the high school physical education program. (The Town of Wellesley for a number of years has rented pool facilities at Babson and Wellesley Colleges as a part of its recreation program.) Reciprocal arrangement might also be made for YMCA use of the high school gym, complementing its own facilities.

The means of site acquisition for the YMCA Center is variable. The Town might lease land to the organization; the Y might acquire a separate lot on Village Street; or the Y might buy a parcel contiguous to the high school site and exchange it with the Town for a more central location. But maximum benefits from this opportunity can be realized only by inter-agency coordination of programs.

Jewish Community Center

In addition to considered improvements to Y.M.C.A. facilities, Marblehead and Swampscott residents will soon enjoy the advantages of the new North Shore Jewish Community Center on Community Road. Now under construction, the Center is expected to be completed by September of 1971. This facility will be operated on an open, non-sectarian membership basis, similar to the Y.M.C.A.

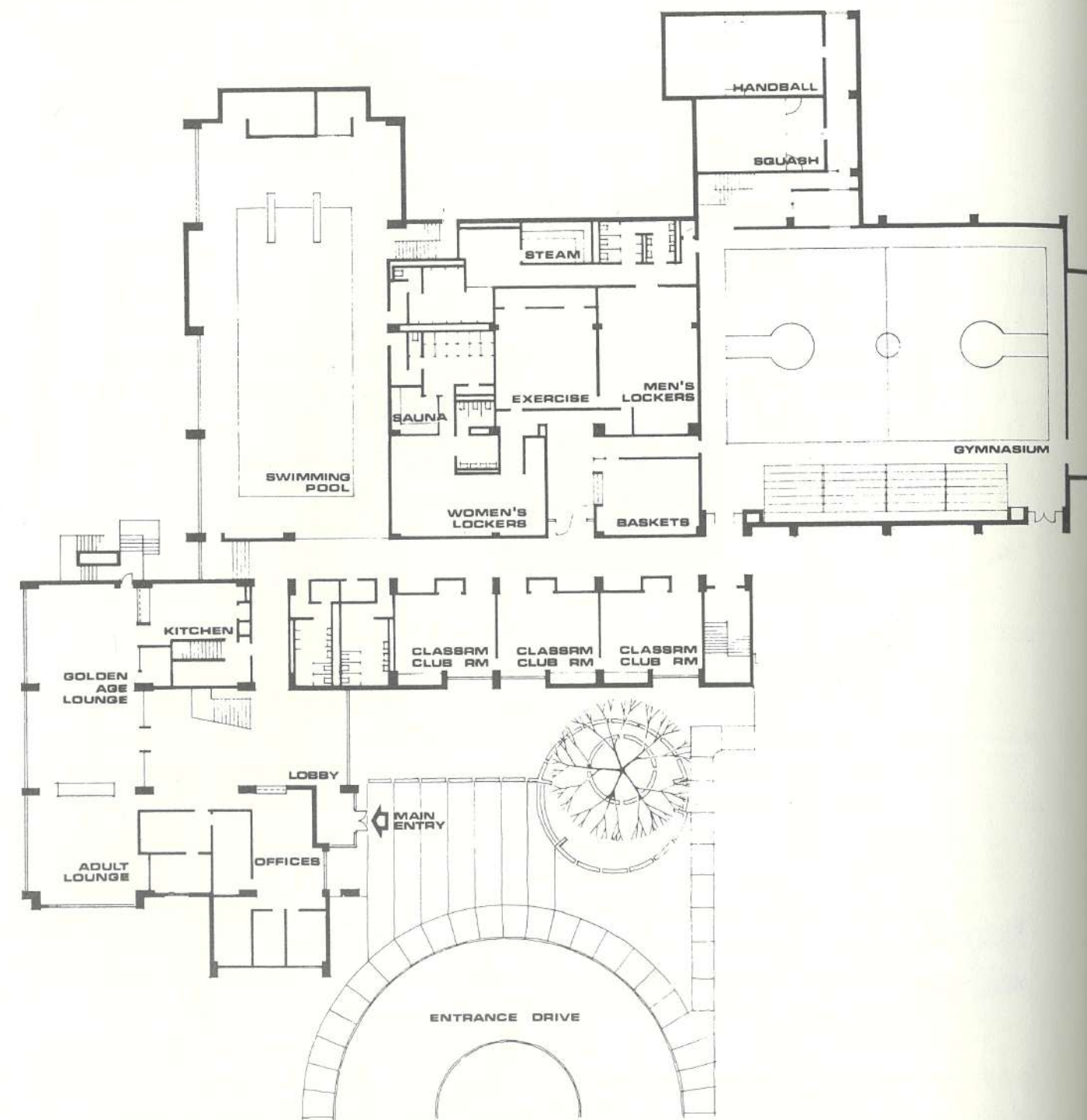
The Center will provide meeting rooms for group use, lounges for various age-levels from the teens to the elderly, and recreation areas. The latter include facilities for swimming, gym, squash and handball. Supporting uses include locker rooms and sauna baths. Outdoor game areas on the 11-acre site provide opportunity for tennis and softball.

The Center is strategically located adjacent to the proposed bike trail. This proximity will allow convenient and safe access by foot or bicycle from many areas of the community. Plans for the complex, shown on the adjoining column, were developed by the firm of Davies and Wolf, Architects, and influenced in part by the planning of Dober, Paddock, Upton and Associates, Inc.

Tedesco Country Club

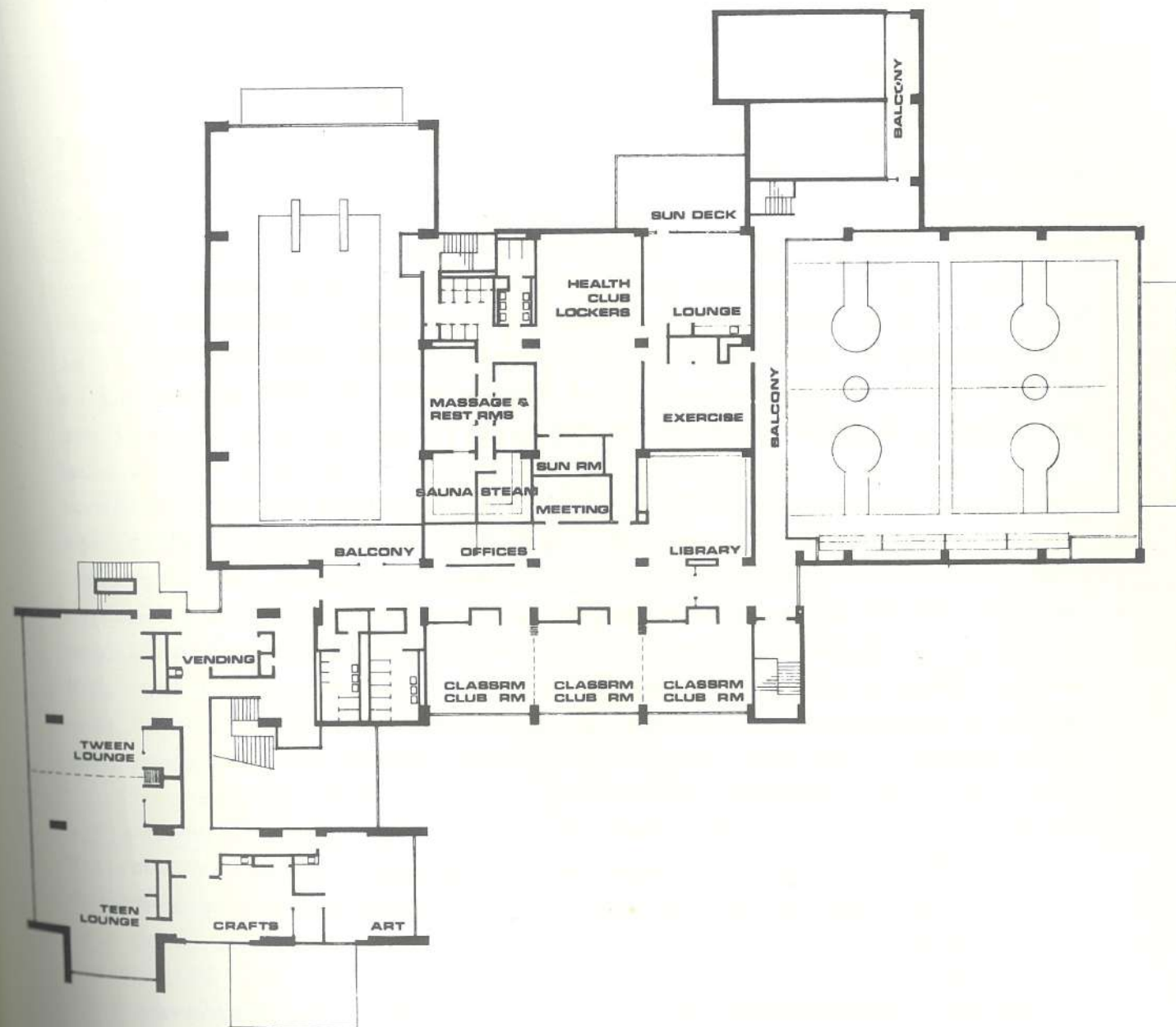
This organization has a membership of about 400, approximately 44 percent of whom are Marblehead residents. The club has dining facilities for members and is operated on a year-round basis, excepting the month of February. The club's property includes an 18 hole golf course located on a 183 acre site. Thirty acres of this land are located in Marblehead including the clubhouse and off-street parking, while the fairways fall mainly within the boundaries of Swampscott. Several tennis courts are no longer used, but the club does provide indoor badminton courts. The addition of a swimming pool is under consideration. While only an estimated 5 percent of the Marblehead population enjoys membership in this organization, club premises constitute an important open space element in this section of the community and the surrounding areas of Salem and Swampscott. It is important to the stability of these communities that this open space be preserved.

FLOOR PLAN FOR NORTH SHORE JEWISH COMMUNITY CENTER



FIRST FLOOR PLAN

FLOOR PLAN FOR NORTH SHORE JEWISH COMMUNITY CENTER



SECOND FLOOR PLAN

Marblehead and Salem Harbors

No report on the recreation resources of Marblehead would be complete without the inclusion of pleasure boating activities, which have a long tradition in the Town. Supervision of harbor activities are under the jurisdiction of a full-time Harbor Master and staff, assisted by a Harbor Advisory Committee, first established in 1965.

In recent years a number of improvements have been made to public landing facilities. In particular, State Street Wharf has been expanded, also providing the Town's only public off-street parking facility. In 1967 Town Meeting approval was given to the construction of a public landing on Village Street. This development is being carried out by the Massachusetts Division of Waterways of the D.P.W., under the provisions of Chapter 91 which extend financial and technical assistance to local communities for harbor improvements. Underwater ledge and the rising cost of construction have already rendered the Town's 18 thousand dollar appropriation inadequate to extend the pier as far out as initially planned. Town officials indicate that further extensions will be made after the present contract with the state has been completed.

Approximately 1,200 of the 2,000 moorings in Marblehead Harbor are owned by persons using them. Applications for any available moorings close in early April so that all spaces are committed prior to the start of the boating season. Just what residual needs are unmet can not accurately be determined. But it is obvious that demand far exceeds supply. Since Salem Harbor is under-used, the new Village Street pier will help considerably in providing additional opportunities for residents who wish to obtain moorings, which still remain available during the year. Because of the narrow road width (30 feet) at that point, additional land should be acquired to improve public access to the waterfront. Acquisition of one parcel of land belonging to the Bessom Associates should be given early priority to take advantage of one of the few remaining opportunities to improve access to this harbor.

A second access point to Salem Harbor through the recently acquired Stramski property is also of great significance. The property was originally acquired because it was a large tract and offered a variety of possibilities including some waterfront exposure. Town officials, and the Harbor Advisory Committee in particular, now realize that a major use of this site may well be for recreational sailing activities. For this purpose, a pier will be necessary and a modest launch ramp is being considered. The harbor board has indicated that preliminary plans for these facilities will be prepared over the coming year. The importance of this development can not be sufficiently emphasized. Together with the Village Street landing, Stramski will afford public access to the under-used potential of Salem Harbor. With most of the shore-line already pre-empted for residential use, this is, in all probability, the last location where public boating can be developed. The recent transfer of Coast Guard sea planes from Salem Harbor has removed a major obstacle to boating activity in this area. With the increasing shortage of protected mooring areas, use of Salem Harbor should increase rapidly.

Another area under consideration by the Harbor Advisory Committee and Harbor Master for additional boat access facilities is at Riverhead Beach at the upper end of Marblehead Harbor. This development would entail some dredging and the construction of a bulkhead as well as an access ramp. State assistance is available to help in such development to the extent of 25 per cent for dredging and 50 per cent for seawall construction from the Division of Waterways (Chapter 91). Also the Massachusetts Public Access Board might also provide assistance. (The Access Board was established in 1963 to assist local communities in the development of fishing and boating activities on ponds, rivers and coastal waters for the use and enjoyment of the public.) Participation of the Access Board provides 100 per cent funding for construction of all portions of a development directly related to this purpose, including necessary parking areas, but excluding marinas and concession facilities. Recent Access Board projects in adjacent communities include boat ramps and parking at Ipswich Town Pier, Lynn Harbor and in Salem, on the Danvers River.

Yacht Clubs

An area of activity related to the aspect of harbor usage are the yacht clubs which ring Marblehead Harbor. The largest of these is the Boston Yacht Club with a membership in excess of 600. At one time the club maintained a Boston station which has now been terminated. Because of this former facility, club membership is predominantly from out-of-town. Accomodations at the clubhouse include dining and overnight facilities for members only. The club operates on a year-round basis in the highly compacted downtown area. Membership is stabilized and further expansion of the premises is not contemplated. During the winter season from November to April, the Frostbite Sailing Club makes use of the yacht club's floats for brief periods on Sundays. Active participation in this organization averages 30 per Sunday, but the club maintains no clubhouse or other facility of its own.

The Eastern and Corinthian Yacht Clubs are the oldest in the community. Both are located on Marblehead Neck where traffic congestion is less of a problem than at the Boston Yacht Club. Membership in each is slightly in excess of 500 members. A bare majority of these reside within Marblehead, but a significant number are residents of Salem and Swampscott. The clubs are seasonally operated, offering excellent dining facilities and limited overnight accomodations for guests of the clubs. While the clubs have stabilized membership roles, they are located in an area where limited site expansion can occur, including modest extensions of off-street parking facilities. A smaller club, the Pleon is located adjacent to the Eastern Yacht Club premises and is limited to minors.

The Dolphin and Marblehead Yacht Clubs are located on the mainland in the urbanized section of Town, but one less congested than the Boston Yacht Club area. Together they serve a combined membership of under 500 who are drawn mainly from the community. Physically these clubs are smaller in size and do not have the elaborate facilities provided at the larger clubs. Parking for each is inadequate and this poses as great a strain on the surrounding

area as the larger clubs on the Neck. Membership is stabilized and because of constricted sites, expansion is not planned.

The five principal yacht clubs have a combined membership estimated at 2100. Of these approximately 1100 are residents of Marblehead. While the total membership is not entirely active, it may be assumed that those who are local residents do belong for active recreation participation as well as for social purposes. On this basis one can conclude that about 15 percent of the families residing in Marblehead participate in sailing activity through club membership. Since the harbor is now saturated and club membership is virtually stabilized, this proportion is apt to decline slightly as population increases. But there are other opportunities which can increase boating facilities available to local residents, albeit without the social prestige of the yacht clubs. These opportunities exist in the further development of Salem Harbor and the provision of adequate pier facilities at both the Village Street Landing and at Stramski Playground. While the potential of Salem Harbor is not as great as that of Marblehead Harbor, it can be used successfully to augment the present saturated use of the latter. Whether improvements in public access to Salem Harbor are made depend primarily on the willingness of residents to support this important area of recreational activity.

Gut'n Feathers Club

While far out-numbered by size and membership of the yacht clubs and country club, this small organization is the only other private group in the community formed primarily for recreation purposes which owns its own building. Badminton courts are provided in a former church structure across from the Post Office. The premises have been owned by this club for over 30 years, though actual organization dates back to the early nineteen-thirties. Weekly suppers are provided as an aspect of social activity. The club has no plans for changes. Off-street parking is not available.

Conservation

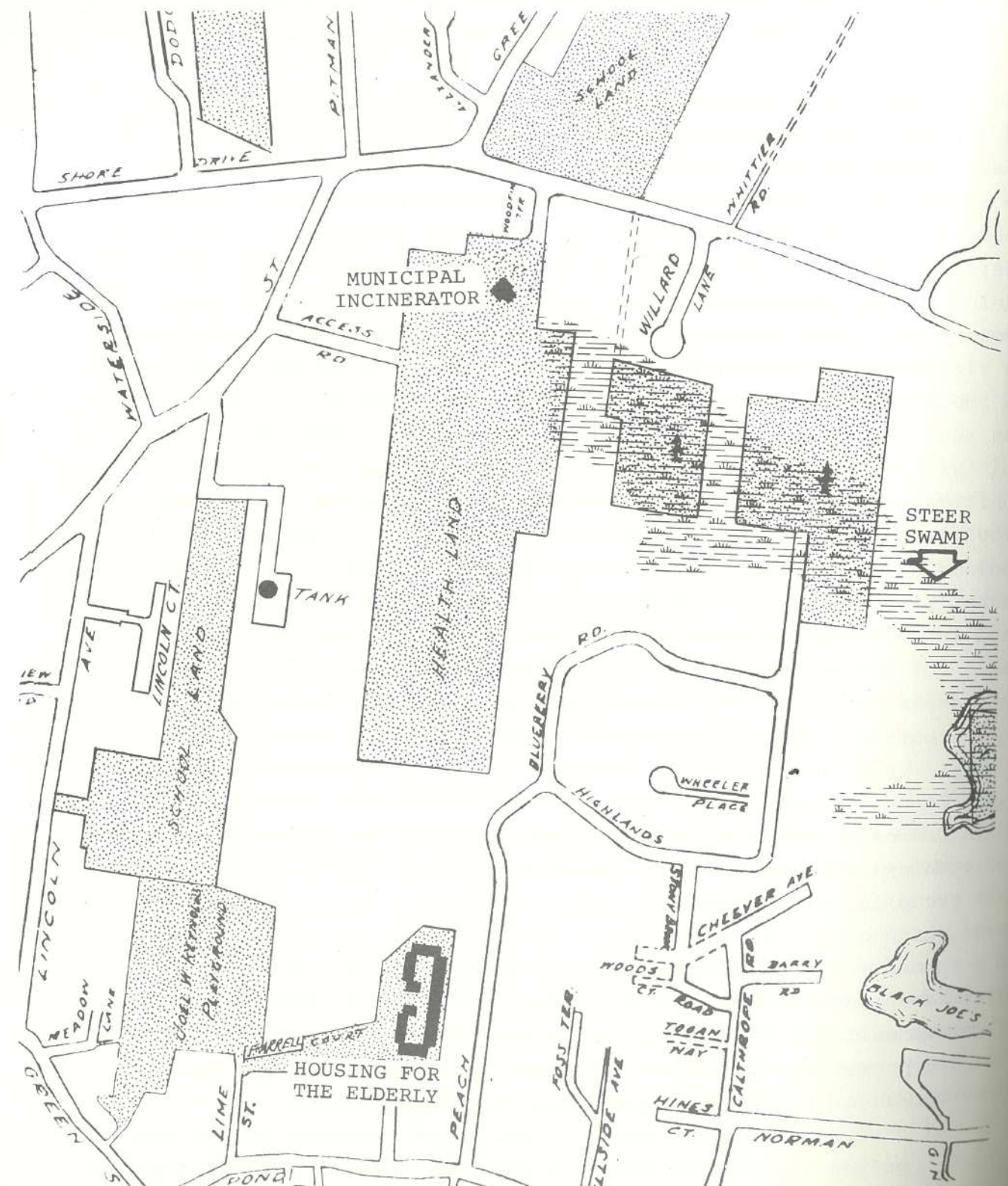
The Marblehead Conservation Commission was established by vote of the Town Meeting in 1961, in accordance with the provisions of Section 8C, Chapter 40 of the General Laws. Commission members are appointed, rather than elected to office, for three-year terms. Beginning in 1963, the Town Meeting has made annual appropriations to a Conservation Fund for land acquisition. Total amounts appropriated and set aside over this period amount to \$30,500. By judicious use of this money, about \$5,700 remained in the Fund after the acquisition of the Hawthorn Road tract last spring (1969).

Through donation of lands or purchase of private property sanctioned by the Selectmen (taking by eminent domain requires Town Meeting approval), the Commission has partially realized some of the goals it established during its first year of operation. These objectives included acquisition of the Ware Pond and Great Steer Swamp-Flag Pond Conservation areas. With the purchase of the last major parcel at Ware Pond, this area is virtually complete, with full conservation control over the pond surface. Presumably, additional segments of land along the shoreline of Ware Pond may be acquired eventually.

The Great Steer Swamp-Flag Pond program has developed to the point where the Commission has control of about thirteen acres, but needs approximately twenty more to complete the project. (The exact amount can not be more precisely determined at the moment because of rugged land configuration.) This consolidation will provide continuous control of flowage through the drainage area from the Town dump to Beacon Street, near its outflow into Doliber's Cove. Such acquisition is consistent with Town policy to remove those lands from development in which sewer development costs will be uneconomic and land generally unsuitable for sound housing use.

In addition to its land acquisition activities, the Commission has also carried out an excellent improvement program in the

TOWN LANDS NEAR STEER SWAMP CONSERVATION PROJECT

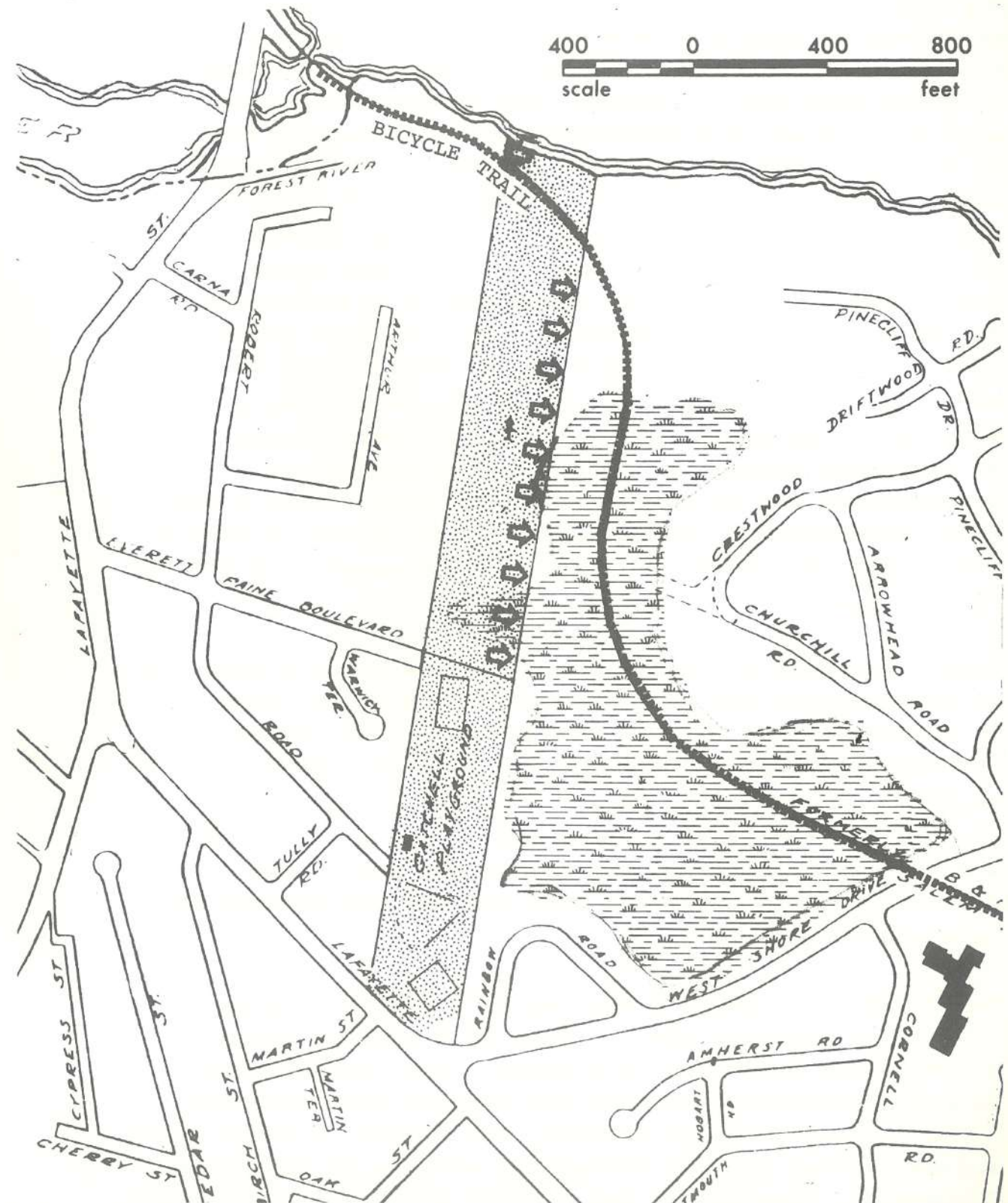


Gatchell Conservation Area (listed as a park in the recreation inventory because of its proximity to a heavily used playground). It is recommended that contiguous wetlands be acquired extending over to the former railroad right-of-way to supplement the present upland holdings. This section contains approximately 14 acres, much of which is a reputedly bottomless swamp. Beyond the former railroad are additional areas of low-lying wetlands. Although the lack of precise topographic data makes it difficult to determine how much of the land is unsuitable for private development, for estimate purposes this added area approximates another 10 acres. This should be purchased only if the price is deemed reasonable. The land holds no particular strategic value insofar as the overall program is concerned and no great financial sacrifice need be made to acquire it.

With the increasing cost of land, whether marginal or buildable, and gradual slowing of voluntary sales or donations of land for conservation purposes, the Commission has come to realize that the Great Steer Swamp project and additional areas of interest perhaps cannot be completed without outside financial assistance. This is not to imply that the Town cannot afford to continue its established program of purchase, but rather to emphasize that unless additional funds are made available, some of the objectives may not be realized. With a wide array of other needed outlays detailed in this report, appropriations for the Conservation program may remain at a relatively low level. On the other hand, Federal and State assistance programs for conservation purchases provide subsidies of up to 50 and 25 per cent of cost respectively. Up until now Commission acquisitions have been individually small, low in cost, or free. Consequently, the Commission has not previously resorted to outside aid, nor has it been encouraged to do so.

All told, conservation lands the Town should have an interest in acquiring by gift or purchase amount to roughly 50 acres. While much of this property is of marginal quality, costs are running higher on everything in sight. Furthermore major outlays

POSSIBLE EXPANSION OF CONSERVATION LAND AT GATCHELL



for land purchases could be precipitated by projected private development in locations where engineering costs to the Town might be excessive. (Reportedly \$42,000 was saved in drainage extension costs when the Hawthorn Road conservation area was acquired.) Given these considerations with the present rate of input of \$5,000 per year in the Conservation Fund significant progress will be difficult to achieve. We would therefore urge that the Town seek assistance from state and Federal sources on its major project of long standing, Great Steer Swamp, at the earliest opportunity. The preparation of an application for Steer Swamp will be complicated, involving first a determination of the area needed from each of several owners (since most of these are likely to be partial takings). Secondly, each such parcel must be separately appraised and carefully surveyed. As a practical matter, the submission of an application for Steer Swamp probably can not be made for another year because of technical complications. The availability of 75 per cent assistance from outside sources should be sufficient to assure local approval in 1971, however.

Among other lands considered for conservation use, the marsh area on the Marblehead side of Forest River should be preserved as an integral part of the open space inventory. For the most part the margins of the impounded water basin lie in Salem but approximately 20 per cent of the one-and-a-third mile perimeter is within the municipal boundaries of Marblehead. While it is desirable that part of the adjacent marsh areas become part of the public domain to assure preservation, other areas of more pressing need must be given priority.

An alternative to public acquisition of the Forest River marshlands would be to have them set aside as an integral element of a planned unit residential development. Since the adjoining hillside along Forest River has been quarried extensively for gravel in years past, the remaining land is rough, steep in places, and for the most part not economically suitable for single-family development. Depending on just how much land is ultimately brought

under single ownership control, much of this land would be adaptable for a development of mixed types of housing including both single and multi-family units. Within the limit of any such proposal, certain of the lands could be set aside as open space by covenant or deeded to public control. In the long run this arrangement would be as suitable as outright public acquisition.

The so-called Lead Mills site adjoining Salem and Salem Harbor has been another area of interest both prior to and during this survey. Individual members of several boards have raised questions as to its place in the overall plan. The Conservation Commission feels that probable cost (principally for 2 acres of upland) is out of line relative to need and benefits obtained. Although the Lead Mills site is adjacent to Salem Harbor, it is located at the upper end of the harbor where underwater ledge and muck make the water area more suitable to marine conservation than water sports. Both the monetary cost of correction and the biological disturbance to marine life make any change in the character of the harbor at this location both impractical and improbable. The area is scenic -- but so are many other sites in Marblehead. At the time of the last transfer the sale price of the property was based on the fact that a portion of the site (in Salem) was zoned for apartment development.

In substance, these factors weigh heavily against any argument which can be raised in support of acquisition, despite state and Federal assistance to defray the cost. (An exception might be made for a cooperative purchase by Salem and Marblehead.) Therefore, rather than urge taking of the entire Lead Mills property, we confine our recommendation to the purchase of about .73 acres of beach area, separated from upland parcel by the former railroad right-of-way. The acquisition is intended to extend public control along the shore-line (it is adjacent to Gatchell) and to assure conservation of marine resources. Since the land is at tide level and is already encumbered by protective wetlands legislation, the value of this parcel is assumed to be low.

Federal, state and local measures to assure the preservation of open space in urban America have come a long way in little more than a decade. To a community as highly urbanized as Marblehead, the local conservation effort is particularly important in maintaining a healthy balance of open area in contrast to rather tight land development in some sections of town. But it will be largely through state and Federal assistance that its full potential can be realized. The Conservation Commission has already accumulated about 24 acres in land donated or purchased since its inception. Another 13 acres at Gatchell was turned over to its jurisdiction in 1962. Between foreseeable objectives and unanticipated gifts, the Commission should eventually control about 100 acres. This, together with other privately held conservation areas at Goldwaite, Brown Island and the Audubon Bird Sanctuary, will ultimately represent about five per cent of the Town's total land area.

X PUBLIC UTILITIES

Incinerator

As everywhere, waste disposal is an increasing problem in Marblehead. The Town's incinerator, built in 1957 and operative since 1958, replaced a sanitary landfill operation originally conducted on the site of the present V.F.W. building on West Shore Drive. The plant has a design capacity of 80 tons per day or roughly twice the volume as reported for 1968 by the Board of Health, which is responsible for its operation.

Since 1963 the Board has been concerned with the limited capacity of the receiving pit used to store waste from day-time collections. Under normal conditions with adequate storage, the time necessary to incinerate daily accumulations might require two, and possibly three, shifts. But based on a reported 13 hours of operation, it is apparent that extended burning time is substantially restricted by pit capacity. The problem has been further compounded by rising waste volume which has increased by 40 per cent over the past six years. The Board has managed to cope with the situation on a temporary basis through the use of staggered street collection hours. But this is only viewed as an interim measure. Based on plans for an enlarged pit, consultants to the Board have estimated that correction to the problem will require an expenditure of about 100 thousand dollars. In all other respects the plant is in sound condition and no further outlays are anticipated.

Despite the fact that the Marblehead plant is a relatively small one (as compared to the design capacity of 230 tons per day at the Salem incinerator), the operation is reasonably economical. In a report published by the Metropolitan Area Planning Council several years ago, Solid Waste Disposal Program for Metropolitan Boston, Volume I, experienced costs for incineration were listed as ranging from \$3.42 to \$12.13 per ton, (the figures were not further qualified as to source). By contrast, data furnished in the annual report of the Board of Health indicates that the average cost between 1963-1966 was \$5.85 per ton and for the two succeeding years (1967-8) was \$5.00 and \$5.08 respectively.

Generally speaking, the useful life of an incinerator similar in size and age to Marblehead's is about 25 years. This time limitation would suggest that if the Town is going to make improvements, that such additional outlays as the Town now faces can be amortized more economically over a longer time period than a shorter one. Thus regardless of the method of financing (i.e. 20-year bond or current appropriations), the cost of the pit extension must be charged off to the remaining useful life of the incinerator.

Another aspect of the problem of waste disposal has additional subtle undertones other than financial. Specifically, the area used for dumping non-combustible refuse, including glass, metal and worn-out appliances is beginning to encroach on lands the Conservation Commission wishes to acquire for the Steer Swamp Conservation Area.

The decision is compounded by the promise of regional incineration. First suggested many years ago, this prospect has generated much opposition to further outlays on the present plant. According to the report cited, only 15 out of 79 communities in the metropolitan area are served by incinerators, and open dumps and sanitary landfill operations have either closed or are fast approaching saturation. Consequently, the hope persists that if the situation approaches a crisis on the metropolitan level, a solution may be close behind.

The dilemma that Marblehead faces is further heightened by the Planning Council report which states in part "... (the incinerator) is adequate for Marblehead's needs, but because its storage pit is small, this incinerator should be phased out by the middle to late 1970's as it obsolesces." As a resolution to the problem, the report suggests a regional service district be established to serve Marblehead and five surrounding communities. Location of the disposal site -- and hence the structure of the district -- could well be altered by future highway construction which may open up hitherto inaccessible sites.

To expedite possible formation of this or other similar districts elsewhere, legislation was passed at the recent session of the General Court. Such acts as Chapters 834 and 356, Acts of 1969, provide both enabling legislation and financial means for voluntary intergovernmental cooperation. Basic to such a solution is the political aspect of the situation, for most communities are reluctant to accept someone else's rubbish. In the event of a total stalemate, municipal and state officials are watching with interest the construction of a private refuse compaction plant in East Cambridge, to be operative sometime next spring. Handling 2,000 tons a day, plant compressors will condense the waste into 2 ton cubes, to be shipped by rail to destinations unknown. The operator, Reclamation Resources Inc., was recently awarded a refuse disposal contract for the city of Milwaukee.

Previous proposals by the Metropolitan Area Planning Council call for a 6-community regional service district to include Marblehead. During the initial years of the regional program heavy reliance would be made on the Salem incinerator. This being the case, Town officials should consider an early arrangement with Salem to incinerate daily overloads from Marblehead. Desirably such negotiations might begin this year before the local situation becomes aggravated. The MAPC plans to initiate sub-regional conferences on the disposal problem and this might provide a suitable beginning. In summary, it would appear that a regional solution either on a partial or total basis is close at hand. On this premise a major capital outlay to enlarge the present receiving pit is not warranted.

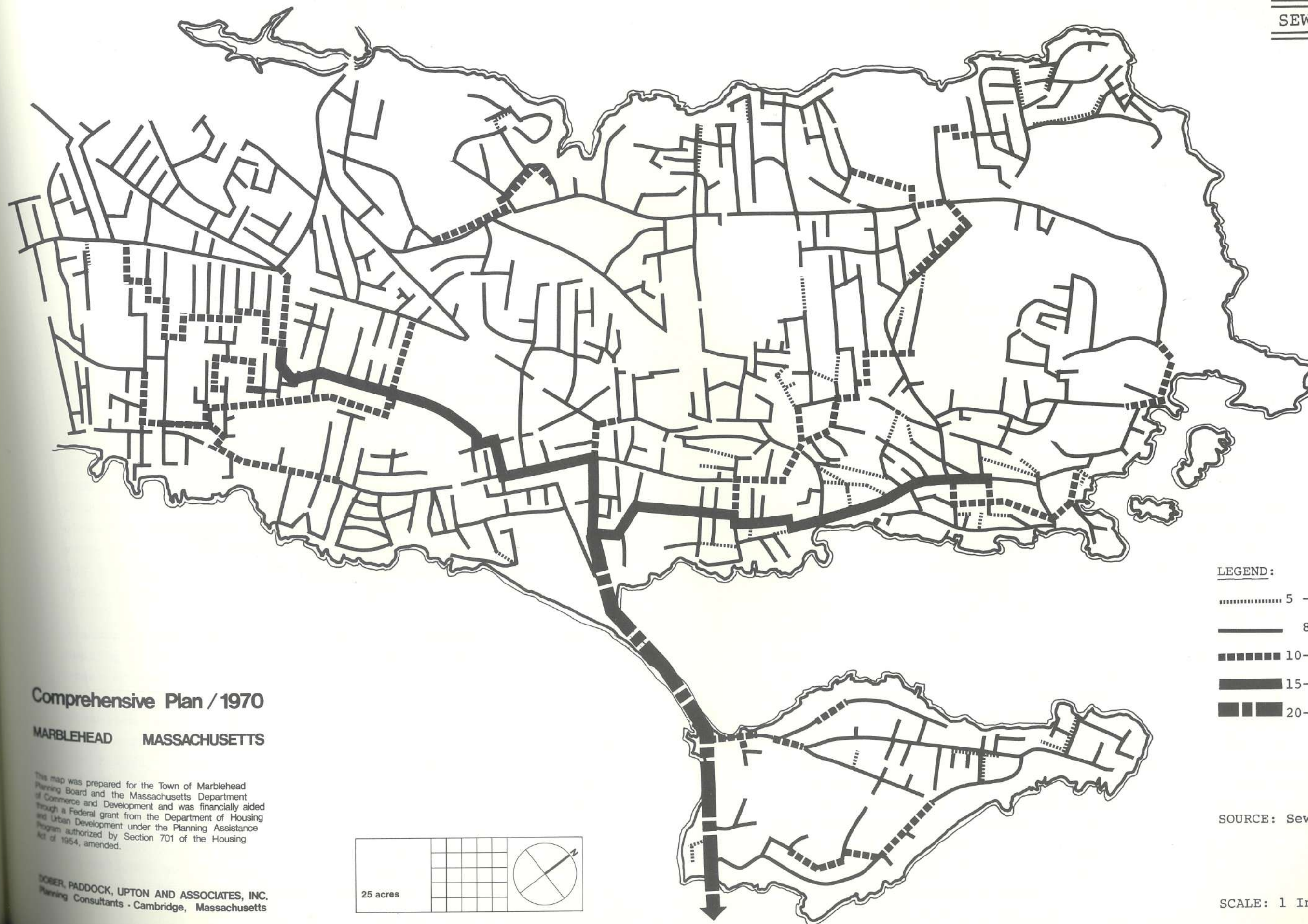
Sewer Commission

The Sewer Commission is currently completing work on a comprehensive 12 year program developed by the firm of Haley and Ward, consultants to the Commission for over 40 years. Begun in 1959, the long range project is to be completed in 1971. Work has largely involved the laying of new sanitary lines, and providing lift stations and force mains in order to bring hitherto unsewered sections into the sanitary system. Over the past 10 years, close to 25 miles of main sewers - a 50 percent increase - have been added to the system. While some of this footage represents privately-installed lines in new residential developments, the bulk has been constructed by the Commission. Installation has recently been completed on the Neck so that the Peach's Point section is the last remaining area not serviced. Expenditures for the work represented in this program has been at the rate of \$250,000 per year with about \$15,000 of this appropriated from general revenue and the remainder bonded.

Eventually greater capacity lines will be needed on portions of West Shore Drive. Desirably this work should be closely timed with future water line improvements in the area. Such coordination will reduce the resurfacing work necessary to maintain this roadway as an important traffic arterial. If land in the vicinity of Forest River is intensively developed, additional sewer capacity on Brookhouse Drive on Tedesco Street may also be needed. But further projection of plans in this sector must await a decision on regional treatment with either Salem or Swampscott. Based on the advanced development of the community, the extensive work performed by the Town over the last decade, and the expected low density character of further residential development, only limited additional work is needed. Primarily such works will consist of short segments of line intended to keep the system in balance.

Sewage Treatment Plant

Of prime interest to the community, the proposed sewage treatment plant has occupied the spot-light for the past year. The matter of treatment was raised in 1967 by the Water Pollution



LEGEND:

- 5 - 6 Inch Mains
- 8 Inch Mains
- 10-12 Inch Mains
- 15-18 Inch Mains
- 20-24 Inch Mains

SOURCE: Sewer Department

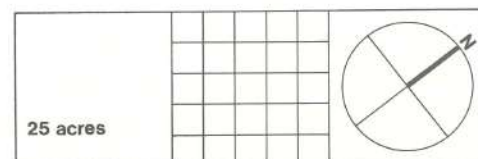
SCALE: 1 Inch = 1/4 Miles

Comprehensive Plan / 1970

MARBLEHEAD MASSACHUSETTS

This map was prepared for the Town of Marblehead Planning Board and the Massachusetts Department of Commerce and Development and was financially aided through a Federal grant from the Department of Housing and Urban Development under the Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, amended.

DOHER, PADDOCK, UPTON AND ASSOCIATES, INC.
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Control Division of the Massachusetts Department of Natural Resources (the Division was created by the Massachusetts Clean Waters Act of 1966) and the Town was notified in July of that year that corrective measures be undertaken. To assist in the development of a treatment plant, the Federal government will pay up to 55 percent of cost and the Commonwealth, 25 percent with the remaining 20 percent to be bonded for whatever period the local community may choose.

The matter of plant design (totally enclosed) as well as proposed and alternate location studies have been prepared by the firm of Haley and Ward for the Commission. The issue has twice been before Town Meetings - in March and at a special meeting in October 1969. Both times the Town has voted to appoint special study committees to investigate and report on alternatives to the Warrant articles. In July the first committee report was completed dealing with alternate locations for the treatment plant other than the Church-Jenney site recommended by the engineering consultants and the Sewer Commission. By a majority vote, the committee favored the Riverhead Beach location some 500 feet removed from the originally proposed site across Ocean Avenue.

A second study committee was voted at the October Special Town Meeting to investigate means (other than a sewage plant along Ocean Avenue) by which the Town might comply with the state directive to clean up its discharge. This committee, recently organized, will further evaluate the costs of tying into South Essex regional sewerage system which includes the Cities of Salem and Peabody, versus an alternative arrangement with the Town of Swampscott. Preliminary rough estimates for either solution are reputedly below the cost of constructing a plant in Marblehead.

Until such time as this committee has had an opportunity to investigate and prepare its recommendations prior to the Town Meeting in 1970, further action can not be taken. In the mean-

time it is important that an objective perspective on the matter be maintained. If the plant is to be built somewhere near the causeway, we would recommend construction at Riverhead Beach as a part of a marina and boat launch facility (i.e. multi-purpose). The consultants to the Sewer Commission have prepared a cost analysis for all sites in the vicinity of Ocean Avenue. Estimates for alternate Riverhead locations run up to 25 percent above that for the site originally proposed at the Church-Jenney site. In relative terms this difference would amount to ten cents on next year's tax rate (and declining amounts thereafter) if the entire sewer plant is bonded for a 20-year period.

A point that many have missed in the debate on location is the possibility of developing multi-purpose recreation facilities at Riverhead Beach together with a treatment plant. The plant will require a partial seawall for protection. We have proposed extending this wall so as to provide harbor marina facilities and landing. The additional cost incurred in developing the full seawall would amount to less than 10 cents on the tax rate for the first year of a 10 year bond issue. Or should the Town elect to pay this money out of current appropriations, the amount necessary to cover the local share of Harbor improvements under Chapter 91 are estimated at 60 cents for one year. Not only would the Town thereby gain docking facilities and a continuous harborside promenade from the causeway to Seaside Park, but also the state Public Access Board could construct a boat launching ramp and parking service area at no cost to the community. The Public Access Board has viewed the site and indicated that without a seawall extending into deeper water, an access ramp was not feasible. Hence, the inclusion of sewerage treatment facilities at Riverhead Beach would offer a cost savings in other elements of site development for recreational use. But this economy should not dominate the decision for final location of the plant. If joining in a regional facility outside the community provides a practical solution, then by all means, this is the course of action to follow.

Water Department

The Marblehead Water Department, under the general supervision of three Commissioners, has a complete system of water service to all parts of the community. The network of mains includes some lines still in use dating back to 1878 when a new system was laid out to serve the downtown area.

In 1952 Marblehead joined the Metropolitan District (MDC) Water System which furnishes water to most metropolitan Boston communities. By this action the Town is assured of adequate water for a population that will ultimately be double what it was in 1952. The Thompson Meadows land in Salem, formerly the location of sand filter beds when the Town furnished its own water, eventually will be crossed by the I-95 connector. A second parcel of 26 acres in Salem on Loring Avenue where the water pumping station was once located is also still owned by the Town. The wells at this site have been capped and a 20 inch main to this location is maintained for emergency water purposes.

The Water Department is carrying out a long term program of improvement, including the replacement of smaller lines still serving large numbers of residences. The Department retains the firm of Haley and Ward, engineering consultants to the Town for many years, to advise in this work. Progress in replacement of small, antiquated lines over the past 4 years includes the discontinuance of two-thirds miles of lines 8 inches or smaller.

Among future major projects, a larger distribution line is needed on West Shore Drive to supplement the existing 8 inch main. The additional capacity here is needed to maintain adequate service to the expanding residential development along the Salem Harbor side of Town. Other similar but less extensive projects will also be carried out in future years. Since all existing developments are tied in to the water system and new sub-divisions require water line installation by the developers, the activity of the Department is entirely one of maintaining service adequate to the needs

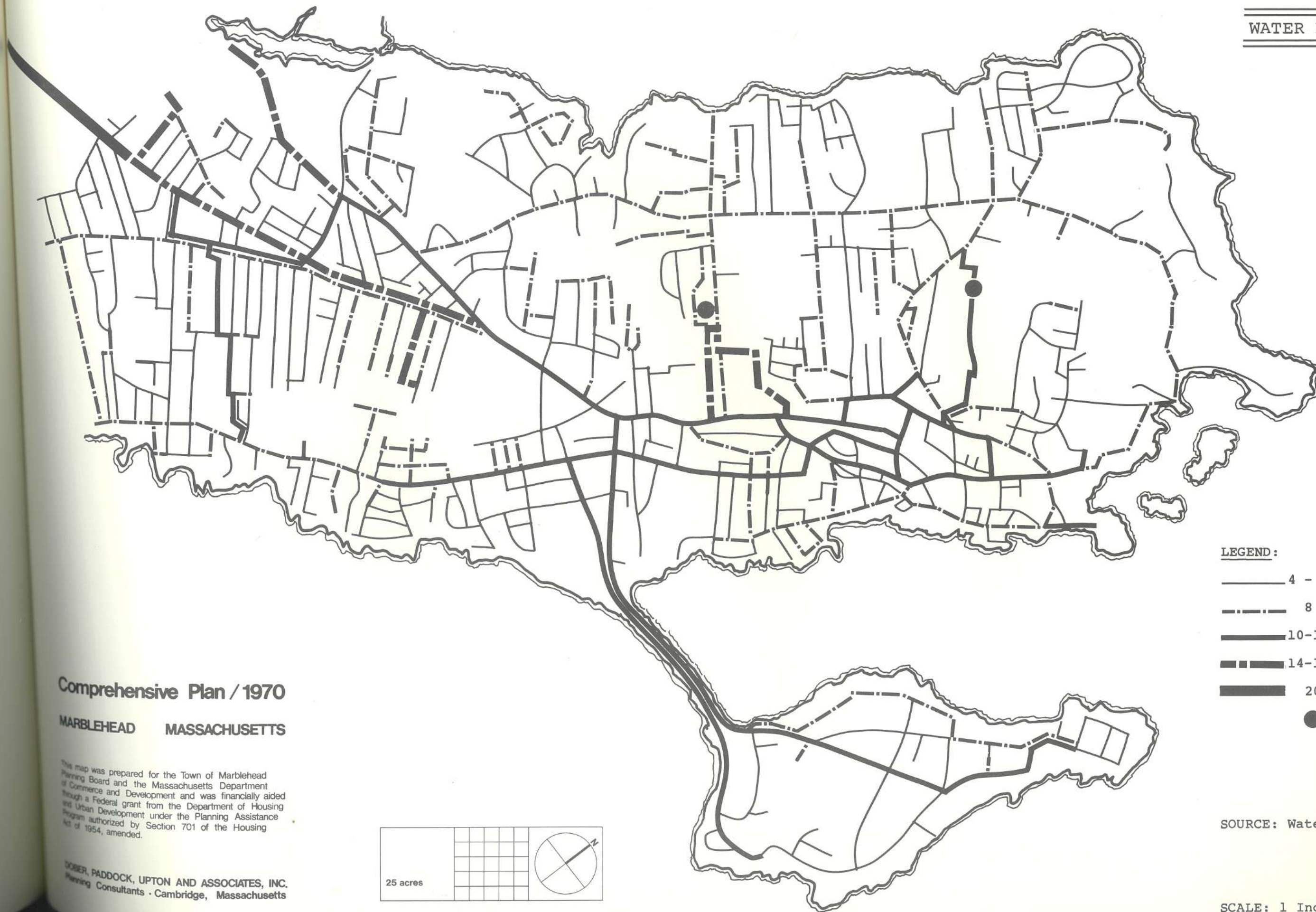
of the community. As provided under Section 42A, Chapter 40 G.L., water rates cover all maintenance, and bond and interest payments related thereto.

Municipal Light Company

The Municipal Light Company is a publicly owned utility operated under the jurisdiction of a manager appointed by a board of three elected commissioners for terms of three years. By law the annual profits are limited to 8 percent of revenues. Like other Town utilities the provision of adequate revise requires constant outlay for additional capacity. Between 1962 and 1968 power distribution increased by 50 percent to 51,865,280 Kwh. This increase is partly attributable to the use of electricity for home heating. To meet the increased demand the company has constructed several new sub-stations, the newest of which has been located at the "Y" of the former railroad right-of-way. The new station is planned for a capacity of 30,000 KVA for which an outlay of \$300,000 is anticipated, to be financed out of revenue.

The Light Company had a surplus of \$1,681,010 at the end of 1968. Of particular interest to local residents is the amount of surplus funds transferred annually from this account to reduce local taxes. In 1968 this amounted to \$85,472, the equivalent of 46 cents on the tax rate of \$26.50. This sum was less than in former years partly because of its costs incurred in moving company offices into refurbished quarters at the plant on Commercial Street. The cost of the new sub-station will also limit the transfer of surplus cash for at least another year or two. Amounts transferred in 1966 and 1967 were substantially larger (\$128,805 in 1967). Presumably larger amounts will be available in coming years to help ease the impact of needed municipal capital improvements outlined elsewhere in this report. The company's expected removal of pole storage from its property off Bessom Street, will enable the Town to provide needed off-street parking space on the former railroad land.

WATER FACILITIES



LEGEND:

- 4 - 6 Inch Mains
- - - - 8 Inch Mains
- 10-12 Inch Mains
- ■ ■ ■ 14-16 Inch Mains
- 20 Inch Mains
- Standpipes

SOURCE: Water Department

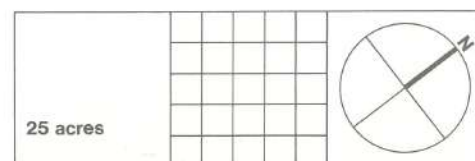
SCALE: 1 Inch = 1/4 Miles

Comprehensive Plan / 1970

MARBLEHEAD MASSACHUSETTS

This map was prepared for the Town of Marblehead Planning Board and the Massachusetts Department of Commerce and Development and was financially aided through a Federal grant from the Department of Housing and Urban Development under the Planning Assistance program authorized by Section 701 of the Housing Act of 1954, amended.

SOBER, PADDOCK, UPTON AND ASSOCIATES, INC.
Planning Consultants - Cambridge, Massachusetts



XI PRINCIPAL BUSINESS DISTRICTS

Introduction

Beside the consideration of employment, sound retail activities are of importance to Marblehead in several respects. First, retailing occurs principally in the uptown and downtown centers which are surrounded by densely developed housing of about 10 units per acre. Under such urban conditions, adjacent housing is sensitive to the variables of commercial activity. If business uses are attractive and well maintained, neighboring residential property values and maintenance will also be stable. Parking congestion which is allowed to overflow into adjacent residential streets from the business areas is harmful to the residential uses, however. Provision of adequate off-street parking is a means by which this situation can be avoided. Corrective measures are discussed later in this section.

Retail centers are places for communication between people. In both the uptown and downtown business areas, these "meeting places" are reasonably adequate. But additional attention to detail would enhance their vitality and improve their environmental quality. The small, intimate scale of both districts provides an atmosphere sought by specialty retail stores which competing centers such as Vinnin Square cannot offer. Public action can be an effective force in improving this quality by such means as providing adequate parking, improving traffic circulation and creating pedestrian malls.

Finally, viable retail centers are important to the local tax base. With the prospect of limited future industrial development, sound commercial districts offer the only opportunity of spreading municipal costs to non-residential activities. Based on our estimates that Marblehead's two business centers constitute about 5 percent of the tax base, this amount is equivalent to \$1.50 on the tax rate. With long-term encouragement via specific community actions, this amount can be increased.

Attached tables showing retail trade activity have been refined for easier comprehension. The data indicates that while total retail sales for Marblehead have increased, they have not done so

commensurate with per capita increases for comparable areas from the sub-region to state levels. This performance was mainly affected by the loss in food sales after a chain-store supermarket moved to Vinnin Square. Substantial increases in total per capita sales in Swampscott and Peabody, as mentioned earlier, are attributable to the respective developments at Vinnin Square and the North Shore Shopping Center.

The data should not be interpreted as indicating that retailing in Marblehead is in slow decline. Rather, it signifies those areas in which the Town has particular strengths. Particularly apparent is the increase in apparel and miscellaneous retail sales categories, reflecting an increase in leisure time and disposable income. It is in these particular areas where local retail sales can be expected to excel in the future. Some residents may view the prospect of more sales as indicating further intrusion by "outsiders". But they are going to come anyway, to experience the particular historic and environmental charm which the Town offers. If as a result of these visits, retail activity is stimulated, the quality of services available to local residents is certain to improve.

Tourism - Recreation

Tourism constitutes a growing area of the limited local economy. However, absence of significant local overnight accommodations somewhat limits fuller development of this activity. (The loss of the New Ocean House in Swampscott in 1969 adds to the present shortage.) High land values and the seasonal use of such accommodations make it unlikely that a change of any consequence in the local supply will occur. As a result, tourism is restricted primarily to day trips to Marblehead to view the Harbor and the Old Town historic area.

In addition to tourism as a form of recreation, outsiders come to Marblehead for participation in more active sports, such as, sailing or swimming. The majority of those who come for sailing are members of local yacht clubs. Swimming facilities are available to the public at large at Devereux Beach. While swimming areas are adequate

RETAIL TRADE ACTIVITY

	Year	Establishments With Payroll	Sales (000)	Sales per Capita	Percent Increase in Sales per Capita 1958-1967
Marblehead	1958	135	\$ 14,041	\$ 883	13.6%
	1963	138	17,620	951	
	1967	157	21,007	1,003	
Salem	1958	550	71,410	1,780	27.8%
	1963	451	78,777	2,009	
	1967	437	91,202	2,274	
Swampscott	1958	88	8,279	633	64.3%
	1963	81	12,316	926	
	1967	60	14,560	1,040	
Peabody	1958	332	48,355	1,812	43.4%
	1963	315	79,095	2,456	
	1967	365	108,535	2,598	
Boston Metro. Statistical Area	1958			1,402	32.5%
	1963			1,531	
	1967			1,857	
State	1958			1,290	34.2%
	1963			1,443	
	1967			1,731	

MARBLEHEAD RETAIL SALES TRENDS

TRADE CLASSIFICATION	Establishments With Payroll			Percent of Total Sales			Percent Change in Dollar Volume 1958-1967
	1958	1963	1967	1958	1963	1967	
Building Materials, Hardware	4	8	7	2.3	2.9	3.5	127.4%
General Merchandise	3	1	7	0.7	D	D	--
Food Stores	27	25	18	34.0	35.6	23.4	2.9%
Automotive Dealers	7	5	12	12.1	11.9	11.2	38.4%
Gasoline Service Stations	9	11	12	6.1	5.3	6.0	46.8%
Apparel, Accessory Stores	12	11	13	4.7	4.9	7.6	140.8%
Furniture & Home Equipment	7	3	6	1.3	0.4	0.8	-2.8%
Eating & Drinking Places	19	23	19	5.9	6.3	6.5	63.2%
Drug & Proprietary Stores	4	5	6	D	7.7	6.9	--
Miscellaneous Retail Stores	38	39	47	13.3	13.3	19.8	121.8%
Nonstore Retailers	5	7	10	D	D	D	--
TOTALS	135	138	157				49.6%

D - Withheld to avoid disclosure

SOURCE: U.S. Census of Retail Trade: 1958, 1963, 1967; Mass. Department of Commerce & Development

for current and probable future demands, boating activities are limited by availability of mooring facilities in Marblehead Harbor. This shortage will be partially relieved by the development of a new pier at Village Street Landing and mooring locations in Salem Harbor. But with the growth of the boating industry, this development is only expected to meet local demands.

While tourists are looked upon by many as an unnecessary nuisance, they are particularly essential to the sustenance of the Downtown shopping area. Evidence of this impact is the number of shops Downtown which cater to out-of-town trade and the comparative inactivity of off-season months. Except for local convenience services this business section would not be a viable one.

Business persons with whom we talked were generally unable to provide measurable locational comparisons. But each is well aware that street capacity, traffic volume limitations, and the inadequacy of parking have practical bearing on the number of outlets which a given area can support. One sales person at the Fife and Drum (gift shop) indicated that the new Downtown quarters had failed to provide the gross the business formerly enjoyed at Vinnin Square. (The season was late fall and there was a noticeable absence of shoppers in the Downtown area. In this case, accessibility was also a factor.)

Most business people are concerned with the tourist dollar, for the tourist season far outlasts the active summer recreation peak period of July-August. With saturation level now reached in sailing opportunities, most businessmen see the continuing vitality of local business as increasingly related to tourism and the difference between a fair or good year dependent upon the volume of out-of-town spending.

Business District Improvements

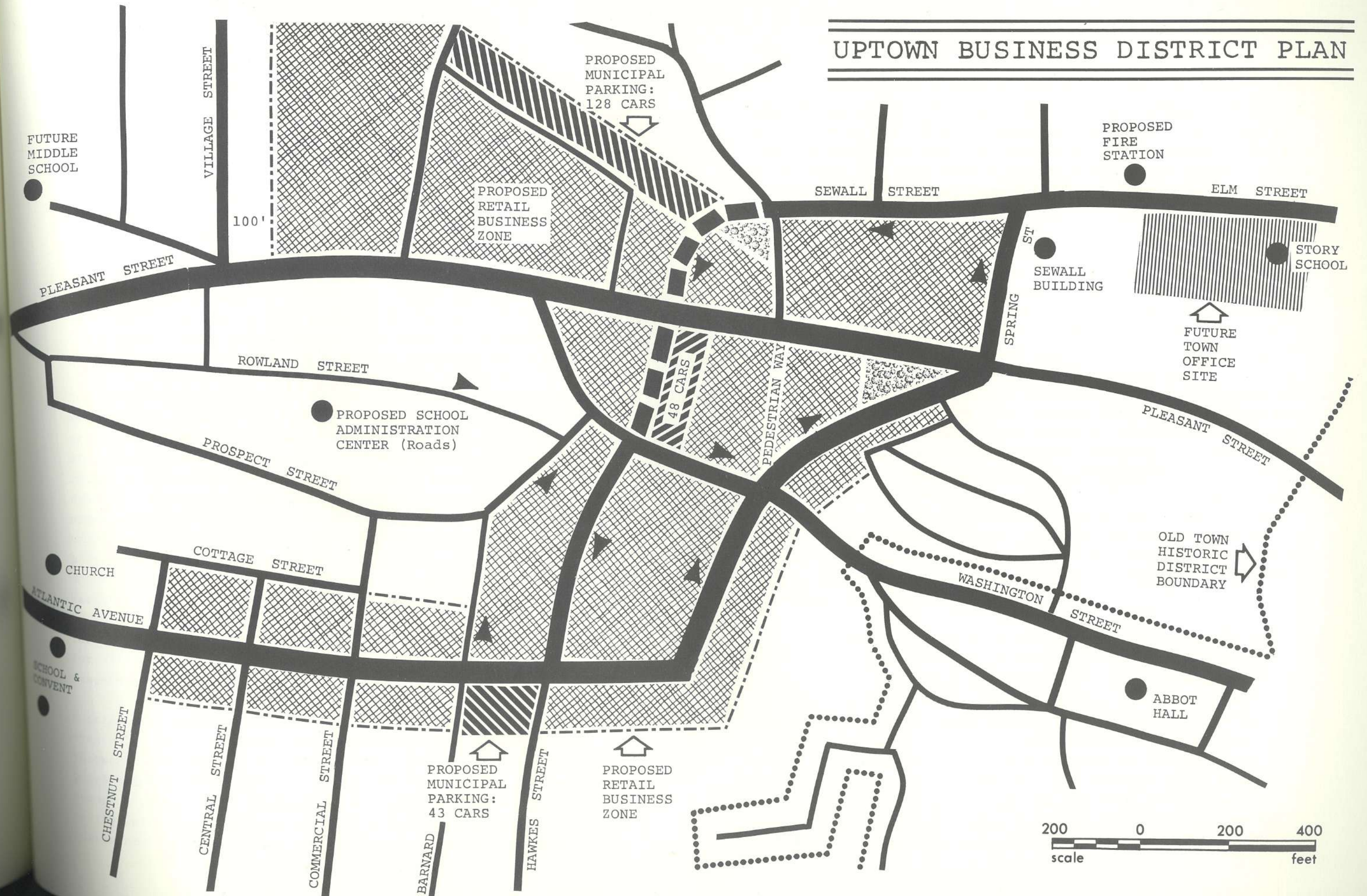
Since business areas are commonly major points of congestion in a community, particular attention was given to possible improvements to the Uptown and Downtown business areas. The intent here

was to devise ways of making the principal shopping areas more attractive and at the same time broadening the Town's tax base. The provision of good off-street parking areas is a major key to meeting these criteria, for improved convenience will attract both more shoppers and, as a consequence, more (and better) stores in the long run. Marblehead is one of the few more urbanized towns in Massachusetts not to have provided public off-street parking for its commercial shopping districts. Some informal use is made of the former railroad right-of-way off School Street and an additional lot at the State Street landing, provided ostensibly for harbor-recreation purposes. But the Town has maintained what is best termed a short-sighted view -- that the merchants should provide their own. Nor has there been any coordinated approach by the business community to the problem. Individual efforts have been isolated and infrequent. Hopefully the Town can overcome its past bias in this regard and see clear to assuming what most authorities regard as a municipal responsibility. Since there is no private organization which speaks for a majority of the merchants, financial assistance from this quarter is doubtful.

A Plan for Uptown

Unquestionably the commercial area which is more likely to change and grow is the Uptown Business District. In contrast to the Downtown District, there is considerably more under-developed land, larger lot areas, and the absence of an historic district to inhibit change and expansion. Careful analysis of this business area resulted in the accompanying illustrated long-range plan. Basic to the concept of the plan is a proposed one-way street system to better organize traffic flow and turning movements (i.e. minimizing left-turn movements). Those familiar with the rudimentary principals of traffic engineering will be best able to appreciate the advantages of this proposal. Others may see no gain. But there is one undeniable advantage to the plan and that is the bringing together of the Pleasant Street and Atlantic Avenue branches of the business area so that a close relationship is maintained.

UPTOWN BUSINESS DISTRICT PLAN



In addition to a Sewall-Hawkes Street connector as a basic circulation improvement, the long-range plan provides for municipal off-street parking at three locations. The first of these is on Town-owned land on the former railroad right-of-way between School and Bessom Streets. When fully developed under the plan, this area will accommodate approximately 128 car spaces. To partially balance this potential which will serve principally the Pleasant Street section of uptown, it is proposed that the Town immediately acquire the Eaton parking lot and the closed gas station and auto repair facilities adjacent at the intersection of Barnard, Hawkes and Atlantic Avenue. This acquisition will provide permanent off-street parking space for the Atlantic Avenue side of the shopping area. At an estimated acquisition cost of \$155,000, approximately 43 spaces can be provided.

Eventually when the connector is developed between Sewell and Hawkes as the final stage in the plan, a third parking area of about 48 spaces can be provided between Washington and Pleasant Streets. Since much of this land is currently developed and occupied, execution of this phase of the plan need not be immediate nor simultaneous. Instead, gradual purchase of the parcels involved by negotiation is suggested. Initial negotiation should start with those parcels which are currently not fully developed, and in particular, with a portion of the parking area alongside the Magnetic check office. This procedure will not only help to eliminate hardship but will spread the cost of purchase over a longer period. As this is viewed as a long-range plan, no specific date is suggested for completion. In the meantime, acquired properties can be used for off-street parking or, where dwellings are acquired, for supplementary housing for the elderly.

A related by-product of the plan for Uptown is the opportunity to eventually create an attractive pedestrian mall on School Street (between Washington and Pleasant Streets). This modification will provide improved environmental design and focus in what can best be termed a rather bland shopping center. Despite the image of informality which Marblehead projects, it is difficult to assume that residents are really satisfied with the present character of what is os-

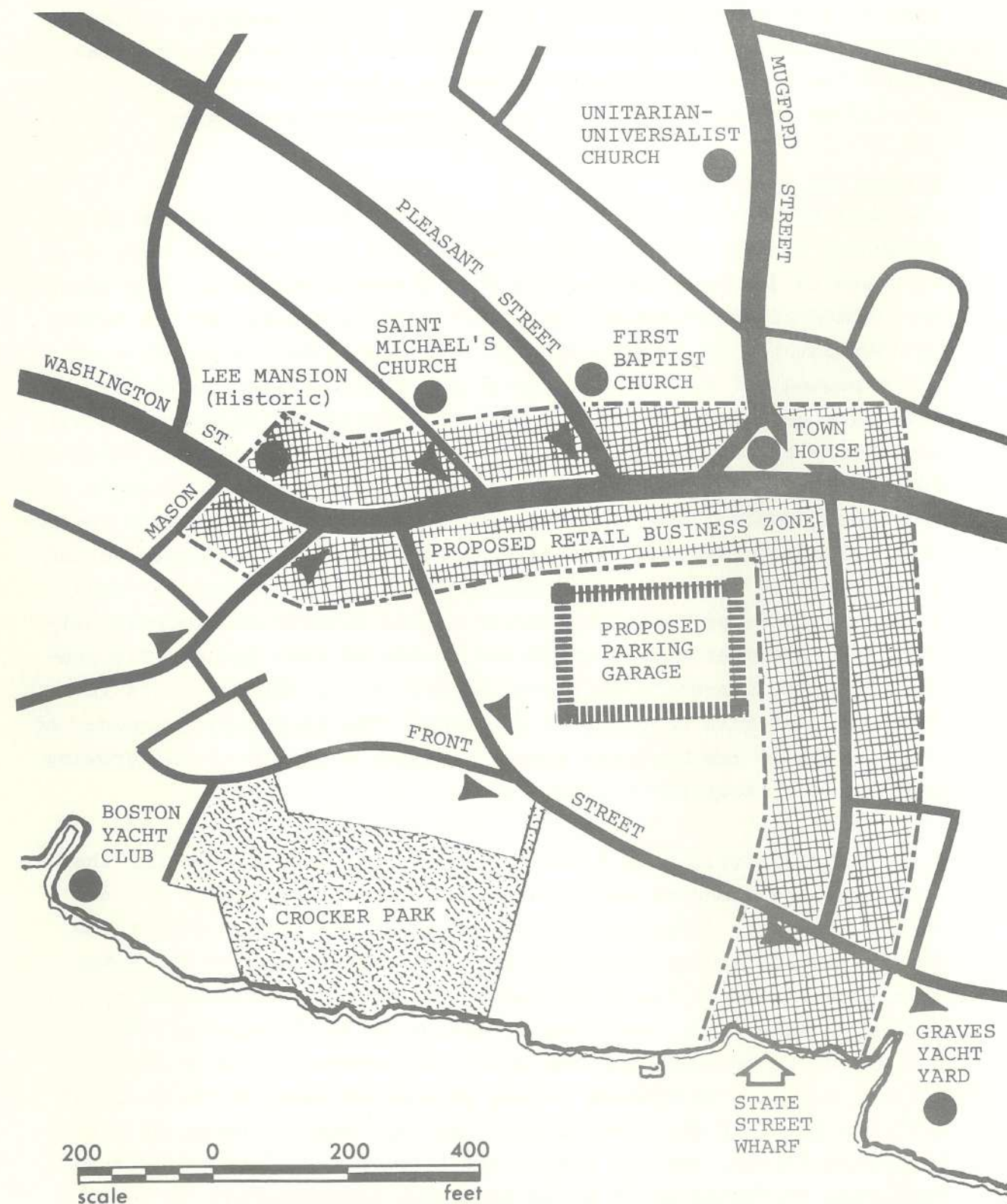
tensibly the center of community life. Change, and hopefully improvement to the center, must occur gradually. In the meantime a plan is needed to direct and guide new construction and development. The plan as set forth here could help to develop a better town center. Whether it will or not will depend largely on community leadership.

A Plan for Downtown

The Downtown business area is the original commercial center of the community dating back in development to the 18th century. The area is centered in the congested Old Town Historic District. The remarkable state of preservation (in form if not in detail) of the center is attributable to competition from the Uptown business area which has siphoned off much of the growth the Downtown area would otherwise have experienced. But the change in focus of economic activity together with the absence of land for expansion discouraged extensive development. As a result of these factors and the narrow street system, the Downtown area is no longer directly competitive with the Uptown Business District. The sale of hard goods has disappeared and local trade is limited to convenience goods supplemented by traditional marine-supply stores. Local retail outlets are increasingly oriented in number and sales volume to out-of-town trade. The prevalence of bric-a-brac, trinkets, handcraft and antique shops is symptomatic of this economic orientation. The recent re-emergence of style goods in the Downtown area is further evidence of the growing importance of tourism.

With these conditions as a background, a plan was devised for the Downtown area aimed primarily at preserving the intrinsic values of the district, including its unique small scale character. The basic solution around which the plan has been developed calls for Town acquisition of the major portion of back land now owned by the Penni interests, involving an estimated 60,000 square feet. Instead of an on-grade parking solution, however, a three level parking garage (two covered levels plus a top deck) might be built into the slope of the land so that the top level is on grade with Washington Street and the bottom level, with Front Street. Of an estimated 500 vehicles to be accommodated, possibly half of the

PROPOSED DOWNTOWN BUSINESS DISTRICT PLAN



capacity could be sold on a condominium basis to residents of the area wanting sheltered year-round off-street parking. Condominium ownership would spread the cost of development while providing a source of tax revenue to the Town. Metered parking to satisfy local business needs would be provided on the top deck and other remaining spaces. Simultaneously, on-street curb parking should be restricted at locations which interfere with adequate traffic flow.

Does Town involvement in this area of public entrepreneurship make sense? We think so. The precedent for providing off-street parking is a well-established measure to protect a community's tax base. And the Town has already passed the Old Town Historic Districts By-law, a measure intended in part to preserve property values. The provision of off-street parking on a condominium basis for residential use would be no more of an invasion of the private enterprise domain than the Municipal Light Company, the advantages of which are shared by the community. How could financing be arranged? We believe that the Department of Housing and Urban Development will have a substantial interest in this proposal. The agency is responsible for Federal assistance for both historic preservation and home mortgage purposes and may well consider this project for demonstration-grant assistance.

Some inquiry into resident interest and possible participation in the project must also take place before any commitment by the Town is made. For this reason we recommend that a study committee be established to investigate the matter further. Desirably the composition of this committee should include persons knowledgeable in construction and/or design of structures as well as financing. While the proposal is of significance to the business community in the downtown area, it is of greater importance to the survival and enjoyment of the historic district surrounding. And included in the benefits to be realized is a reduction in on-street parking and traffic congestion.

Urban Design Needs

Urban design within the business centers can be improved principally through voluntary and individual efforts. In particular, improved landscaping of private parking areas is one item needing attention at random locations. As Marblehead is not particularly a night center, street lighting is average. We would recommend that lighting improvements be carried out in conjunction with whatever public improvements to circulation and parking as have been previously suggested.

As a particular design element in the Downtown Business District, the Town House needs a better setting. If on-street parking congestion in this district is relieved by a parking garage, the present parking surrounding this focal point should be removed and part of the street area reduced to provide an attractive plaza for the structure. This is probably one of the most-needed visual improvements in either business area.

Since streets are generally narrow, sidewalks are similarly narrow. In isolated locations sidewalks could afford widening where on-street parking has been removed (or will be removed) for improved traffic circulation purposes. The identification of such locations can only properly be carried out through a detailed design study. Such a study must relate to improved parking regulations and the possible provision of public off-street parking. Within the limits of time and the broader spectrum of municipal needs covered by this survey, detailed design proposals for such improvements was not possible. Among various visual improvements which might be provided to the business areas, street tree planting is not generally suitable because of the relative narrowness of sidewalks. But limited tree planting can be done at special locations, particularly where on-street angle parking is now provided. By substituting parallel parking and planting the remainder, beauty can be added and traffic hazards reduced.

Local Business Plans and Support

Contact established with individual merchants was, with one exception, pleasant and courteous. Because of the nature of retailing in the community (i.e. highly seasonal in some lines and generally small outlets) few can project major improvements. The lack of available land is also a hinderance to ambitious expansion. The confidential nature of some plans which businessmen understandably are reluctant to divulge is a further limiting factor in dealing with this segment of the community. A proposed survey of private business interests to have been conducted by the Marblehead Junior Chamber of Commerce was not completed. Consequently there was no "feed-back" of information from this source.

Because of the need to move ahead, preliminary parking and circulation improvements to the retail centers were included in proposals released in April 1969. (see: A Preliminary Plan for Marblehead, Dober, Paddock, Upton and Associates, April 7, 1969) These suggestions were covered by the local press and the preliminary plan for the Uptown Business District was reprinted on the front page of the Marblehead Reporter (Thursday, May 13, 1969). The business community did not respond to these proposals. Possibly one factor in this situation was lack of communication within the community. A second factor certainly was skepticism that the community could marshal sufficient push to undertake these improvements. Nevertheless, individual merchants did express interest from time to time. But most were absent from the public meetings held with the Planning Board.

Response from the Chamber of Commerce was never expressed regarding any of the proposals in this survey, excepting the adoption of proposed zoning regulations for the Unrestricted District. This proposal met with a direct confrontation by the Chamber in opposition to any regulation which might curb the development of business activities. Though mainly expressed by individual members of the Chamber, this opposition was voiced at one or more public meetings conducted by the Planning Board with the consultant. And it was also expressed at a meeting called by the Chamber which the con-

sultant attended as a courtesy to the Planning Board.

Despite the direct frontal attacks on the proposed zoning regulations, the consultant does not regard the opinions expressed as representative of the entire business community. A number of business people have separately expressed support of the principals and objectives (despite some erroneous newspaper coverage of the proposals). It is unfortunate, however, that so much time was devoted to this one aspect of the proposals and so little attention given to other areas which merit equal and serious consideration. On these the Chamber of Commerce has remained silent.

XII URBAN DESIGN STUDY

Introduction

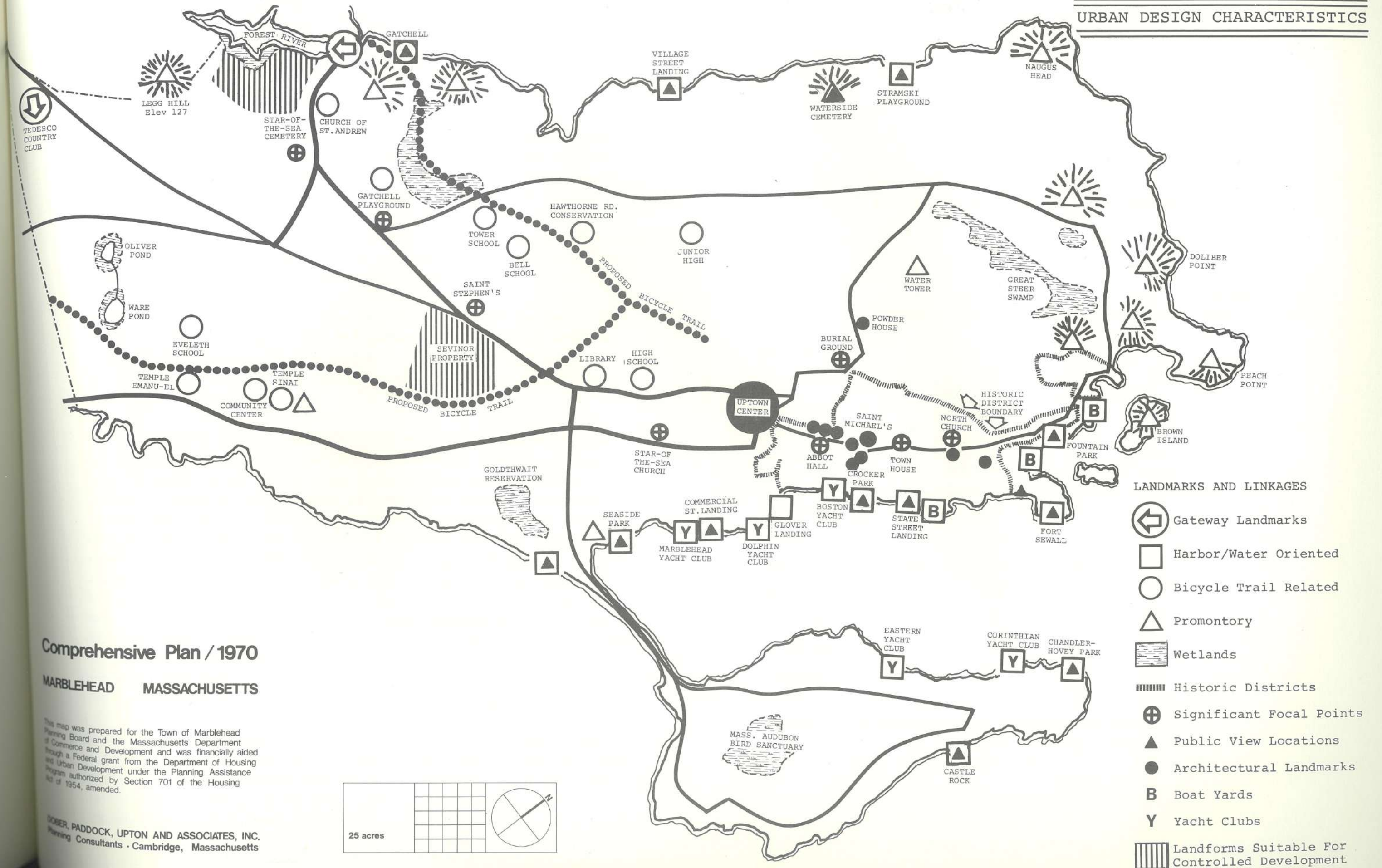
The Urban Design Study has been structured so as to call particular attention to the two "systems" which link individual landmarks in Marblehead. The first of these includes Harbor-oriented activities consisting of miscellaneous uses ranging from the work-a-day atmosphere in the boat yards to the sophisticated pleasures of the yacht clubs. Interspersed with such activities are public facilities such as Town landings and parks.

The second system is a more subtle one and is based on the Town-owned abandoned railroad right-of-way. The development of this continuous strip of land which winds through the interior Clifton-Devereux districts of Marblehead is one of the least realized potentials of the Town. For identification purposes, it has been dubbed the Bicycle Trail though it is viewed as an important urban railway linking somewhat disparate sections of the community. Though all parts of the trail are not evident from any one location, it is similar in "scale" to the shoreline ringing Marblehead Harbor.

Promontories and wetlands are also important environmental features of the community. To a large extent the former have been largely pre-empted by private residential development; the latter have been the object of long and patient efforts by public and private conservation interests. The main exception to such protective measures is the large swamp near Gatchell. This has generally been overlooked as an open space element important to the community.

Other features important as design elements in the community include the historic districts and various individual structures contained therein. While the more important residential buildings have been spotted on the map, the districts are so interspersed with buildings of architectural (and historic) interest, that it is not deemed feasible to identify each and every one. Such work is more properly the subject of a special architectural analysis. This, as has been suggested, might be carried out with the assistance of Federal funds (HUD) in conjunction with bi-centennial observances planned for 1976.

Significant focal points (including open spaces) along the Town's arterial roadways have been spotted. These include the dominant towers of Abbot Hall, Old North, Star-of-the-Sea and St. Stephen's Church, most of which are also night-lighted for dramatic effect. Also significant open spaces at major street intersections have been indicated, including Star-of-the-Sea Cemetery, Gatchell Playground and the old Burial Ground at Creesy Street. In a Town so well blessed with landmarks such a study runs the risk of re-enumeration of all the Town's community facilities and open spaces. Therefore, those clearly visible from a roadway or the shoreline were included while less visible landmarks (including the picturesque Old Burial Hill Cemetery) were omitted.



Municipal Policy

This portion of the study is concerned with the urban and environmental design features of Marblehead insofar as they lend themselves to preservation or enhancement within the long-range plan. The means of accomplishing these objectives range from detailed plans for specific projects to broad and comprehensive policies and programs of a long-range nature. The latter fall within the scope of this section and are stressed in relation to the exercise of town government and its responsibilities.

Much of the remaining vacant land in Marblehead will one day be used for residential purposes, with the principal exception of lands to become public domain. To seek answers to ways this land can be used in the best interest of the community, Town policy on land development was reviewed.

A 1963 survey of land in eastern Massachusetts (Comprehensive Land Use Inventory Report, Metropolitan Area Planning Council) indicated that the majority of vacant lands in Marblehead were of Prime II rating. Characteristics of land so classified were a) less than 12 per cent slope, b) good drainage and c) shallow bedrock. Where the groundwater table was perennially too high or where natural slope exceeded 12 per cent, the land was rated as marginal. The accompanying chart indicates the general distribution of these lands in 1963 for the more urban towns. In the present study vacant land was not rated according to these categories. It can be assumed, however, that Prime I land has been fully utilized and that, if the 1963 estimate were reasonably accurate, about 250 acres of Prime II land remain. Any residual marginal land is largely ear-marked for conservation purposes and is not further considered here.

Extensive rock outcropping is a predominant characteristic of much of remaining Prime II land. It is this type of rough, stoney soil cover which has given Marblehead much of its distinctive topographic quality. Yet little thought is given to preserving such features. As land is chopped into quarter-acre parcels and rugged rock masses are blasted

SUITABILITY OF VACANT LAND FOR HOUSING: 1963

Land Area in Acres

<u>Town</u>	<u>Total</u>	<u>Prime I</u>	<u>Prime II</u>	<u>Marginal</u>	<u>Prime I Land as Percent of 1963 Res. Development</u>
Winthrop	45	--	44	1	0.0
Arlington	193	34	122	37	1.8
Watertown	73	24	41	8	2.3
Brookline	125	16	97	12	0.7
Belmont	305	48	239	18	3.3
MARBLEHEAD	550	30	475	45	2.0
Swampscott	395	134	249	12	18.8
Nahant	63	--	63	--	0.0
Hull	288	20	246	22	2.7
Winchester	878	152	612	114	8.5
Wakefield	1455	67	1136	252	4.1
Stoneham	588	75	434	79	6.3
Weymouth	3310	127	2454	729	3.7

SOURCE: COMPREHENSIVE LAND USE INVENTORY REPORT
Eastern Massachusetts Regional Planning Project
Vogt, Ivers & Associates March, 1967

to provide level house lots, local topographic features are slowly but surely being eradicated. Fortified by archaic zoning and a single family ethic, the forces of change ultimately will reduce the character of Marblehead to that of a typical suburban community. In the hope of stirring a reappraisal of Town policy before this occurs, we raise below means by which the level of urban design can be improved.

Leggs Hill - Forest River

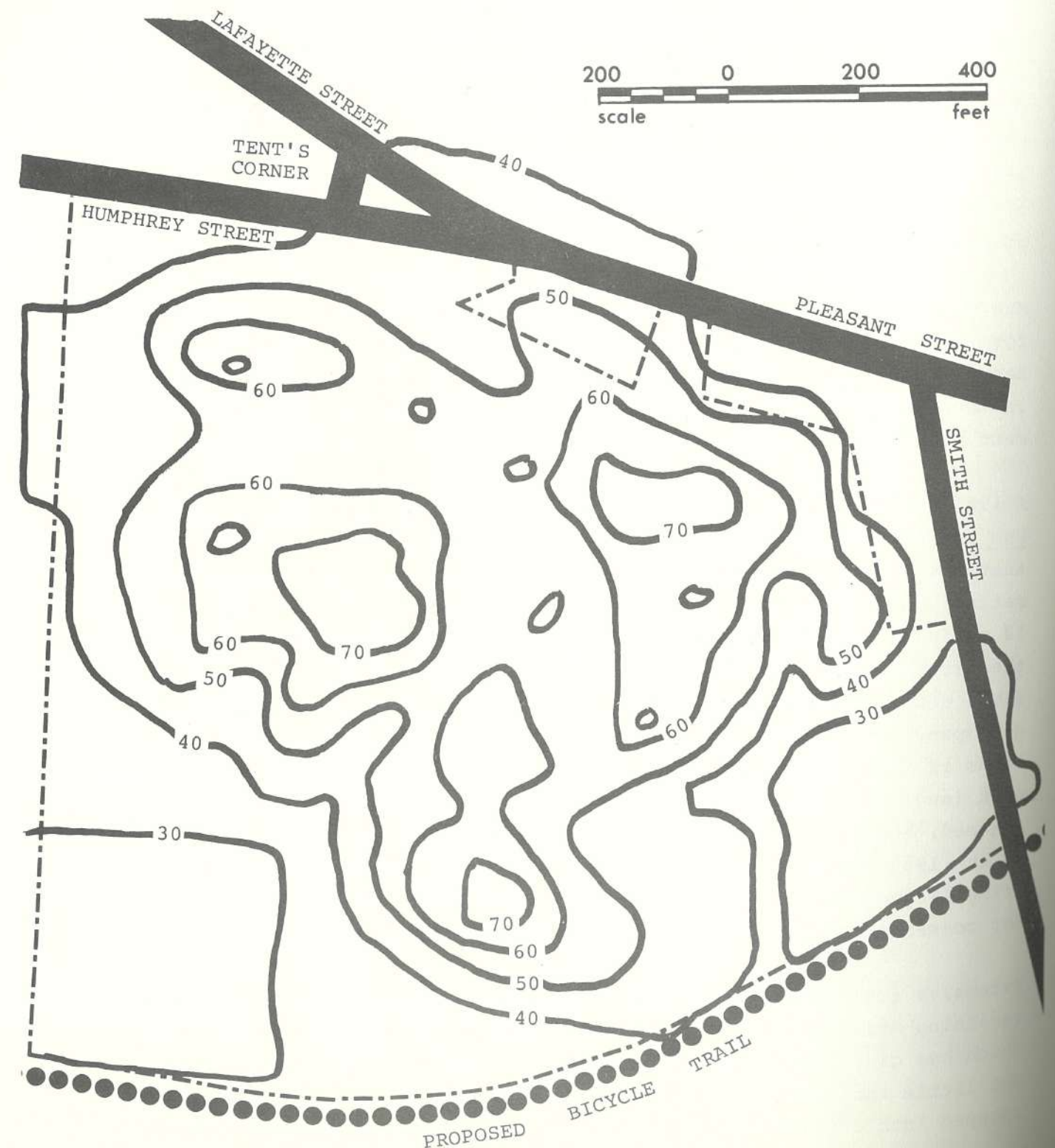
The Leggs Hill - Forest River section of Marblehead is one of several locations where concentrations of Prime II land exist. In this area extensive removal of gravel in years past has largely depleted this land as a resource for single family development. Little soil cover is left and the area is pocked with borrow pits. In our judgment, development of this land for single family use will be economically prohibitive for many years to come. A further obstacle to sound development for single family use is the division of this land among several owners. If in future this land is to be put to productive residential use, nearby access to major street and regional highway systems could justify a higher density than presently allowed under zoning. The proposed Tedesco by-pass, discussed at length elsewhere, would further supplement the available road system. The by-pass would also serve as a buffer between existing single family areas and future development of the depleted land.

The application of planned unit development controls (as proposed for the new zoning by-law) offers a practical means of achieving a desirable result. These provisions allow for flexibility and initiative within specified limits in the preparation of development plans. For tracts of over 20 acres, a mix of apartment units may be included within the site plan. Once the plan is locally approved, no changes may be made except by way of formal approval procedure. No such plan for the Leggs Hill - Forest River area should be considered until the matter of the Tedesco by-pass has been resolved.

Sevinor Land

The preceding example has dealt with a means by which residential development policies can be used to improve community environment. Using

TOPOGRAPHIC DETAIL OF THE SEVINOR PROPERTY



the same technique of planned unit development, it is also possible to protect the natural environment through preservation of land forms normally destroyed to provide individual house lots. The Sevinor land, consisting of about 46 acres, lies central to the community. It is one of the last remaining large tracts having pleasantly varied topographic features. If the concept of planned unit development were applied to this area, these features could be preserved as a natural setting within the site. The tract is sufficiently large so that multi-family structures could be accommodated using smaller buildings on the perimeter to reflect the residential developments. Nearby major arterial streets such as Atlantic Avenue, Humphrey and Pleasant Streets are of sufficient capacity to allow higher densities in this area without significant impact on the street system.

Cluster Zoning

In addition to planned unit development techniques, another approach to conservation of land resources is the use of cluster zoning. Basically this provides for the reduction of lots in a development to below minimum size so that land can be set aside as common property for recreation or conservation purposes. The essential difference between planned unit development and cluster zoning is that the former allows for higher densities within a zoning district, while the latter does not. In view of the distribution of remaining smaller parcels of vacant land, it is unlikely that planned unit development will be suitable to other than the areas discussed. On the other hand, cluster zoning is quite applicable to a number of remaining parcels where preservation of site features is desirable. A provision for cluster zoning has been included in the proposed zoning by-law with this objective in mind.

Housing for the Elderly

As touched on earlier, a review of land development policies for housing for the elderly is needed. In addition to the availability of land and other socio-economic aspects of the program, consideration needs to be given to better site design and improvement of the urban environment. Since parcels the Authority may acquire in future

are likely to have varied topographic features, such site characteristics should be preserved wherever feasible. The use of elevator apartments, in contrast to low structures, is one means by which this objective can be achieved. Given the land situation in Marblehead and the scale of construction completed (i.e., 60-70 units), one wonders, indeed, whether there is any alternative to this solution.

Urban Design Elements

We have covered the most relevant measures for improvement of environmental setting for new residential uses. Other changes in town policy can help to bring about improvements in the design form of the community. These areas are touched on below, though they are also covered in other sections of the report.

Historic Districts

It is not of great significance that the historic districts legislation adopted by the Town was not as rigid as legal tools at hand could have provided. Minor compromises were necessary to effect adoption. And whether or not every house built prior to 1830 was included or whether later buildings should be added are for the moment mere details. The important thing is that formal recognition has been extended to the historic area as a meaningful element in the community environment.

Future municipal policy regarding the historic districts should include both expansion of the legal boundaries and increase in the extent of legal controls. But these need not be foisted on local property owners. Experience with present controls presumably will lead to acceptable improvements in time. More urgently needed now are protective zoning regulations to restrain further mixture of land uses. (The land is now an "Unrestricted District").

The problem of automobile parking is a matter certain to confront future Town policy shortly. While the situation in the historic area is considered by some as "under control", the expected increase in retail activity downtown is certain to produce additional traffic. The appearance of small personal shops ("boutiques") and the increase in leisure time will contribute to this situation. We have elsewhere recommended that

the solution may lie in a parking garage using both public and private sources of financing. Since the Town has already shown a concern in preserving the historic districts, the means to a practical solution may well lie within the public purview. Whether there are alternative choices to this course of action, hopefully will be resolved by a special study committee over the coming year.

Bicycle Trail

Although a 300 year-old community, Marblehead enjoys at least one major design element which is more nearly 20th century in concept. The proposed use of the former railroad right-of-way as a bicycle trail holds much promise in adding variety to the urban environment. Recreation officials have responded favorably and little remains beyond formalizing the activity as an element in the town plan.

The trail will tie together somewhat diverse public and private uses including conservation areas, the Eveleth and Bell Schools and the Public Library. Both high and junior high schools and the Jewish Community Center have property adjoining. The YMCA Board has recently indicated the potential importance of this facility in its search for a new site. As an "accidental" design element, the bike trail should have far-reaching influence on community life and the increase in leisure time.

Conservation Programs

Open stretches of natural terrain offer pleasant contrast to the highly urban character of Marblehead. For this reason, the Conservation Commission program of land acquisition has been an important compliment to earlier private conservation achievements at Brown Island, the Audubon bird sanctuary and Goldthwaite Reservation. Several important tracts are still needed for completion of long-standing goals of the Commission, particularly in Steer Swamp. To accomplish this end, modification of past policies eschewing state and Federal assistance is needed. Otherwise the great promise which this program offers to help maintain the Town's distinctive character may falter.

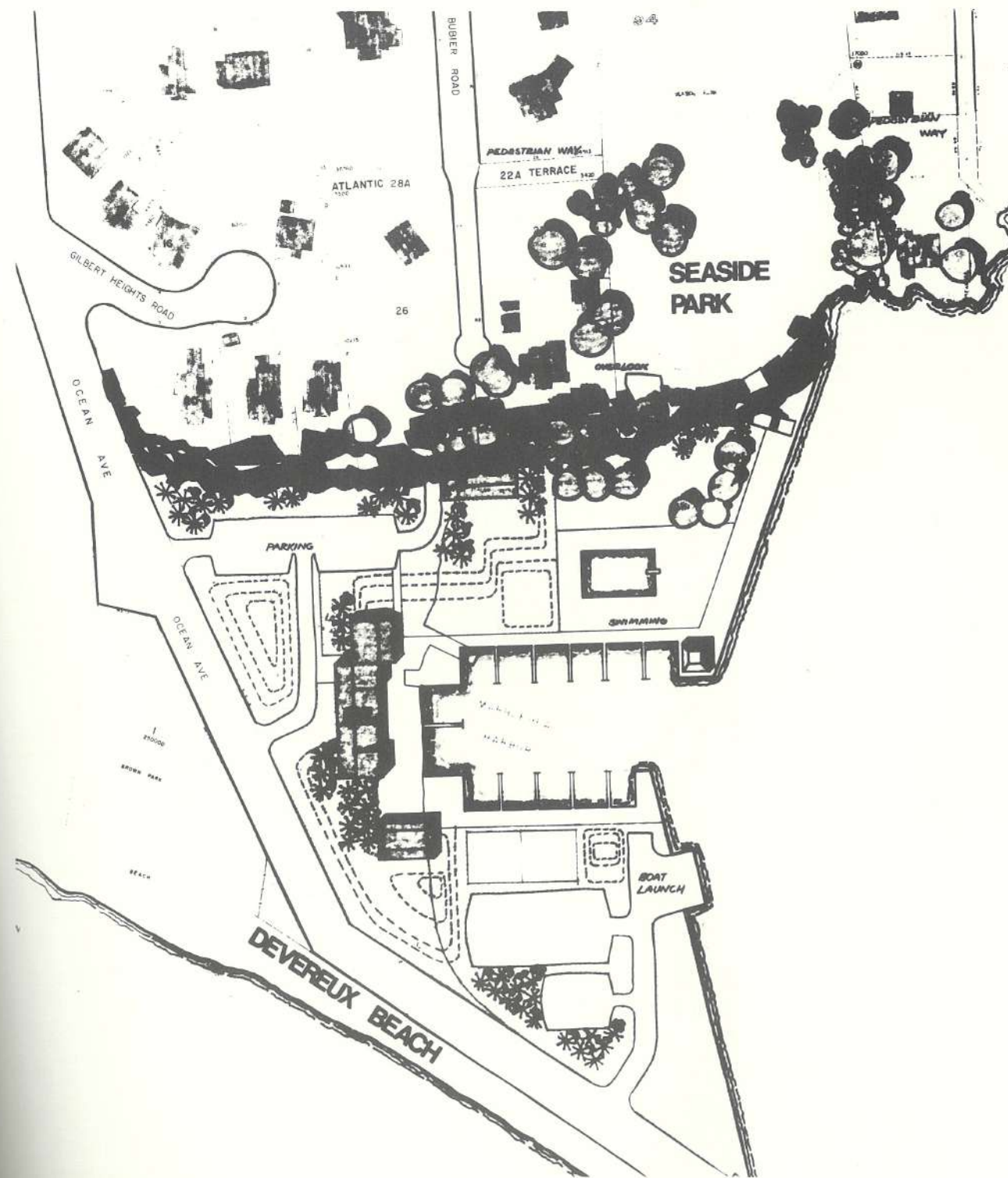
Riverhead Beach

Most recreation developments in Marblehead are simple, yet functional. Elaborate developments have not been undertaken primarily for reasons of cost and the need for developing unimproved sites owned by the Town. To develop long-range improvement goals for Marblehead Harbor a conceptual plan was prepared for Riverhead Beach (1.7 acres) in April 1969. This plan would enable the Town to realize fuller potential use of the site and the Harbor in future years.

Included within the proposed development are marina, boat launch facilities and a swimming pool. A harbor-front promenade would connect the causeway to Seaside Park for better access to the surrounding residential area. Design of the marina docking facilities requires additional study to determine the most practicable means of providing needed seawall and dredging work. These elements of site development are complicated by the variance in tidal levels of about 9 feet.

During the course of the survey consideration was also given to expansion of the proposed Riverhead Beach site to accommodate an enclosed sewerage treatment plant. This would have been isolated at one end of the site but subordinated to the main recreational use of the area. Further study on the matter of treatment facilities by a special study committee suggests that such a solution may not be necessary if the Town joins in a regional sewerage treatment district. In view of this probability, the pressure for immediate resolution to the development potential at the site is considerably diminished. For this reason and the additional consideration of high capital outlay required development of recreation uses at this location are unlikely to occur for many years. The project, therefore, is considered only as a low priority, long-range goal.

CONCEPTUAL DEVELOPMENT PLAN FOR RIVERHEAD BEACH



Community Appearance

Marblehead sets a high standard in community appearance. Particularly evident is the general level of maintenance of local parks, playgrounds and conservation areas. And where planting strips are sufficiently wide, street trees enhance the predominantly residential setting of the community. These efforts are partly attributable to the support and assistance of the 11 garden clubs and community service organizations such as the Rotary. Each has contributed at some level in raising the environmental quality of the Town.

Despite these efforts, the principal business districts remain somewhat below the general standards of the community. There is only limited indication that the business community is indeed concerned with its appearance and is putting forth the effort much in evidence in shore towns such as Rockport, Scituate, and Edgartown. Among the elements which contribute to a lack of attractiveness are individual signs (many rather tasteless), poorly maintained store fronts and parking lots, paved to the sidewalk line and void of any landscape treatment.

For the most part, the level of appearance in the business district is a matter of individual interest and initiative. But in particular parking lots because of extensive coverage are areas where overall appearance could be improved through landscaping. Since the Town does not provide public off-street parking (except at the State Street Wharf) it can not provide the initial example needed to stimulate others. For lack of a suitable site for demonstration purposes it is suggested that the Star-of-the-Sea parking lot might be used for a community beautification project. Subject to the approval of the pastor and parish committee this project could set a new standard for local firms and organizations to emulate.

This parking area is generously shared by the Church for the convenience of the public at times of non-church use. In particular, the lot accommodates those using Seaside Park or doing business at the Police Station. In approaching the Uptown Business District along Atlantic Avenue the lot is the first visible break in the

predominantly residential character of the street. Because of this prominent location the lot is particularly suitable for demonstration purposes. Joint efforts by the Town and those garden clubs which wish to participate could make this parking area substantially more attractive. More important, however, the demonstration would help set an example which both merchants and other community organizations having similar parking areas might follow.

XIII IMPLEMENTATION

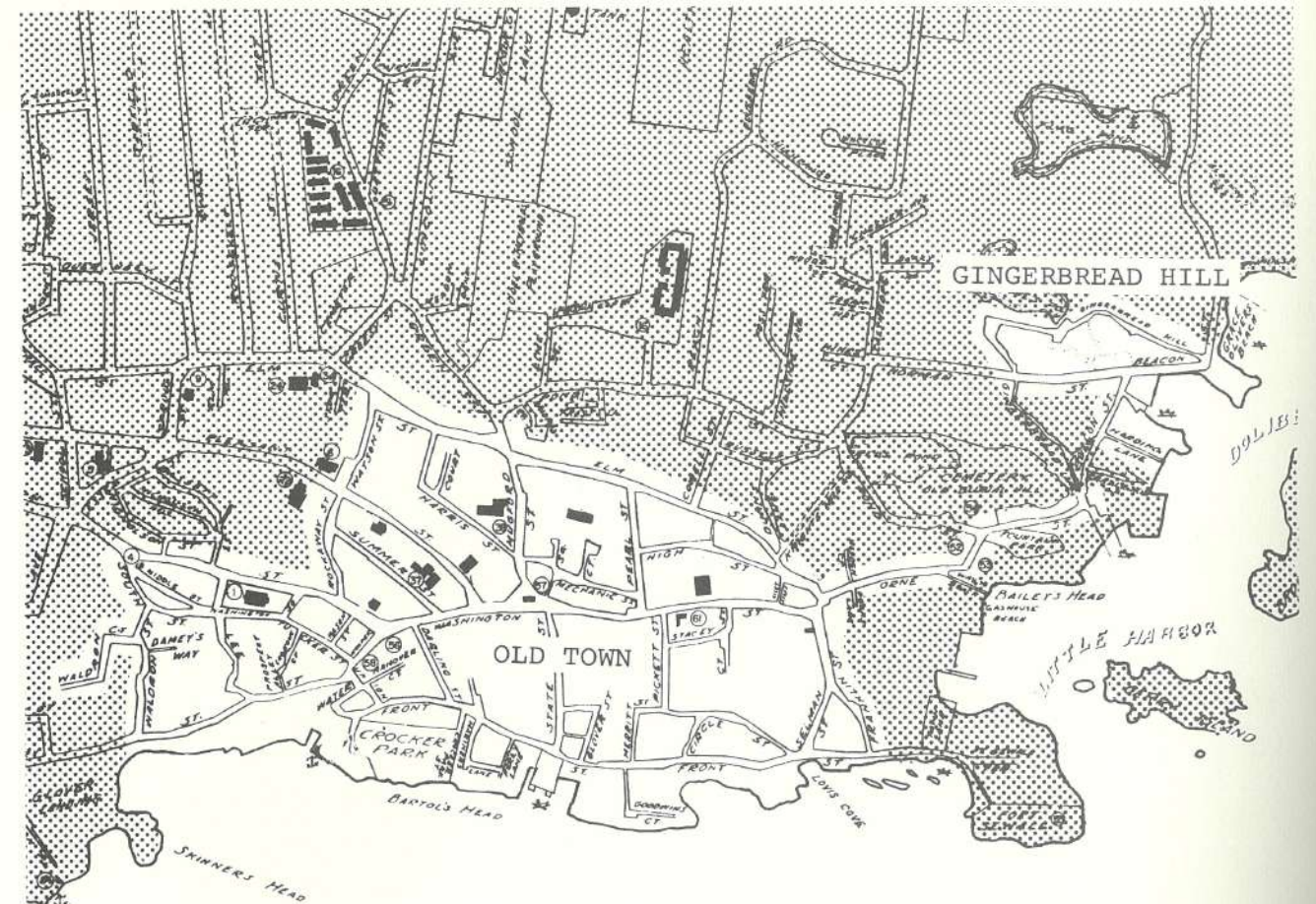
Historic Districts

A special act of the legislature permitting the establishment of historic districts in Marblehead was passed by the General Court in 1965 (Chapter 101) and accepted by Town Meeting action in 1967. The enabling legislation is essentially a modification of Chapter 40C of the General Laws and was drafted with partial intent to require that Commission members be residents of an historic district. In our judgment this is the major weakness of the act since it deprives Commission members of the experience and knowledge that at least one architect or person of similar skills could give. By drawing solely on residents of the historic districts, a wealth of talent and just plain "know-how" in the Town at large is virtually excluded. This fact will become apparent in time if, in fact, it has not already become obvious. While Commission members are not prevented from seeking outside professional assistance, few persons are willing to give gratuitous advice indefinitely without recognition.

In 1968 the Town Meeting passed the local by-law establishing the Commission, together with rules and regulations, and boundaries for the Old Town and Gingerbread Lane Historic Districts. The present Commission has been active since June of that year. While initial acceptance of restraints on change of exterior detail may have been painful, the long-term experience in other communities has been generally favorable. Favorable experience with these controls may well encourage the inclusion of additional 19th century structures, since initial emphasis was limited to pre-1830 buildings. Of the two districts, the Old Town District is the larger and more important of the two, comprising basically the only remaining 18th century fishing village in the country. Succeeding comments apply principally to that district.

The inherent charm of the historic district stems essentially from the tight en masse effect of individual structures having no particular architectural merit, interspersed with individual buildings of handsome, but generally modest detail. The authentic flavor of the original village is still apparent in the rather casual, unassuming appearance of the district, despite the intrusion of a few

OLD TOWN AND GINGERBREAD HILL HISTORIC DISTRICTS



RECENT REAL ESTATE LISTINGS FOR THE OLD TOWN AREA

OLD TOWN - On the harbor, Large living room, dining area, 2 bedrooms, kitchen, bath, garage, garden. Ideal retirement house. Asking \$40,000. No agents.

MARBLEHEAD OLD TOWN - 3 family - 5 rooms first and second floor, 4 rooms third floor. Second floor being kept unoccupied for new owner. Please telephone Jack

ON THE FRINGE OF OLD TOWN - 3 bedroom Colonial in excellent condition. Living room, dining room, eat-in kitchen, laundry area, sun porch, sitting room, full basement and attic, convenient location. \$33,900.

OLD MARBLEHEAD EXCLUSIVE - Center entrance Colonial in prime location. Living room, dining room, den, large country kitchen, storage room and full bath on first floor. 5 rooms, full bath and sun deck on 2nd, 4 rooms on third. Private yard. Could be a two family. 40's.

MARBLEHEAD - NEW LISTING - OLD TOWN - Two family Colonial with six rooms on first and six rooms on second floor. Separate heating systems and 2 car garage. Low 30's.

NEW EXCLUSIVE - On fringe of Old Town - 2 Family Colonial with 7 rooms on 1st, 5 rooms on 2nd. 4 fireplaces. Excellent condition. \$36,000.

NEW EXCLUSIVE - Old Town - 4 Family Garrison Colonial in excellent condition with yard and 3 car garage. \$52,500.

Marblehead Harborfront

Choice location in the Old Town with a superb view, 4 bedrooms-2 baths, garden, parking. \$68,000.

OLD MARBLEHEAD - New Listing - Old Town Exclusive - Two bedroom home with new kitchen, garage, and extra parking, just the home for newlyweds or retired couple. Only \$28,000.

\$31,800. OLD TOWN (was a carpentry shop!) now has 6 rooms, bath IDEAL FOR HOME/SHOP/OFFICE, etc!

REAL ESTATE

OLD MARBLEHEAD
An unusual 4 or 5 bedroom, 2 1/2 bath house. 2 living rooms, dining room, new kitchen, 4 fireplaces, sundeck with water view, enclosed yard. Low down payment, complete financing. In the 60's.

RENTALS

Old Town - 3 bedroom Duplex with living room, dining room, and large kitchen down. Parking and yard. \$225 plus heat and utilities.

4 room apartment in extremely convenient location. \$195 heated.

Old Town - On the Harbor - 2 bedroom luxury apartment with modern fully applianced kitchen, living room and tile bath. \$300 heated.

Old Town - Living room, kitchen, bath down, 1 bedroom up. \$155 plus heat.

OLD TOWN - unfurnished - remodeled antique house has big air conditioned studio apartment, sundeck, skylight, wall-to-wall carpeting. \$160. Huge 3 bedroom apartment - 3 fireplaces, carpeted kitchen, new appliances. \$250 plus heat. 631-6350.

RENTALS

Antique House in Old Town. 5 rooms, 4 fireplaces, storage, yard, parking. \$250 unheated.

RENTALS

Old Town - Fireplaced living room/bedroom and kitchen effie. apt. \$125.00.

MARBLEHEAD - Old Town Antique 2 bedroom house. Unfurnished, 4 fireplaces, lots of charm, parking, \$250. Call Mrs.

Old Town - Charming 1 bedroom apt. with living room and kitchen, 2 fireplaces. \$185.00.

Old Town - On the Harbor - 2 bedroom luxury apartment with modern fully applianced kitchen, living room and tile bath. \$300 heated.

importance of buildings within the district. This material might ultimately be used in the preparation of a guidebook or pamphlet for the district, possibly coordinated with sign devices or other markers such as used in the Beacon Hill District in Boston and College Hill District in Providence. Desirably, the research necessary to produce such material should go beyond the initial inventory work done by the Commission, and a professional person or persons should be retained on a temporary basis for the project. Assistance for such historic preservation work is available from the Department of Housing and Urban Development on a two-thirds grant basis. Whether the community wishes to avail itself of such assistance may depend largely on the importance it attaches to the historic areas.

Planning Board

In 1927, Marblehead created a Planning Board under state enabling statutes, Chapter 41, Section 70-72. Despite such early establishment of a Planning Board--the Town would not have been required to have one until it passed 10,000 population in 1935 -- planning has always been an orphan child in Marblehead, suspected by many and beloved by few. Consequently, in 1936 when broadened powers of subdivision control over new street layouts and developments were first made available to local boards, these powers were not extended to the Planning Board. Instead, these general responsibilities continued to be exercised by the Board of Selectmen acting under Board of Survey legislation (Chapter 41, Section 73-81, G.L.) dating back to 1907 and accepted by the Town Meeting in 1930. No new Boards of Survey have been established since 1936.

Extensive revision to statutes governing sub-division control were passed by the legislature in 1953. This section of the law, known as Section 81A of Chapter 41, "An Improved Method of Municipal Planning," has gradually been adopted by most communities. Today, only five out of the state's eighty-one towns of over 10,000 population do not have subdivision control powers under these statutes. These communities include Arlington, Belmont, and Watertown where there is virtually no land left to subdivide. In addition to Marblehead, the only other community in this grouping is the Town of Ayer which has neither zoning nor subdivision control.

While it would have been comparatively easy to justify transfer of subdivision control powers to the Planning Board a decade or more ago, the case is more difficult today. In particular, the right to refuse a plan because collector streets did not properly align is no longer significant, as fewer opportunities exist to improve inter-related street patterns. Furthermore, the Board of Survey's Rules and Regulations carry extensive provision for installation by the subdivider of utilities, sidewalks, and street construction in much the same way as under normal subdivision control requirements. Referral is also made to the Board of Health under the rules and regulations for areas residencially zoned so that the aspect of public health is satisfied. In short, most of the customary argu-

ments for total subdivision control are met under the present system.

The exercise of subdivision control under the Board of Survey is therefore satisfactory. But in the interest of comprehensive planning, responsibility for this control should ultimately be transferred to the Planning Board. Since the Selectmen, as a Board of Survey, act largely on the advice of the Town Engineer, this duty can be relinquished without measurable loss of prestige. In a day when Selectmen's duties have become myriad, the exercise of Board of Survey powers is seemingly an outmoded function. Statutes governing such Boards are anachronistic and should be rescinded at the state level in the interests of improved municipal planning as well as better codified laws. State officials have been reluctant to take this initiative, preferring to use persuasion at the local level. But unless responsibility for improving public laws is assumed at all levels, then government will remain confused and less effective than necessary.

Those wishing to delve further into the technical aspects of planning and subdivision control are referred to the publication PLANNING LAW AND ADMINISTRATION, by Flavel Shurtlaff and William Contelmo, Massachusetts Federation of Planning Boards, 1964. Persons interested in obtaining copies of model subdivision regulations may do so by writing the Massachusetts Department of Community Affairs, Bureau of Planning Programs, and requesting a copy of SUGGESTED RULES AND REGULATIONS GOVERNING THE SUBDIVISION OF LAND. These materials cover at greater length, the complex administrative aspects of land development controls and state court decisions relating thereto.

Zoning

A zoning by-law for Marblehead was first adopted in 1928, presumably with the assistance of the Planning Board which had held office little more than one year. Evolutionary amendments to the structure and application of zoning regulations over the past 40 years have made the present by-law, at best, a rather cumbersome and inadequate tool for land control. It might be added that this is one area where there is unanimity in the community for improvement.

Among the more obvious limitations to the present by-law is the so-called "Unrestricted District" which for many years had neither use controls nor residential density controls. If nothing else, this district has at least provided over a 40 year span a "use-testing" ground. It is apparent, for example, that big industry has shown little interest in coming into Town. This may be ascribed in part to a limited labor pool, roads that are generally adequate for passenger vehicles but not trucks, and a lack of proximity to suppliers or services. We do not mean to infer that light industrial uses such as the new Audio-Visual Productions on Green Street will be unlikely to develop. But uses such as that can be provided for in a general business category rather than an industrial classification.

Other minor points of confusion in the present zoning by-law include a general scattering of dimensional standards throughout the text so that what is essentially a simple by-law becomes a minor night-mare. But the major problem is one of overall organization so that additions to the by-law can be made intelligibly from year to year. While a few towns still retain obsolete or cumbersome zoning by-laws, the majority have replaced them with more workable and effective codes intended to cope with today's problems and not those of a generation ago.

One convenience feature of the proposed by-law prepared under this survey of planning in Marblehead provides a list of all permitted uses in a simple, understandable table showing in which districts the respective uses are allowed or otherwise restricted. Residents will thus find that the proposed regulations while covering a broader interpretation of the subject, are nonetheless clearer and more

concise than the present by-law.

In analyzing minimum lot areas, maps were prepared for use of the Planning Board showing median lot sizes throughout the community, and for the Unrestricted District, showing existing densities on a lot area per dwelling unit basis. The latter map showed that recently adopted minimum lot areas are somewhat low if the Old Town Historic District and the area around it are to be preserved in their present-day character. Because the street system is generally narrow in the older part of town and the lots are comparatively small, a modest increase in lot area requirements has been proposed.

The present code is also unclear as to whether the minimum areas are intended to apply only to new construction or to existing structure as well. If the former is true and existing structures are exempt from this density provision, property owners remain unprotected from over-zealous conversion of neighboring dwellings to multi-family units. There may also be a question of constitutionality involved. This flaw in the by-law may be the present cause of unrest in the Unrestricted District.

In order to keep all lots as pleasant settings for the respective dwellings, a graduated column of open space requirements has been included in a table of dimensional regulations, applicable to all districts and not just the Unrestricted District, as at present. In this context, open space is intended to include all portions of a lot not covered by a building or by areas devoted to parking, vehicular access or service ways. A similar provision in the present Marblehead Zoning By-law, applying only to Unrestricted Districts was passed two years ago.

Other innovations in the proposed by-law include Cluster Zoning and Planned Unit Development, each intended, at a different scale, to provide for open areas of common land by allowing greater concentration of structures on a portion of the land. By option this land might also be added to existing Town conservation or recreation areas in appropriate cases where contiguous.

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CHAPTER FORTY-ONE

Zoning By-law of the Town of Marblehead

ARTICLE I ADMINISTRATION

Section 11 Title, Purpose, and Scope

1. This By-law, enacted pursuant to, and under the authority of, Chapter 40A of the General Laws of the Commonwealth and in addition, in the case of signs, in accord with the provisions of Section 29 of Chapter 93 of the General Laws, shall be known and may be cited as the "Marblehead Zoning By-law."
2. The regulations and restrictions of this By-law controlling generally the development and use of land, and the height, size, location, and use of buildings and structures thereon are intended to promote the health, safety, convenience and general welfare of the inhabitants of the Town of Marblehead. In their interpretation and application, the provisions of this By-law shall be held to be the minimum requirements adopted for the promotion of these purposes.
3. This By-law shall not nullify the more restrictive provisions of covenants, agreements, other laws or by-laws, but shall prevail notwithstanding such provisions which are less restrictive.

Section 12 Enforcement

1. The Building Inspector as designated under Article 1 of the Building Code of the Town of Marblehead shall administer and enforce this By-law, including the receiving

of applications, the inspection of premises, and the issuing of building permits.

2. The Building Inspector shall not grant a permit for the construction or alteration of any building or structure except where the provisions of this By-law have been complied with; nor shall any municipal officer issue any permit or license for a new use of a building, structure or land which use would be in violation of this By-law or in violation of the terms of any duly-granted variance or special permit. If the Inspector shall find that any of the provisions of this By-law are being violated, he shall notify in writing the person responsible for such violation, indicating the nature of the violation and ordering the action necessary to correct it. He shall order discontinuance of illegal use of land, buildings or structures, or work related thereto; removal of illegal buildings or structures or of illegal additions, alterations or structural changes; or shall take any other action authorized by this By-law to ensure compliance with its provisions.
3. No building or structure shall be erected, added to or structurally altered until a permit therefor has been issued by the Building Inspector. All applications for such permits shall be in accordance with the requirements of Article 2 of the Building Code, and shall contain such written information, plans, specifications, or other such data as deemed necessary for a full and accurate exposition of the proposed construction, alteration or use with relation to the regulations of this By-law.
4. Nothing in this By-law shall require any change in the construction, size, or designated use of a building or structure for which a building permit has been legally granted before the effective date of this By-law and

construction work under such permit is commenced within ninety days after issue. In the event of a subsequent amendment to the By-law, such amendment shall not affect the construction work or use of land for which a permit has been legally issued before publication of the notice of hearing on such amendment by the Planning Board or before the issuance of the warrant for the Town Meeting, whichever comes first, provided that construction work shall have been started within six months after issuance of such permit. A permit shall remain valid if the work for which it was issued proceeds in good faith continuously to completion so far as is reasonable under the circumstances.

5. Any person aggrieved by a violation of any portion of this By-law may formally request the Building Inspector in writing to enforce the By-law, and the Inspector shall act upon such request within ten days thereafter by written opinion to the person submitting the request and, in the event of any ruling, to the owner of each parcel of property specifically affected.
6. Any person aggrieved by an action taken or determination made by the Building Inspector in the administration of this By-law may appeal within thirty days thereafter to the Board of Appeals by filing with the Town Clerk notice of appeal specifying the ground thereof.

Section 13 Certificate of Occupancy

1. No land shall be occupied or used and no building or structure, erected or structurally altered, shall be occupied or used in whole or in part for any purpose until written approval by the Building Inspector has been made stating that all buildings and use of premises

comply with the provisions of the Zoning By-law and the Building Code of the Town of Marblehead. The Inspector may give temporary approval with such conditions as he may deem it wise to impose for a specified part of a building for a period not to exceed six (6) months.

2. A record of all occupancy certificates shall be kept on file by the Inspector and certified copies shall be furnished on request to any person having a proprietary or tenancy interest in the premises affected.

Section 14 Board of Appeals

1. The Board of Appeals as provided in Section 23 of the Building Code shall also be the Board Appeals under this By-law and shall have all the powers and duties prescribed by law, which are more particularly specified as follows:
 - a. To hear and decide appeals where it is alleged that there is an error in any order, requirement, or decision made by an administrative official in the administration of this By-law.
 - b. To hear and decide applications for special permits upon which the Board is required to pass by the specific terms of Section 15 of this Article.
 - c. To authorize upon appeal or petition with respect to a particular parcel of land or to an existing building thereon a variance from the terms of this By-law, as outlined in Section 16 of this Article.
2. All appeals, applications or petitions to the Board shall be in writing and in such form as the Board may

3. The Board of Appeals shall consider any appeal, petition or other matter properly before it at a public hearing following public notice and notice by mail to the petitioner and to the owners of all properties within 100 feet of the property in question and to the owners of other property deemed by the Board to be affected and to the Planning Board. The Board of Appeals shall cause public notice of a hearing to be published within ten days from the receipt of the appeal or petition in such manner as prescribed by Chapter 40A, G.L. Decisions by the Board shall be made within sixty days after the date of filing of the appeal or petition.
4. As provided in Chapter 40A any person aggrieved by a decision of the Board of Appeals, whether or not previously a party to the proceedings, or any municipal officer or the Planning Board, may appeal to the Superior Court or district court sitting in equity for Essex County, provided that such appeal is filed in Superior Court within 20 days or in district court within 21 days after such decision is filed with the Town Clerk.
5. No appeal or petition for a variance and no application for a special permit which has been unfavorably acted upon by the Board of Appeals shall be considered on its merits by such Board within two years after the date of the unfavorable action except with the consent of all but one of the members of the Planning Board.
6. The granting of "leave to withdraw" after application for a variance or special permit has been advertised shall require a waiting period of six months before re-application.

Section 15 Special Permits

1. By the terms of this By-law, the Board of Appeals is authorized to pass on certain uses (specified in the Table of Use Regulations, Section 42) for which a special permit is required. On acting on these matters, the Board shall take into consideration the general purpose and intent of this By-law and may impose such conditions and safeguards deemed necessary to preserve community values. The Board may grant a permit without finding of hardship, or for stated reasons, may deny the permit. In granting a permit the Board may impose further restrictions on the property as are appropriate, but shall not waive or relax any applicable provision of this By-law. The granting of special permits shall encompass the right to customary uses accessory to the permitted use unless otherwise specified.
2. The Board of Appeals shall not approve an application for a special permit, unless it finds that all of the following conditions are met:
 - a. The specific site is an appropriate location for such use or structure.
 - b. The use as developed will not adversely affect the neighborhood.
 - c. There will be no nuisance or serious hazard to vehicles or pedestrians.
 - d. Adequate and appropriate facilities will be provided for the proper operation of the proposed use.

To assure that the foregoing conditions are met, the Board may impose any restrictions deemed necessary, such as but not limited to the following:

- aa. Greater than minimum yard requirements.
- bb. Modification of exterior appearance; limitation of size, occupancy, or extent of facilities.
- cc. Regulation of traffic and site plan features; additional off-street parking requirements.
- dd. Screening of parking areas or other premises from view by use of appropriate wall, fence, or planting.
- ee. Control of the number, location, size, and lighting of signs.

- 3. Subject to the provisions of paragraph 2 above, the Board of Appeals may grant a special permit for the use of an existing non-residential building for a non-conforming use in residence or business districts and for the alteration of a non-conforming structure in a residence district.

Section 16 Variances

- 1. A variance from the specific requirements of this By-law may be authorized by the Board of Appeals only for reasons of practical difficulty and demonstrable and substantial hardship, financial or otherwise, to the appellant, and the only where the Board finds that:
 - a. The hardship is owing to special circumstances applying to the land or building for which the variance is sought which are peculiar to the land or building and not characteristic of conditions in the district where it is located; and
 - b. The granting of the variance will be in harmony with the general purpose and intent of this By-law and will not be injurious to the neighborhood or otherwise detrimental to the general welfare; and

- c. The specific variance as granted by the Board is the minimum variance that will grant reasonable use of the land or building.

- 2. In approving a variance, the Board may attach such conditions and safeguards as are deemed necessary to protect the surrounding neighborhood in addition to the applicable requirement of this By-law, such as, but not limited to, those listed in Section 15, paragraph 2, above.

Section 17 Amendments

- 1. This Zoning By-law and the map attached thereto may be amended from time to time by the Town Meeting, but only in accordance with the procedure specified in Chapter 40A of the General Laws.
- 2. No proposed amendment to this By-law which has been unfavorably acted upon by the Town Meeting shall be considered on its merits within two years by the Town Meeting after the date of such unfavorable action unless such an amendment is recommended in the report of the Planning Board.

ARTICLE II DEFINITIONS
Section 21 Meaning of Words

1. For the purposes of this By-law, the following words and phrases shall have the meanings given in this Article, unless a contrary intention is clearly apparent. The word "building" includes "structure" in its application.

Accessory Building or Use

A building or use on the same lot with and clearly incidental and subordinate to the principal use or structure; except that off-site, off-street parking located in accordance with the provisions of Section 63.4 shall be considered as an accessory use.

Basement

The ground floor, beneath the principal story, but which in average is at least one-half its height below the mean grade of the adjoining ground.

Building

A combination of any materials, whether portable or fixed, having a roof, to form a structure for the shelter of persons, animals or property. For the purpose of this definition, "roof" shall include an awning or any similar covering, whether or not permanent in nature.

Dwelling Unit

A room or group of rooms forming a habitable unit for one family with facilities used or intended to be used for living, sleeping, cooking and eating.

Family

One or more persons, including domestic employees, occupying a dwelling unit and living as a single housekeeping unit, provided that a group of five or more persons who are not related by blood or marriage shall not be deemed to con-

stitute a family.

Floor Area, Gross

The sum of the areas of the several floors of a building excluding areas used for accessory garage purposes and such basement or cellar areas as are devoted exclusively to uses accessory to the principal use of the building. All horizontal dimensions shall be taken from the exterior faces of walls, including roofed porches and balconies whether enclosed or unenclosed.

Floor Area Ratio

The ratio of the total gross floor area of a building or buildings on one lot to the total area of the lot.

Height of Building

The vertical distance of the highest point of the roof above the mean grade of the sidewalks of all the streets upon which it abuts, and if it does not abut on a street, above the mean grade of the ground adjoining the building.

Home Occupation

An occupation conducted in a dwelling unit by persons residing therein and involving no change in the customary external appearance of the premises or other visible evidence of the conduct of such home occupation other than one announcement sign. In connection with the conduct of such activity only customary home or hobby-type equipment shall be used and the sale of any articles shall be limited to those produced on the premises. Home occupations shall not be deemed to include barber or beauty shops, commercial kennels, real estate or insurance offices.

Lot

A contiguous parcel of land in identical ownership throughout, bounded by other lots or by streets, and used or set aside and available for use as the site of one or more buildings.

Lot Area

The horizontal area within the exterior lines of the lot, exclusive of any area in a public or private street or way; except that one-half of any private right-of-way common to two adjoining lots may be included in the lot area, in the lot frontage, and in the side yard requirements.

Lot Depth

The mean horizontal distance between the front and rear lot lines measured in the mean direction of the side lot lines.

Lot Frontage

That part of a lot (a lot line) abutting on a street or way, except that the ends of incomplete streets, or streets without a turning circle, shall not be considered frontage, and yards shall be provided as indicated under YARDS in this section.

Lot Width

The mean horizontal distance between the side lot lines measured perpendicular to the mean direction of the side lot lines.

Lot Line, Front

A line separating the lot from a street or private way.

Lot Line, Rear

The lot line opposite the front lot line; except that in

the case of a corner lot, the rear lot line shall be the line opposite from the street on which the principal building faces.

Lot of Record

A lot recorded in the Registry of Deeds of Essex County, or in the Land Court of the Commonwealth of Massachusetts either as a separate lot or as a part of a subdivision.

Non-Conforming Building or Lot

A building or lot that does not conform to a dimensional regulation prescribed by this By-law for the district in which it is located or to regulations for off-street parking or loading or accessory buildings; provided that such building or lot was in existence and lawful at the time the regulation became effective.

Non-Conforming Use

A use of a building or lot that does not conform to a use regulation prescribed by this By-law for the district in which it is located; provided that such use was in existence and lawful at the time the use regulation became effective.

Street Line

The boundary line of the lot separating it from a public street or private way.

Yard

The open space at the front, sides and rear of a building between the exterior walls of the building and the boundaries of the lot upon which it stands.

ARTICLE III ZONING DISTRICTS
Section 31 Establishment of Districts

1. For the purpose of this by-law, the Town of Marblehead is divided into the following classes of districts:

Residence Districts:

L-S Limited Single Family
S-R Single Residence
G-R General Residence
C-R Central Residence

Business Districts:

C-B Central Business
G-B General Business

2. The location and boundaries of these districts shall be shown on a map entitled "Zoning Map of Marblehead, Massachusetts," dated _____, the original of which shall be on file in the office of the Town Clerk, and said map and any subsequent amendments thereto is hereby made a part of this by-law.

Section 32 District Boundaries

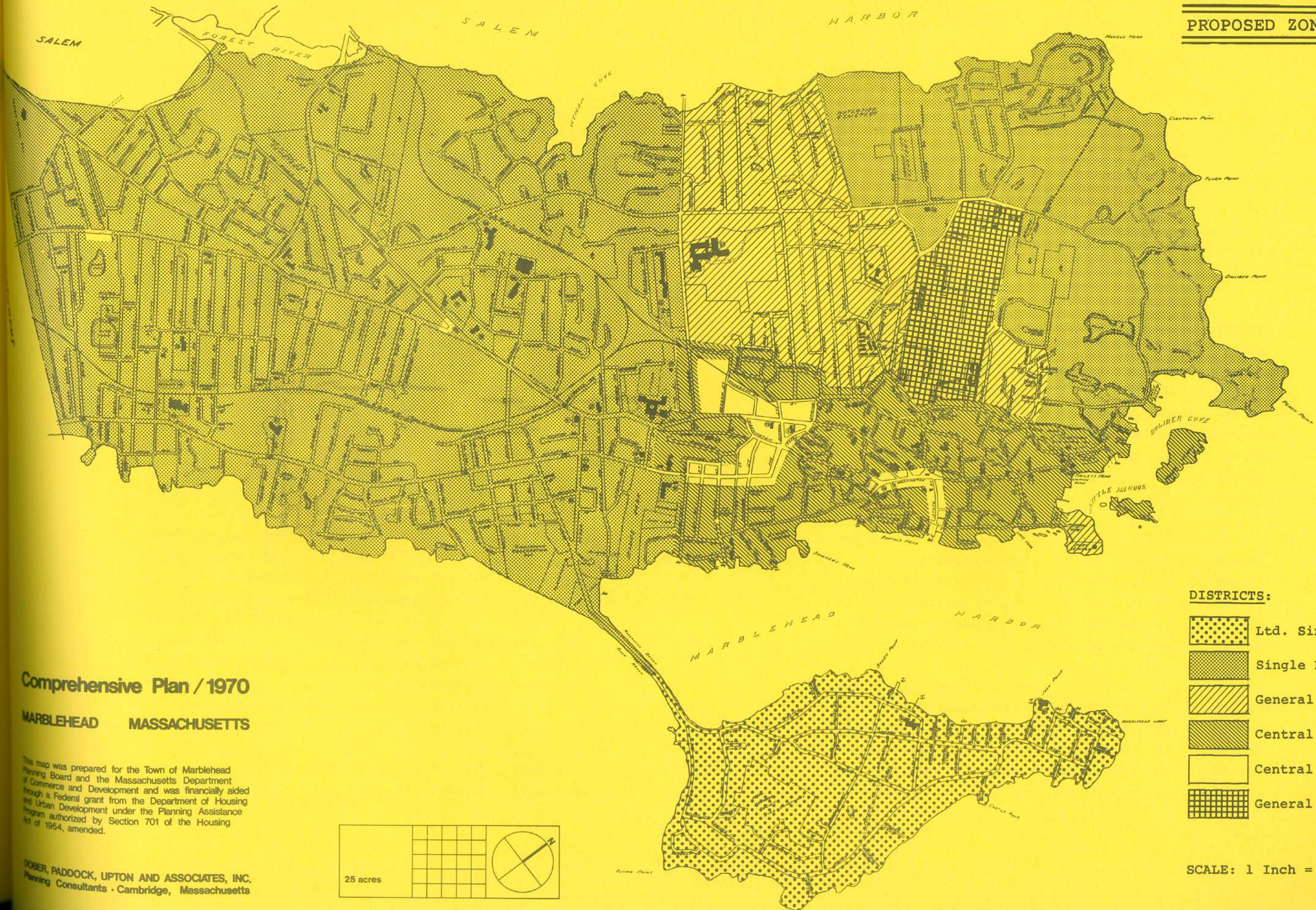
1. For purposes of interpretation, it shall be assumed that:
- a) Boundaries which appear to follow streets and other right-of-ways or streams shall coincide with the center line thereof, including the projection of said center line.
 - b) Boundaries which appear to run parallel to the street line or other right-of-way shall be considered to be one hundred feet from the street line, except that boundaries which appear to follow public property lines shall coincide with such property lines and the projection thereof.

- c) Where a district boundary line divides any lot existing at the time such line is adopted, the regulations for the less restricted portion of such lot shall extend not more than thirty (30) feet into the more restricted portion, provided the lot has frontage in the less restricted district.

ARTICLE IV USE REGULATIONS
Section 41 District Uses

1. In each zoning district, land, buildings, and other structures may be used as a principal use only as set forth in Table 1, Land Use Regulations, for the district in which such premises are located. In any district, a use which is identified with the word "Yes" shall be permitted as a matter of right, subject to whatever additional requirements as are specified in Section 42, Classification of Uses. A use which is identified with the letters "sp" shall be permitted as a principal use only upon the granting of a special permit by the Board of Appeals as provided in Section 15. A use denoted in the Table by the word "no" shall not be allowed as a principal use in that district. Uses listed in the Table of Land Use Regulations correspond directly to the detailed descriptions of use set forth in Section 42, Paragraph 2.
2. Any use existing on the effective date of this by-law which is classified as requiring a special permit in the district in which such use is located shall be deemed to have been granted a special permit subject to maintaining the character and extent of operations and structures existing on that date. Any application for a change in use or structure shall require a special permit from the Board of Appeals as provided in Section 15.

PROPOSED ZONING MAP

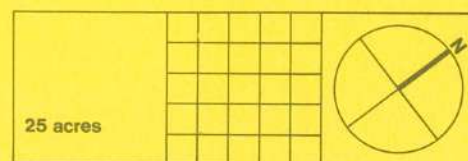


Comprehensive Plan / 1970

MARBLEHEAD MASSACHUSETTS

This map was prepared for the Town of Marblehead Planning Board and the Massachusetts Department of Commerce and Development and was financially aided through a Federal grant from the Department of Housing and Urban Development under the Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, amended.

DOBER, PADDOCK, UPTON AND ASSOCIATES, INC.
Planning Consultants - Cambridge, Massachusetts



DISTRICTS:

- Ltd. Single Family
- Single Residence
- General Residence
- Central Residence
- Central Business
- General Business

SCALE: 1 Inch = 1/4 Miles

Section 42 Classification of Uses

1. For the purposes of this By-law, uses of land, buildings and other structures shall be allocated among the following categories. It is intended that every possible use be included in some category, and a use that does not readily fall into any category listed shall be included in the one to which it is most similar.

TABLE I: LAND USE REGULATIONS

	ZONING DISTRICTS						
	Residence				Business		
	L-S	S-R	G-R	C-R	C-B	G-B	
A. <u>Residence Uses</u>							
1. One-family dwelling	Yes	Yes	Yes	Yes	Yes	sp	
2. Semi-detached dwelling	No	sp	Yes	Yes	Yes	sp	
3. Converted dwelling	No	No	No	Yes	Yes	sp	
4. Row house	No	No	No	Yes	Yes	sp	
5. Multi-family dwelling	No	No	No	Yes	Yes	sp	
6. Hotel or motel	No	No	No	sp	sp	No	
B. <u>Institutional and Recreational Uses</u>							
1. Place of Worship	Yes	Yes	Yes	Yes	Yes	Yes	
2. Schools, non-profit	sp	Yes	Yes	Yes	sp	sp	
3. Kindergarten or nursery	No	Yes	Yes	sp	No	No	
4. Lodge or club	sp	Yes	Yes	Yes	Yes	Yes	
5. Open space	Yes	Yes	Yes	Yes	Yes	Yes	
C. <u>Governmental and Public Service</u>							
1. Governmental building	Yes	Yes	Yes	Yes	Yes	Yes	
2. Public utility	sp	Yes	Yes	Yes	Yes	Yes	

ZONING DISTRICTS
Residence Business
L-S S-R G-R C-R C-B G-B

D. Retail and Consumer Services

1. Retail store	No	No	No	No	Yes	sp
2. Restaurant	No	No	No	No	Yes	sp
3. Bank or post office	No	sp	No	sp	Yes	sp
4. Offices and studios	No	No	No	No	Yes	Yes
5. Personal service shop	No	No	No	No	Yes	sp
6. Indoor amusement	No	No	No	No	Yes	sp
7. Funeral home	No	No	sp	sp	Yes	No
8. Trade or repair shop	No	No	No	No	Yes	sp

E. Automotive and Commercial Service

1. Auto service station	No	No	No	No	Yes	No
2. Auto dealers	No	No	No	No	Yes	sp
3. Repair garage	No	No	No	No	Yes	sp
4. Parking facility	No	No	No	sp	Yes	Yes
5. Boat services	No	No	No	sp	Yes	sp

F. Industrial Uses

1. Research laboratory	No	No	No	No	sp	Yes
2. Laundry	No	No	No	No	No	sp
3. Warehouse	No	No	No	No	No	sp
4. Light manufacturing	No	No	No	No	No	sp
5. Storage yard	No	No	No	No	No	sp

2.

Explanation of Permitted Uses

A. RESIDENCE USES

- 1) One-family dwelling: Detached dwelling on a separate lot, designed for and occupied by a single family.
- 2) Semi-detached dwelling: Two adjoining dwellings each designed for and occupied by a single family and separated by a vertical party wall.
- 3) Converted dwelling: Detached dwelling converted for two or more family occupancy, provided that there shall be no more than four dwelling units and no significant change in the exterior of the building except as required to conform to other codes; provided further that all lot area and yard requirements and parking regulations of this By-law are met.
- 4) Row house: Attached dwelling occupied by not more than one family in each unit between party walls, provided that no row of such units shall consist of more than eight units.
- 5) Multi-family dwelling: A dwelling designed for occupancy by more than two families, but not including attached dwellings; an apartment house.
- 6) Hotel or motel: A structure, including a lodging house in which space is let to five or more paying guests, but excluding retail and consumer services other than restaurant facilities.

B. INSTITUTIONAL-RECREATIONAL USES

- 1) Place of worship: Buildings and grounds used for religious purposes, including sectarian schools, community centers and parish halls.

- 2) Schools, non-profit: Public or private schools or other educational institutions not conducted as a gainful business.
- 3) Kindergarten or nursery: Kindergarten, day nursery, or other agency for the day care of children.
- 4) Lodge or club: Private lodge or club operated for members only and not conducted as a gainful business.
- 5) Open space: A reservation wildlife preserve or other conservation area; parks, recreation lands, or cemetery.

C. GOVERNMENTAL AND PUBLIC SERVICE

- 1) Governmental building: Administrative offices fire or police station, hospital or community recreation building, including seasonal stands offering refreshments.
- 2) Public Utility: Telephone exchange, transformer station, radio broadcasting facility, or other public utility or communications use, but excluding any storage or repair use in residential districts except where authorized by special permit; municipal maintenance facilities, water towers, treatment plant, and pumping stations.

D. RETAIL AND CONSUMER SERVICES

- 1) Retail store: Store for the sale of merchandise where all display and sales are conducted within a building.
- 2) Restaurant: Lunch room, restaurant, coffee shop, or similar place for serving food or beverages to persons inside the building.

- 3) Bank or post office: (self-explanatory).
- 4) Offices and studios: Real estate, insurance, professional offices, medical centers, and photographers' studios.
- 5) Personal service shop: Barber, beauty, cobbler, laundry, dry-cleaning, and tailoring shops.
- 6) Indoor amusement: Theater, bowling alley, pool room, or other indoor commercial amusement use.
- 7) Funeral home: Undertaking or funeral establishment.
- 8) Trade or repair shop: Building and printing trades, caterer, or appliance repair shops, provided that all work and storage including the regular parking of commercial vehicles shall be conducted within a building.

E. AUTOMOTIVE AND COMMERCIAL SERVICES

- 1) Auto service station: Sale of gasoline and related products and services.
- 2) Auto dealers: Salesroom and repair garage for automobiles and other vehicles but excluding sales establishments where a majority of the equipment is stored or displayed for sale outside a building.
- 3) Repair garage: Establishment for the repair of motor vehicles, but not including the sale of fuel, provided that the making of all but minor repairs be conducted wholly within a building sufficiently sound-insulated to confine disturbing noise to the premises.
- 4) Parking facility: Commercial parking lot or parking garage.

- 5) Boat services: Boat sales, services, and repair facilities, including boat yards and marinas.

F. INDUSTRIAL USES

- 1) Research laboratory: Laboratory for scientific or medical research and development not involving noxious or hazardous substances or processes.
- 2) Laundry: Steam laundry or dry cleaning plant.
- 3) Warehouse: Enclosed building for the storage, distribution, or wholesale marketing of materials, merchandise, products, or equipment, provided that such use is not hazardous by reason of potential fire or explosion.
- 4) Light manufacturing: Manufacturing establishment or other lawful assembling, packaging, finishing, or processing use, provided that all operations shall be such as to confine disturbing smoke, fumes, dust, and noise to the premises so as not to create a nuisance or hazard.
- 5) Storage yard: Fuel storage plant, or contractors yard; but not including salvage materials, waste products or other open-air storage of junk which are expressly prohibited.

ARTICLE V DIMENSIONAL REGULATIONS
Section 51 District Regulation

1. Minimum lot area, frontage, setback and yard requirements, and maximum floor area ratio and height limitations for residential uses shall be prescribed in the following Table 2: Dimensional Regulations for Residential Uses. Parking requirements for residential uses as set forth in Section 63 are included here for convenience.

TABLE 2 DIMENSIONAL REGULATIONS FOR RESIDENTIAL USES *

ZONING DISTRICT	Type of Structure	Minimum Lot and Yard Dimensions					Max. Floor Area Ratio	Minimum Open Area (Percent of Lot)	Maximum Height (Feet)	Off-Street ^c Parking Spaces	
		Lot Area (Sq. Ft.)	Frontage (Feet)	Setback (Feet)	Side (Feet)	Rear (Feet)					
Res. L-S	Single	20,000	100	25	15	25	.2	70	40	2	/family
Res. S-R	Single	10,000	100)	20	15	20	.3	60	40	2	/family
	Duplex	16,000	160)								
Res. G-R	Single	6,000	60)	20	8	15	.4	50	40	2	/family
	Duplex	10,000	100)								
Res. C-R	any	2,500/ ^a family	25	20	8	15	.5	40	40	1 1/2/family	
Bus. C-B	any	2,000/ ^a family	25	d	8	15	.6 ^b	30	40	1 1/2/family	
Bus. G-B	any	1,500/ ^a family	25	20	8	15	.7	40		1 1/2/family	

* In all residence districts the dimensional regulations herein set forth shall also apply to any permitted uses not residential or accessory.

Notes: a. No lot to be used for residential purposes shall hereafter be subdivided into parcels of less than 5,000 sq. ft., except to provide separate lots for duplex or town houses.

b. Includes total floor area in a building of mixed use occupancy

c. Parking space requirements shall be computed for each parcel in separate ownership; fractions shall be rounded to the next highest number.

d. In a Central Residence or Central Business District, front yard setbacks may conform to the average alignment of dwellings of similar use already erected on the same side of the street within two hundred feet on each side of the lot, but in no case shall the structure be closer to the center line of the street than twenty feet.

Section 52 Interpretation of Dimensional Regulations

1. For purposes of interpretation of Table 2 above, the following shall apply:

- a. No dwelling or other principal building shall be constructed or used on a lot having less than the prescribed basic minimum area, and no dwelling for use by more than one family shall be constructed, converted, or occupied unless the lot contains at least the basic minimum area plus the prescribed additional area per family for each family in excess of one.
- b. No dwelling or other principal building shall be constructed or used on a lot having less frontage on a street than the prescribed minimum lot frontage, except that lots located at the end of a turning circle need not have a frontage greater than seventy feet.
- c. The minimum setback shall be determined by a line parallel to the street right-of-way line extending from one side lot line to the other. No part of any building, except uncovered steps, and no accessory structure (other than a sign) having a height of more than four feet shall be placed within or protrude into the area between the setback line and the street line. In the case of corner lots, the setback line shall be observed for all bordering streets.
- d. Prescribed minimum side yard areas shall be free of all structures; provided, however, that accessory buildings and structures may be allowed to within

five feet of the Side Yard line behind the backline of the principal building.

- e. Open area as applied in the context of Table 2 shall be deemed to include lawn, garden, natural landscape features and walks; swimming pools, tennis courts or other paved surfaces for social or household use. Specifically excluded from any computation of open area are those portions of a lot devoted to parking, parking access and service drives.
- f. The height of a building shall be measured from the highest point of any roof or parapet to the average finished grade on the street side of the structure, provided that in no case shall the height of any exterior face of a building exceed the permitted height by more than ten feet. Height limitations shall not apply to chimneys, spires, cupolas, TV antennae and other parts of buildings or structures not intended for human occupancy.

2. A lot may not be so reduced as to fail to satisfy any minimum dimension, area or yard required for a permitted principal use except as specified in Section 71. Notwithstanding the area and frontage requirements hereof, a single detached one-family dwelling or lawful building other than a dwelling may be constructed and used on a lot having less than the prescribed basic minimum area and/or minimum frontage (provided that all other regulations of this By-Law are complied with) if said lot, prior to the

date of the adoption of the requirements in question:

- a. was lawfully laid out by plan or deed duly recorded in the Essex County Registry of Deeds (or registered in the Essex District of the Land Court), or
- b. was shown on a subdivision plan as provided in Section 7A of Chapter 40A of the General Laws, or
- c. was otherwise exempted from such requirements by the provisions of statute, and further provided that such lot conformed to the area and frontage requirements of the Zoning By-Law applicable at the time of said recording or approval. Such a non-conforming lot shall not be further reduced in area or frontage, and if it is subsequently combined with other land in such a way as to reduce or eliminate the non-conformity, it shall not again be subdivided except in accord with this By-Law.

ARTICLE VI SUPPLEMENTARY PROVISIONS
Section 61 Non-conformance

1. Any non-conforming building or use lawfully existing at the time of adoption of this By-law or any amendment thereto may be continued. Except as hereinafter provided, a non-conforming use may not be changed to another non-conforming use, and once changed to conform, shall not revert to the prior use.
2. The Board of Appeals may authorize by special permit a non-conforming use of a building or land to be changed to a specified use not substantially different in character or in its effect on surrounding property and the neighborhood. Said Board may also authorize, by special permit, the expansion of a non-conforming use or the alteration or enlargement of a non-conforming building.
3. A non-conforming building or use damaged or destroyed by fire or other accidental cause may be repaired or reconstructed within the same portion of the lot and used as before, provided that such work is completed within two years of the time of damage or destruction, unless the Board of Appeals shall extend such period by special permit.
4. For the purposes of this section a non-conforming use which has been discontinued for a period of two years shall not be re-established, and future use of the building or land shall conform to the regulations of this By-law.

Section 62 Accessory Uses

1. Accessory uses include the use of buildings or land for purposes subordinate and customarily incidental to principal use. Such accessory uses are permitted only on the same lot as the principal use except for the private off-street parking of motor vehicles.
2. In a detached or semi-detached dwelling, the renting of rooms or the furnishing of table board by a resident family to not more than three roomers or boarders shall be considered as an accessory use, provided no separate cooking facilities are maintained.
3. The use of a portion of a dwelling or accessory building for a customary home occupation or the office of a resident physician, dentist, lawyer or member of other recognized profession shall be considered as an accessory use, provided that not more than three persons shall practice or be employed on the premises at anyone time.
4. Garaging or parking of one light panel delivery or pickup truck shall be considered a permitted accessory use in a residential district, but such right shall not extend to the parking of more than one commercial vehicle or a larger vehicle on the premises except as allowed by special exception granted by the Board of Appeals.
5. A swimming pool may be considered accessory to a residential use provided such pool is used only by residents of the

premises and their guests, that no portion of the water area be closer than 20 feet to any side or rear lot line and that the pool be securely fenced to a height of not less than 5 feet.

6. A house trailer or mobile home may be considered as a use accessory to the construction or alteration of a principal dwelling on a lot. Authorization for such use may be granted by the Board of Appeals for a period of not more than six months and any renewal of such permit shall be limited to one additional six month period only.

Section 63 Parking Regulations

1. Adequate off-street parking must be provided on paved surfaces within a reasonable distance in connection with the construction, conversion, or increase by units or dimensions of buildings, structures, and use; provided further that any parking facilities now serving existing buildings or uses shall not in the future be reduced below the requirements of this Section.

2. Table 3: Off-Street Parking Requirements

<u>Activity</u>	<u>Unit of Measurement</u>	<u>Parking Spaces Required per Unit</u>
Single, Duplex, or Town House	1 dwelling	2.0
Apartment	1 dwelling	1.5
Motel, Rooming	sleeping room	1.0
Offices, Stores	300 sq. ft.	1.0
Public Assembly, Restaurant	4 seats	1.0
Bowling Alley	1 alley	2.0

Note: Any fractional computation equal to one half or more shall be rounded to the next highest number

3. Additional off-street parking requirements may be imposed by the Board of Appeals in approving any use for which a Special Permit is required. Where multiple dwelling units for elderly persons of low income are provided, sponsored by the Housing Authority, parking may be reduced to one-half the requirement for apartment occupancy.
4. Required off-street parking for residential uses shall be located on the same lot with the principal use except

in Central Residence and Central Business Districts where it may be provided on any lot within three hundred (300) feet of the use served. Business uses need not provide off-street parking if located within four hundred (400) feet of a municipal parking lot.

5. Design details for off-street parking areas for 5 or more vehicles shall be as follows:
 - a) Each parking space shall be at least nine (9) feet wide and twenty (20) feet long with adequate access and maneuvering area.
 - b) In residence districts parking areas shall be located behind the building set-back line, as determined from Table 2: Dimensional requirements for Residential Uses. In business districts parking stalls in parking lots shall be set back from the street line to whatever extent may be necessary as determined by the Building Inspector to avoid the probability of cars backing or otherwise maneuvering on the sidewalk. In no case shall parking lots be designed to require or encourage cars to back into a public or private way in order to leave the lot.
 - c) The width of driveways and curb cuts at the street line for access to parking areas shall not exceed a maximum of twenty (20) feet in residence districts nor thirty (30) feet in business districts.
 - d) Where parking areas adjoin abutting residential uses, a solid wall, fence or compact evergreen hedge at least 4 feet high shall be erected along the appropriate property line.

ARTICLE VII GROUP HOUSING
Section 71 Cluster Development

1. In Single Residence Districts only, the Board of Selectmen acting as the Board of Appeals may issue a special permit for an exception for a residential development in which lot sizes and frontages are reduced by not more than 25 percent below the minimum requirements, as set forth in Table 2: Dimensional Regulation for Residential Uses, provided that the following conditions are met:
 - a) The total area of land within the development shall be five acres or more, including public or private ways, platted lots and the permanent open spaces specified below.
 - b) The total number of lots does not exceed the number that would result if the total area of the subdivision were otherwise divided into lots according to the minimum requirements of Table 2.
 - c) The area of such common land to be set aside within the subdivision is either deeded to the Town as permanent open space or covenanted to be maintained as permanent open space in joint ownership; and that as open space such land be accessible to all parties having an interest therein.
 - d) The area of such land set aside equals or exceeds the sum of the areas by which any individual lots are reduced below the minimum lot area normally required in the district.
 - e) The frontage of all lots having access to existing public or private streets and ways shall be no less than the amount normally required in the district.
 - f) Off-street parking shall be provided in the order of two car spaces for each dwelling unit.

Section 72 Planned Unit Residential Development

1. A Planned Unit Residential Development shall mean a subdivision, to be developed as an entity, which does not correspond in lot size, bulk, or type of dwelling, density, intensity of development, or required open area to the regulations in any other district established by this Zoning By-Law. The major purpose of the Planned Unit Residential Development, is to provide for a mixture of housing types in certain districts in the Town at somewhat greater densities than would normally be allowed in such districts without detracting from the livability and esthetic qualities of the environment.
2. Specifically a Planned Unit Residential Development should help to achieve:
 - a) Economical and efficient street, utility, and public facility installation, construction, and maintenance.
 - b) A variety of housing types and characteristics appropriate to various family requirements.
 - c) Efficient allocation, distribution, and maintenance of common open space.
 - d) Land use harmonious with natural features.
 - e) The development of real property values for the long-range future.
3. In Single Residence Districts only and after conferring with the Planning Board, the Board of Selectmen acting as the Board of Appeals may issue a special permit for the construction and occupancy of a Planned Unit Residential Development as hereinafter limited.
 - a) For a development of ten or more acres but less than twenty, dwelling types may include single, duplex or town houses.

b) For a development of twenty or more acres, all dwelling types as permitted within this By-law may be constructed and, in addition, the following uses, if specifically designed and intended for the use of residents of the development, shall be considered as permitted accessory uses:

- 1) Nursery or kindergarten.
- 2) Personal service shop.
- 3) Drug store.
- 4) Restaurant.
- 5) Medical and other professional services.

4. In a Planned Unit Residential Development, the following requirements relating to the density and intensity of land use shall be met:

- a) Lot area requirements for individual dwelling units in single, duplex, and town house units shall not be less than 7,500, 5,000, or 2,500 square feet respectively.
- b) Floor area ratio shall not exceed .5 in a Planned Unit Development of under twenty acres, nor .75 in a development of more than twenty acres.
- c) The minimum area of common land to be made available within the development, covenanted and maintained as permanent open space or deeded to the Town for preservation, shall not be less than 1500 square feet per dwelling unit in a development of less than twenty acres nor 1000 square feet, in a development of more than twenty acres.
- d) Off-street parking shall be provided in the order of two spaces per dwelling unit for all single, duplex, and town house units and one and one-half spaces per dwelling unit for multi-family apart-

ments where parking is normally provided on a grouped basis.

Section 73 Procedure for Approval

1. Each applicant form when submitted to the Board of Appeals for approval of a Cluster Development or a Planned Unit Residential Development under this article shall be accompanied by a plan in triplicate of the proposed development prepared in the manner of a preliminary subdivision plan. Said plan shall show public or private ways, platted lots, permanent open spaces to be provided, and the building types proposed to be constructed on the specific lots shown, together with a full and detailed exposition of dimensional and other pertinent data.
2. Within ten days after receipt of the plan, the Board of Appeals shall transmit a copy thereof to the Planning Board and the Board of Health, which said Boards shall investigate the proposed layout and report in writing their recommendations to the Board of Appeals.
3. On any application officially before it, the Board of Appeals shall consider the merits of the plan and shall advise the developer of specific inadequacies or suggested modifications in order that he may amend the plan prior to a public hearing. The Board shall hold said hearing within forty days of receipt of such application for approval, giving due notice of at least fourteen days. The decision of the Board shall be made within sixty days after the date of application.

ARTICLE VIII ENVIRONMENTAL CONTROLS

Section 81 Historic Districts

1. Special attention shall be extended to the historic districts established under the Old and Historic Districts By-law and as from time to time amended. Both the Planning Board and the Board of Appeals shall take into consideration the affect of any matter on which they are required to pass deemed to have a significant effect on the historic districts and the purposes for which they were established. Said Boards shall extend to the Historic Districts Commission official notice of all matters pertaining to the historic districts which require a public hearing.
2. For the purposes of this section, automotive services, excepting parking, are expressly forbidden in the Central Business District of the Old Town Historic District. Further, any application for a special permit or variances within the limits of all historic districts on which the Board of Appeals must act shall be deemed not approved if prior to a final decision by the Board, the Historic Districts Commission notifies the Board in writing of its disapproval, stating reasons therefor.

Section 82 Earth Removal

1. The removal of any soil, loan, and or gravel from any land in the town not in public use is expressly prohibited unless such removal is authorized by special permit from the Board of Appeals or except in conjunction with the construction of a building or an approved way.
2. No such permit shall be issued until an application therefor is filed with said Board and a public hearing, with due notice prescribed by law, has been held.

ARTICLE IX VALIDITY

Section 91 Prior Law

1. Except as otherwise provided in Section 11, Chapter 40A of the General Laws, the adoption of this By-law shall not affect the validity of any action lawfully taken under the provision of the Zoning By-law in effect prior to date this By-law becomes effective.

Section 92 Severability

1. Should any section, provision or paragraph of this By-law be declared invalid by court review, such decision shall not affect the validity of the By-law as a whole or any section or provision, other than the portion so declared to be invalid.

Section 93 Penalty for Violation

1. Whoever violates any of the provisions of this By-law shall be punishable by a fine not to exceed Ten Dollars (\$10.00) for each offense. Each day that such a violation is permitted to exist shall constitute a separate offense. The imposition of a penalty shall not excuse the violation and shall not be held to prevent the enforced removal of prohibited conditions where they continue to exist as a violation of this By-law.

Section 94 Effective Date

Capital Improvements Program

The most efficient tool toward achieving physical goals is through capital improvement programming. Essential to this process is a broad conceptualization of what is needed and when such community improvements are required. From this information priorities are set, giving precedence to those projects of greatest urgency. Such long-range scheduling assures that most urgent matters get prior attention. But this approach also guarantees that facilities of lesser importance are not overlooked for subsequent action.

The increasing complexity of local issues plus the failure to anticipate the will of the voters underscore the need for a more comprehensive program. Chief among the shortcomings of the present system is the practice of voting on one issue at a time with insufficient information on the cumulative impact of other needed improvements. Disagreement on individual issues such as school consolidation has been allowed to overshadow other pressing conditions. In this instance, the inadequacy of the proposed high school site on Village Street and the corrective measures necessary have all but been ignored. Since state aid (40 percent of school cost) may be contingent upon approval of both site and building plans, site expansion should be an essential prelude to development of working drawings.

In general, confusion and apathy at recent Town Meetings has been debilitating to progressive community leadership and confidence in that leadership. While capital improvement programming will not necessarily change public attitudes, it is the most effective means of developing support for needed municipal improvements. Therefore, it is recommended that in future such a program be the joint responsibility of the Finance Committee and Planning Board.

The development of a capital improvement program is a fundamental element of the master plan. For reasons of simplicity and custom, the proposed program which follows excludes cost items of less than \$10,000. Similarly, expenditures which tend to average out as routine annual outlays are not included. Such cost items cover the purchase of maintenance equipment, trucks or other vehicles which characteristically

have short-life use. With respect to the master plan proposals, the accompanying tables are intended to present a clear perspective on the Town's financial capabilities over the coming five years.

Marblehead now enjoys an Aa financial rating (Moody's) which has enabled it to float bonds at relatively low interest rates (5.5 percent in recent periods of high interest). We have assumed that this rate will prevail in the course of the proposed 5-year capital improvements program and consequently have used it in determining debt service payments on new issues.

Since the Town observes the practice of bonding on 10-year periods, we have also assumed that this policy will continue. Despite the fact that longer terms are allowable (i.e. 20 years for schools, 30 years for sewers and sewerage plants) the shorter term keeps the rate of debt to valuation at a sound level, assuring the continuation of the present financial rating. Interest on school bonds is also minimized since the Town must cover interest payments accruing on the 40 percent State assistance. Though we initially questioned whether the Town was capable of continuing its present short-term bonding policy, the tables indicate that the financial strain is not unduly severe. Marblehead can, of course, modify bonding policy at any time. The tables therefore illustrate the maximum impact on the tax rate produced by short-term bonding.

On the basis of the projected financial plan there appears little danger of losing the Aa rating. Research indicates that the equalized valuation used by the State Tax Commission is undergoing revision. In the near future it will approximate true valuation as determined by the recent Town re-assessment. Since equalized valuation is now used in determining municipal borrowing limits (i.e., 5 percent within debt limits and up to 5 percent outside the debt limit), Marblehead's capacity for borrowing will thus be increased. On this assumption we have substituted projected assessed valuation for determining the extent of future debt to valuation. The compiled data indicate that even with the projected capital improvements recommended by this survey, the Town is in a sound financial position to carry out the following capital improvements.

PROPOSED IMPROVEMENTS: BOND ISSUES

The scheduling of suggested capital improvements is intended to be approximate in timing. Land acquisition needs are considered of greatest urgency and purchase of strategic parcels must be completed forthwith, before development occurs.

High School Land: \$300,000

Action: 1970

Consistent with a policy for early land acquisition, the purchase of approximately 10 acres for the new high school site on Village Street should be given top priority. This step will help to reduce the difference between the 27 acres now in Town ownership and the 45 acres required by state standards for the projected development. Purchase of this land must be labeled the major issue immediately facing the community. Failure to act promptly on this matter could jeopardize the 40 percent state aid for high school construction and site improvements.

Sewers and Sewerage Treatment: \$1,235,000

Action: 1970-71

Sewer construction is nearing completion of long-range program. One more full bond issue (\$235,000) is needed in 1970. Supplementary funds for further work may be obtained from the \$1 million bond issue proposed for 1971 as the Town's share (20 percent) of the sewerage treatment plant. This amount is somewhat larger than was indicated by preliminary estimates, but is rounded here to allow for subsequent cost increases and changes in basic design. (If a plant at Riverhead Beach is necessary, some of the monies may be used in developing a protective seawall in connection with multi-purpose harbor improvements.) Exact amounts can not be determined until the preparation of further working plans.

High School Development: \$3,500,000

Action: 1971

The amount earmarked for high school development is intended to cover additional classrooms, gymnasium and auditorium spaces and playing fields. Provision of other facilities for community use, including a teen center, is recommended. The successful inclusion of such special facilities will depend in large measure on the participation of local groups, particularly the Park and Recreation Commission in the planning process. Other facilities such as a

skating rink-tennis court structure also might serve a community recreation purpose and should be considered for inclusion. This item would increase cost by about \$500,000, although state aid would cover 40 percent of cost.

Elementary School Consolidation: \$2,500,000 Action: 1972

The consolidated elementary school, often a subject of debate, is projected for construction following the high school. Examination of the community's financial structure indicates that construction will not excessively burden the Town's debt rate. Retention of two school buildings--the Story and Roads--will permit their subsequent re-use as municipal office space, thereby providing a measure of economy.

Fire Station: \$200,000 Action: 1974

A replacement for the Franklin Street fire station is urgently needed, not only for better accommodations for men and equipment, but mainly for improved access to other areas of town. Summer traffic congestion is a particular hinderance to the response of this unit. Construction of a new station is proposed for 1974 after school priorities have been met. Meanwhile a cash outlay for land purchase for the station is proposed in 1971.

Downtown Parking Garage: No estimate

Another recommendation of this survey, the downtown parking garage behind Washington Street, is listed without cost estimate for the time being. A special study committee, to be appointed in 1970, will investigate prospects of cost sharing. Possible execution might come in two stages, the first as land acquisition and the second, construction.

PROPOSED IMPROVEMENTS: CASH OUTLAYS

Projects for which cash outlays are suggested are essentially smaller in cost than those proposed for bonding. Concentration of cash outlays in 1970 and 1971 will minimize the impact on the tax rate of major bond issues in 1972 and 1973.

Public Lands: \$70,000. Action: 1970

As previously stressed, the securing of land for public uses is a matter of top priority. The purchase of land adjacent to the Eveleth School is intended to increase space available for playground use and provide for possible future school expansion. In this case, the land will be put to immediate use for neighborhood recreation purposes, augmenting space at nearby Hobbs Memorial: cost estimate \$20,000. Also recommended for appropriation in 1970 are additional funds to complete land purchase at Waterside Cemetery. This action was voted by the 1968 Town Meeting and monies will be needed to support a taking by the County Commissioners. The \$20,000 voted in 1968 is clearly inadequate at today's prices and will have to be supplemented with funds at least of the magnitude proposed here: cost estimate \$50,000.

Off-Street Parking: \$155,000. Action: 1970

Proposed overall improvements to the Uptown Business District include the acquisition of off-street parking at Barnard, Hawkes and Atlantic Avenue, scheduled for 1970. Unless the Town acts forthwith on this matter, the opportunity to provide adequate parking in the Atlantic Avenue business section may be permanently lost. Future use of former railroad land for off-street parking will favor the Pleasant Street shopping section. A balanced program of parking is needed to protect and foster the Town's commercial tax base.

Uptown Circulation Improvements: \$45,000. Action: 1971

Scheduled for 1971 are funds to make initial purchases for the circulation - parking plan for Uptown. Under the long-range plan, the first parcels to be acquired should include open land such as the Magnecheck parking area to provide for a future Sewell-Hawkes connector. Other properties needed to complete the Uptown proposal are

now developed. For that reason, further acquisition is not programmed for early action but, rather, should be carried out as finances and opportunities to purchase occur.

Fire Station Land: \$35,000.

Action: 1971

Land for a new fire station should be purchased in 1971 so that future relocation for the Franklin Street Station is assured. This timing will allow the opportunity to negotiate with the owner prior to Town Meeting. As indicated in the section on bond issue proposals, station construction is staged to allow other pressing matters to take precedence. But purchase of a site should be planned for the earliest possible opportunity. This might occur at the special Town Meeting scheduled for the fall of 1970. The location recommended is at the corner of Roosevelt Avenue and Elm Street.

Salem Harbor Development: \$60,000.

Action: 1971

Development of recreation opportunities in Salem Harbor have long been overlooked. Present municipal facilities are inadequate to meet local needs which use of Salem Harbor would satisfy. Projects at Stramski to develop a pier for boating activities and at Village Street to enlarge the shoreline area by property acquisition (and further improvements to the pier) represent excellent opportunities to capitalize on the natural resources of the harbor. Until it can be determined what each particular improvement will cost, a flat amount of \$60,000 is recommended for appropriation in 1971. These projects will diversify recreation opportunities and overcome present deficiencies in sailing facilities.

Steer Swamp: \$20,000.

Action: 1971

With help from state and Federal agencies, the completion of the Steer Swamp Conservation Area might be realized within two years. Proposed for appropriation in 1971 are funds to cover the one-fourth share of cost to the local community. At an estimated cost of \$80,000 for the project, a local contribution of \$20,000 is needed. While the full amount may not be required in 1971, it is suggested that the money be raised that year rather than later when bond issue payments are substantially greater. In addition to this special appropriation, the Town should continue to finance the Conservation Fund with annual appropriations.

Tedesco By-pass: \$100,000.

Action: 1971

The Tedesco By-pass, if it becomes a reality, will represent a major traffic circulation improvement at a cost to be borne largely by the Commonwealth. As stated elsewhere, this one-mile stretch of proposed parkway connecting to the regional highway system will provide a new gateway to Marblehead. The special committee appointed to study this project will require the better part of a year to analyze location and confer with state officials. An estimate of \$100,000 is proposed for appropriation in 1971 to cover purchase of the approximately 10 acres needed. The land is generally of poor quality and not readily accessible so that final cost is not expected to exceed this estimate.

Photography Exhibit: \$20,000.

Action: 1971

The permanent photography exhibit recommended to be housed in the Old Town House will need positive funding by 1971. While a smaller amount may be appropriated this year to start the program, a minimum of \$10,000 is needed in 1971 and 1972 to move the project forward. Supplementary amounts will be needed in succeeding years but the exact sum will vary with the scope and ambition of the project.

Recreation Improvements: \$40,000

Action: 1971

The need for adequate toilets at recreation areas has been generally overlooked. Lack of sanitary facilities is not only an inconvenience but a health hazard as well. While minor recreation improvements can be made annually through expenditures of small sums, the limited recreation budget is inadequate to cover the cost of providing toilet facilities. To meet this need at Devereux Beach and at one or two other heavily used locations, an appropriation of \$40,000 is recommended for 1971. While this amount will not meet the total need, it will allow for correction at the most critical locations.

Library Land: \$28,000.

Action: 1972

To provide for future library expansion needs, the purchase of adjoining property is programmed for 1972. While the transaction may not occur for several years thereafter (but prior to 1976) it is advisable to set this amount aside as scheduled so as to maintain reasonably constant expenditures for capital improvements.

Bell School Playground: \$45,000.

Action: 1974

Provision of a neighborhood playground at the Bell School is deferred until 1974 when debt service payments on pre-1970 bond issues drop substantially. The land is now owned by the Tower School and is unlikely to be sold in the meantime. Purchase and partial development can occur the same year if plans and agreements are made in advance. Approximately 2 acres of land will be involved.

LONG RANGE CAPITAL IMPROVEMENTS: 1975-1990

Because of the advanced urban development in Marblehead, and the near-total commitment of land resources, projects contemplated beyond the programmed 5-year period are largely "one-of-a-kind". For this reason, no firm order of priorities can be followed.

Library Expansion

Of major importance is the library expansion which should be done in 1975 or 1976. This will permit continued efficient operation without resorting to makeshift arrangements. Early preparation of plans is recommended.

Middle School

Renovation and expansion of the middle school (present high school) will be necessary by the latter part of the decade. Timing of this move should be closely tied to any possible closing of the Star-of-the-Sea School so that overcrowding in grades 6-8 can be avoided. Planning for this facility should begin well in advance to permit construction when needed.

Regional Incinerator

The prospect of regional incineration will likely be well-advanced by 1975. Presumably steps in this direction will occur earlier, but the actual bonding required by local communities will remain uncertain for some time. Underwriting of the cost of regional facilities may well be 50 percent Federally assisted, and possibly state-aided. Just how much and when local financial support will be required, will be determined by the state or a regional authority.

Uptown Circulation Plan

Traffic congestion predictably will increase in the Uptown Business District with the influx of new business activity. The proposed circulation - parking improvements recommended elsewhere should be pursued by gradual land acquisition. As major capital outlays for other projects decrease, including debt service payments, cash outlays for this program should be stepped up. With the Town presently realizing an estimated \$150,000 in tax revenue from this district annually, public development is warranted to make this area a more attractive element of the community.

Recreation Area Expansion

Long-range recreation improvements should include development of the land-fill area at the dump for park and recreation use after the incinerator has been phased out. Attention should also be given to the possible enlargement of Fountain Park toward Little Harbor and Gas House Beach. The Town should remain alert to the possible purchase of the Jenney Station at Ushers Beach and should be ready to acquire it when the owner is prepared to sell. Finally, and most important, the Town should plan to purchase the Welsh property adjoining Stramski Playground at such time as it becomes available. The addition of this 4.7 acre parcel will significantly increase the width of the recreation site, making limited development more practicable.

Town Offices

Projects with no immediate urgency include the future development of town offices. Once the replacement of the Sewall Building through adaptation of the Story School has been completed, the town office situation should be well in hand. In the event of sale, the Eustis Funeral property should be acquired for the building site but its purchase need not signal start of the project.

Conservation Land Consolidation

Because of the advanced stage of development of local land resources, much of the conservation efforts beyond 1975 will be directed toward consolidation of fragments peripheral to the principal holdings. By 1985 expansion of these lands should be largely completed.

PROPOSED DEBT SERVICE PAYMENTS
1970-1974
(000 omitted)

	1970	1971	1972	1973	1974
Continued General Obligation Payments (Excl. Water Bonds)	\$482	\$459	\$411	\$327	\$214

Continued School Obligation Payments (Less State Aid)	340	326	312	284	210
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Proposed Bonded
Capital Investments:

School Department

High School Land (est. \$300,000)	x	47	45	43	42
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High School and Community Center (est. \$3,500,000)		x	403	383	364
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Elementary School (est. \$2,500,000)			x	288	274
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Sewer Commission

Sewer Extension (\$235,000)	x	38	37	35	34
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Sewage Plant (est. \$1,000,000 at 20 percent of cost)		x	155	150	144
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Fire Department

Fire Station (est. \$200,000)					x
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General Government

Downtown Parking Garage	Cost and financing uncertain pending further study				
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x Year of project initiation

* Ten-year bonding assumed as continuation of present Town policy;
interest rate on proposed bond issues assumed at 5.5 percent

PROPOSED CASH OUTLAY FOR CAPITAL IMPROVEMENTS*
1970-1974
(000 omitted)

	1970	1971	1972	1973	1974
<u>School Department</u>					
Eveleth Playground	\$20				
Bell Playground					\$45
<u>Cemetery Commission</u>					
Waterside Cemetery	50				
<u>Conservation Commission</u>					
Steer Swamp Land (25% of Project Cost)		20			
<u>Fire Department</u>					
Fire Station Site		35			
<u>Park & Recreation</u>					
Recreation Improvements		40			
<u>Public Library</u>					
Library Land			28		
<u>General Government</u>					
Uptown Business District					
a) Off street parking	155				
b) Circulation improve- ments		45			
Salem Harbor Development		60			
Tedesco By-Pass		100			
Historical Exhibit		10	10		
TOTAL	\$225	\$310	\$38	\$00	\$45

* Items of \$10,000 or more

PROJECTED FUNDED DEBT
1970-1974
(000 omitted)

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Obligations Outstanding	\$ 4,843	\$ 3,978	\$ 3,123	\$ 2,313	\$ 1,605
Annual Debt Retirement	- 865	- 855	- 810	- 708	- 485
Net Debt Added by Capital Improvement Program	535	4,980	6,975	6,220	5,665
Total Projected Debt	4,513	8,103	9,288	7,825	6,785
*Projected Assessed Values	194,000	202,000	210,000	218,000	227,000
Net Debt/ Assessed Value	2.3%	4.0%	4.4%	3.6%	3.0%

COST OF CAPITAL IMPROVEMENTS
AS REFLECTED IN THE TAX RATE*
1970-1974
(in dollars)

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Committed Bond & Interest Obligations	\$4.23	\$3.88	\$3.44	\$2.80	\$1.87
Proposed Bond & Interest Costs		.42	3.05	4.13	3.78
Proposed Cash Outlays	1.16	1.53	.18		.20
TOTAL	5.39	5.83	6.67	6.93	5.85

* Rates based on an assumed annual increase of 4 percent in assessed valuation

* Projected assessed values based on average annual increase of 4 percent for years 1962-1967

XIV SUMMARY

Plan for Action

A comprehensive or master plan is essentially a synthesis of ideas and goals developed from a background of existing resources and analyzed needs. It may contain many individual elements or depending on circumstances, it may have few in number. In turn, the elements of a plan can be additive or subtractive. If the plan is carefully conceived, many of these elements will be interrelated. (viz. the reuse of public lands or buildings for alternative purposes) But there should be no misconception that THE PLAN must be strictly adhered to. Initiation or rejection of its recommendations will depend not on the acceptability of the total package, but rather on the merit of individual proposals.

The elements of the Comprehensive Plan developed from this planning study have been serially considered in preceding sections. From these investigations of possible public - and private - action, three guides to future development of Marblehead have been prepared. The basic guide consists of a generalized Land Use Plan, intended to serve as a basis for local land use policy (including zoning).

A second guide to the Comprehensive Plan, the Community Facilities Plan, also attached, is on specific areas of needed public improvement. Some of the elements of this plan have been developed as solutions to the problem as the consultant views them. Other elements of the plan include goals as already expressed by the community such as the conversion of the junior high and eventual construction of a consolidated elementary school. As a means of directing the expenditure of public funds on a sound and comprehensive basis, the Community Facilities Plan is supported by the Capital Improvements Program.

The third guide to the Comprehensive Plan is the Circulation Plan showing the allocation of major streets to classifications employed in traffic engineering practice. These classifications constitute a functional system intended to direct future state assistance in road maintenance to areas of priority as determined by the community. One element of the classification system, the proposed Tedesco By-Pass, was also used on the Future Land Use Plan to indicate a

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division between land use densities in the area of Forest River. In connection with possible by-pass construction, it is suggested that Leggs Hill Road be discontinued beyond Sheffield Road toward Forest River. This is a matter of detailed road design which could not be encompassed within the limits of the present study.

Another element of the Circulation Plan, the proposed Bicycle Trail is also shown on the Community Facilities Plan to which it is more related. But prior suggestions by some Marblehead officials to use the right-of-way for road purposes are in conflict with the recommendations of this study. For this reason, it was adjudged essential to indicate that such use is not a recommendation of this circulation proposal.

General Objectives of the Comprehensive Plan

Considered below are the basic objectives of the Plan, listed on a suggested priority basis. Most of these are proposed elements of the Community Facilities Plan. Where applicable and pertinent to the particular timing of an improvement, an evaluation of related costs and benefits is included. In certain instances suggested priorities may prove inappropriate to opportunities to act. Unfortunately it is not possible to anticipate these special circumstances, and the priorities should not be considered as binding.

1) Zoning By-law: Fundamental to the Plan itself is the need for better zoning controls. While specific inadequacies of present regulations are spelled out elsewhere in detail, the Unrestricted District constitutes the major problem. Continuance of this large unzoned area poses a serious threat to the Old Town community. Failure to recognize this fact could result in the intrusion of incompatible land uses and an increasing traffic volume on barely adequate street. A new zoning by-law easily qualifies as the initial goal for Marblehead.

2) Bicycle Trail: The land necessary for the facility is already Town-owned and in suitable condition for immediate use. (It is already used for this general purpose.) The Park and Recreation Commission have endorsed its potential in the recreation opportunities of the community. All that is needed is formal endorsement

by the Town to establish this land for this activity.

3) Waterside Cemetery: Prolonged delay in executing the addition to the Town cemetery does not make it any less of a priority. Prompt action on the measure voted by the Town Meeting in 1968 is urged to complete the necessary transactions.

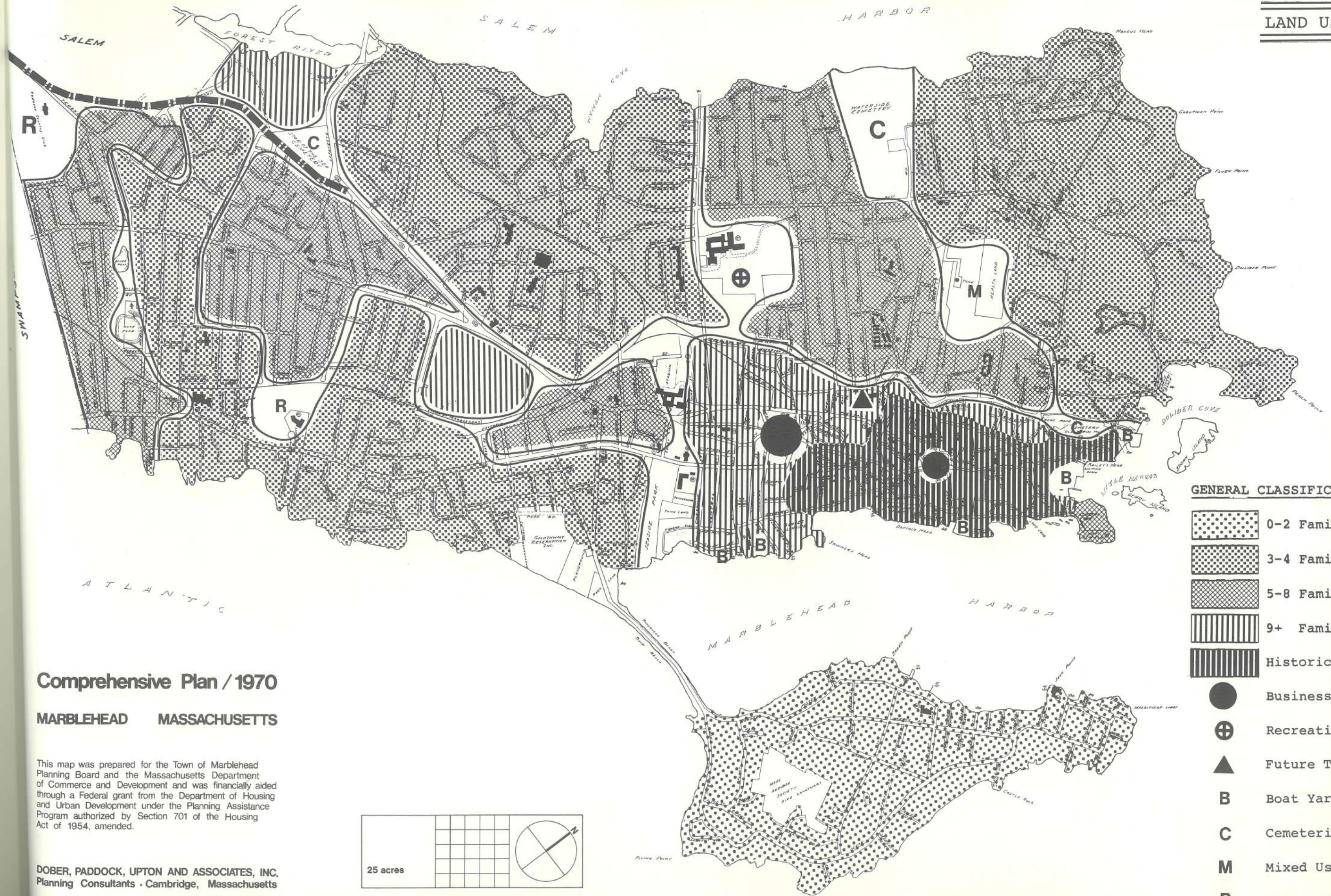
4) High School and Community Center: The conversion of the Junior High to a 4-year high school program will provide more thorough educational training at the secondary level. But this move is also necessitated by the need to provide greater teaching space for future enrollments. Concurrent with the development of building plans, consideration should also be given to multi-purpose community activities, both indoor and out. By constructing facilities to be shared by the community at large, greater benefits will accrue than if the development proceeds as a single-purpose project. The inadequate site also is in need of expansion. An additional 10 acres is recommended.

5) Eveleth School Site: A simple but necessary step to assure more adequate neighborhood playground space is needed at this school. This can be accomplished at a relatively small cost by the addition of adjacent vacant land. This move will help to bring the site closer to established school site standards.

6) Fire Station Site: The difficulty of fire engine response from the present station on Franklin Street remains critical under summer month traffic conditions. With suitable alternatives limited, the Town should move at the earliest possible date to acquire a recommended site (Elm and Roosevelt Streets). Failure to act promptly will mean higher site costs later on as open locations disappear.

7) Off-Street Parking: In accord with the proposed improvements to the Uptown Business District, the purchase of land for public parking is recommended. Initial purchase at Barnard, Hawkes and Atlantic Avenue is intended to give balanced distribution in the Uptown area when land between School and Bessom Streets is converted to public parking use (at no cost). Private parking is both inadequate and often unguaranteed to continue to meet the long-range needs of a thriving business center. Therefore, public action





- GENERAL CLASSIFICATIONS:**
- 0-2 Families/Acre
 - 3-4 Families/Acre
 - 5-8 Families/Acre
 - 9+ Families/Acre
 - Historic District
 - Business Districts
 - Recreation Center
 - Future Town Offices
 - B** Boat Yards
 - C** Cemeteries
 - M** Mixed Uses
 - R** Private Recreation

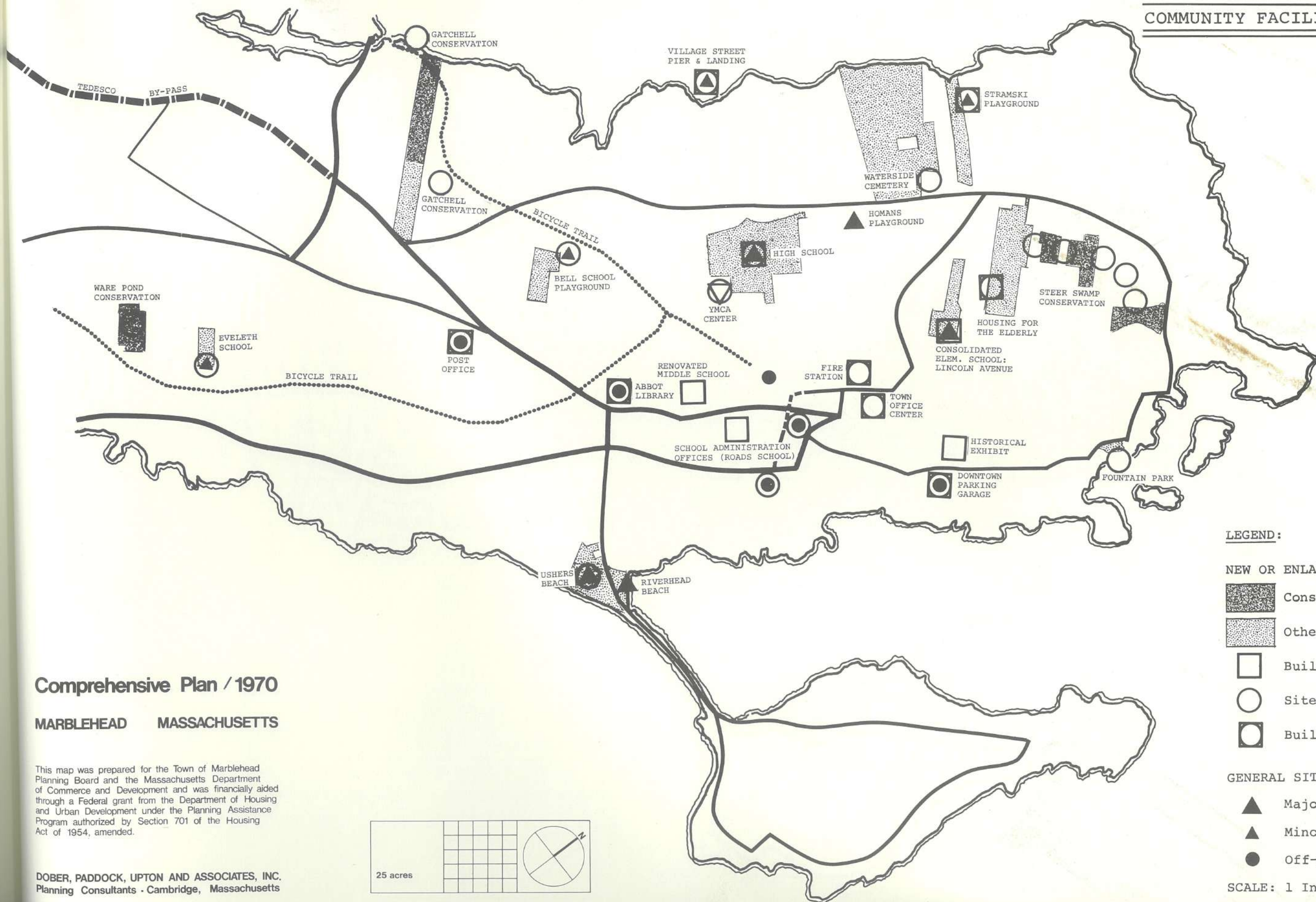
Comprehensive Plan / 1970

MARBLEHEAD MASSACHUSETTS

This map was prepared for the Town of Marblehead Planning Board and the Massachusetts Department of Commerce and Development and was financially aided through a Federal grant from the Department of Housing and Urban Development under the Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, amended.

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Planning Consultants - Cambridge, Massachusetts

COMMUNITY FACILITIES PLAN



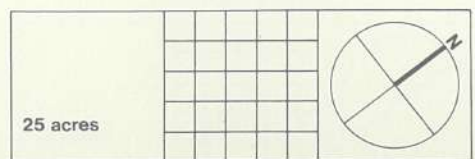
- LEGEND:**
- NEW OR ENLARGED FACILITIES**
- Conservation Areas
 - Other Public Lands
 - Building/Pier
 - Site
 - Building & Site
- GENERAL SITE IMPROVEMENTS**
- Major
 - Minor
 - Off-Street Parking
- SCALE: 1 Inch = 1/4 Mile

Comprehensive Plan / 1970

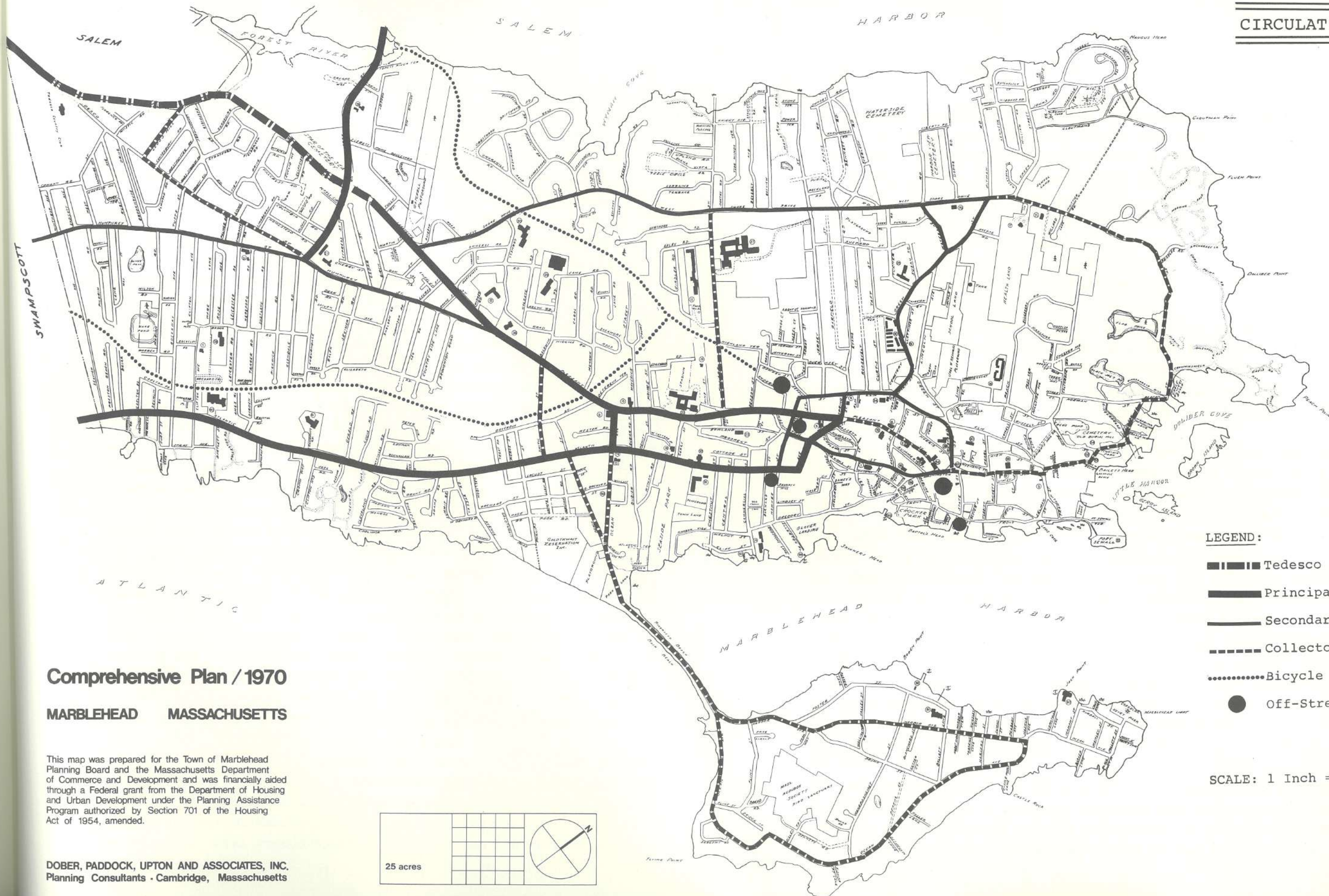
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CIRCULATION PLAN

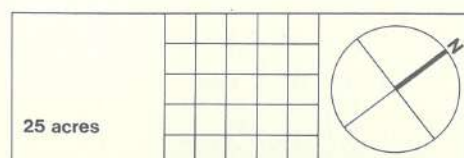


Comprehensive Plan / 1970

MARBLEHEAD MASSACHUSETTS

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LEGEND:

- ▬▬▬▬▬▬ Tedesco By-Pass
- ▬▬▬▬▬▬ Principal Arterials
- ▬▬▬▬▬▬ Secondary Arterials
- ▬▬▬▬▬▬ Collector Streets
- Bicycle Trail
- Off-Street Parking

SCALE: 1 Inch = 1/4 Miles

is deemed imperative.

8) Sewage Treatment Plant: With the Department of Natural Resources closely watching, final plans by a special committee are nearing completion. The end product of this effort will be a tentative agreement with one or more adjoining communities for treatment facilities outside the Town. Town Meeting action on the matter is anticipated for September 1970. While savings may or may not be large, the import of this action will be the exclusion of plant location from the Causeway area where it was initially considered.

9) Housing for the Elderly: The request by the Housing Authority for Town Meeting (1970) approval of 75 state-allocated units raises questions as to procedure. (The matter was not approved by Town Meeting action). So long as the Authority continues to build one and two story structures, the land supply is neither adequate nor topographically suitable. To plan more imaginatively for current and future allocations, immediate consideration should be given to developing space on part of the 16-acre Health Department tract (incinerator site). If a suitable development plan can be worked out, costs to the community would be minimal, with the state providing most of the site improvement costs.

10) Consolidated Elementary School: The consolidation of the Gerry, Roads and Story Schools is a high priority item to follow closely on the heels of the new high school at Village Street. Building design and site development should be somewhat simpler than for the high school complex. Therefore, the school should open within a year of the latter, despite a later start. Benefits will accrue to the increased efficiency of the school department and a broader program for the pupils. The chance to reuse two of the abandoned schools for administrative office space must be considered a major opportunity of the plan.

11) Historical Exhibit: Putting money to sound long-term use is a key element here. It is recommended that the Town celebrate the National Bi-centennial Observances by the establishment of a permanent historical exhibit. Suggested resources include several outstanding local photographic collections and the work of Samuel

Chamberlain, a Marblehead resident. Assistance from the Smithsonian Institute will give this effort the needed polish and technique. The exhibit might be housed in the Town House or, preferably, in the present Post Office which needs replacement.

12) Steer Swamp Land: The Conservation Commission expects to apply for state and Federal open space assistance in 1971. Negotiations have already started. The funds will help to culminate 10 years of piecemeal acquisition. The consolidation of these disconnected parcels will assure the preservation of this important environmental feature.

13) Recreation Improvements: The provision of toilet facilities at several locations is needed for better environmental health control. Devereux Beach and Chandler-Hovey Park are specific locations where such facilities are needed. Savings will be realized by including other sites and doing them simultaneously under one contract.

14) Salem Harbor Development: The need for additional sailing opportunities has never been greater. Marblehead Harbor is already congested and moorings are in short supply. Development of boating facilities at both the Village Street Landing and Stram-ski Playground will provide access to under-used Salem Harbor. Improvements to both sites are recommended.

15) Tedesco By-Pass: The purchase of land for a Tedesco By-Pass will enable the community to protect an important residential area. Unless this is done this area will suffer deterioration from traffic congestion generated by future inter-state highway construction. It is in the interests of residents and the community alike to protect the values of this area. State responsibility for road construction costs could make the initial investment in the purchase of vacant land a bargain for the Town.

16) Downtown Parking Garage: Like the Tedesco By-Pass, this project is important to the community's survival from the onslaught of the motor vehicle. The details of this proposal are so complex that early formation of a study committee was recommended. The need for prolonged study and the uncertainty of Federal aid leave the initiation of this project very much in the air. But the

positive benefits from this project may well assure the survival of the Old Town as an important local and national historic area.

17) Library Land: Land for library expansion should be acquired in advance of building enlargement. While timing of enlargement may remain undetermined for some time, a firm date should be made with present site occupants. This will reduce the vagaries of Town Meeting action on the personal lives of present owners.

The land may be used temporarily for needed off-street parking.

18) New Fire Station: Scheduling of construction must occur within five years at the latest if fire-fighting efficiency is to be maintained. With the influx of summer traffic increasing yearly, apparatus will be largely immobilized at the Franklin Street Station by then. Completion of the new quarters by 1975 is therefore crucial to adequate fire protection.

19) Bell School Playground: Adequate play facilities for the Bell School are needed now, but the pressure of other priorities relegates action on this facility to 1974. The required land is isolated and consequently not subject to prior development. Hence the lower priority.

20) Library expansion: Extension of stack space is needed by 1975 if this facility is to maintain adequate service. Possible increase in the operating budget may well bring this need to a head several years sooner. In any event, further delay would affect the level of service to the community.

21) Middle School: When the conversion of the present high school to grades 6-8 is made, some renovation will be needed. It is recommended that major renovations be avoided until a structural analysis is made and compared with curriculum needs. The need for enlargement will be precipitated if the closing of the Star of the Sea School occurs. Therefore proposed government subsidies to private schools will also be a factor in the timing of major changes. While the low priority of this project may cause dismay, a thorough overhaul of this plant is needed. In our judgement, the Town is not prepared to face the extensive changes needed for some years. Delay may well produce a better end product.

22) Regional Incineration: The Town incinerator is barely adequate now. In view of its age, extensive outlays are not warranted. Timing on regional incineration solutions will be largely dependent on other larger communities - and state participation. But unless concrete results appear soon, private enterprise may have to solve the problem.

23) Ushers Beach: Major improvements in landscaping and the provision of tennis courts are among specific improvements needed to make this facility more attractive. This work should be delayed until the Jenney Station has been acquired and that site incorporated into the plan.

24) Uptown Circulation Plan: If traffic and parking are to be improved in this area, then initial steps to acquire available parcels should begin immediately. This project is conceived as a long-term operation, carried over an extended period and based on gradual assembly of parcels. Any development this loosely established can not expect to rate a high priority. But the work is nonetheless important and one that we view as the minimum effort necessary to maintain a healthy business center.

25) Stramski Playground: This area will serve primarily as a park, although waterfront improvements are scheduled under priority #14. Unintensive uses such as ice skating and picnicing can be accommodated. But the development of formal game areas is not recommended until additional land is acquired from the Welch family. Portions of the 4.7 acres which eventually should be purchased by the Town might be bought in advance.

26) Fountain Park: The expansion of this site will enlarge the Town's foothold on the waterfront. The parcel needed will link two small holdings at Little Harbor, consisting of the Park and Gas House Beach.

27) Riverhead Beach: This site is in need of development and beautification. But early action at this site with limited budget resources will abort the opportunity for more ambitious plans later. Ushers Beach, as a more heavily used and versatile area, should have priority for beautification. In view of the limited benefits of marina development, construction costs are not justi-

fied as a high priority outlay until other more pressing needs are met.

28) Town Offices: Using the Story School as a Town Hall Annex will provide an immediate measure of economy. The increase in space will be sufficient for municipal use for many years.

This occupancy of Abbot Hall can be extended until most other municipal needs have been met and major bond issues retired. Benefits being low relative to the capital outlay, this project is given a low priority. But the acquisition of the Eustis Funeral Home must be stressed as essential to the execution of the long-range program. Consequently purchase should be programmed at whatever time this property is to come on to the market. Consultation with the present owner is advised.

29) Ware Pond - Gatchell Conservation Areas: The Conservation Commission has gone about the task of land acquisition in a thorough but "low-key" manner. While given low priority rating, these are both worthy projects and could be purchased on a piecemeal basis, using accumulated monies from the Conservation Fund. The rating is therefore in deference to Commission policy to proceed in this manner.

Timing Strategies

With but few exceptions the majority of elements contained in the proposed Community Facilities Plan require the extension of the public domain. While at one time it was comparatively simple to acquire key parcels, this is no longer the case. The advanced development of the community together with gradual disappearance of vacant land put a premium on most sites. Understandably some individuals are reluctant to sell because of the difficulties of re-establishing elsewhere in the community or because of the capital gains involved. The timing of public takings is therefore a matter of prime importance.

Where takings of private lands are necessary to consummate immediate requirements of the community, they should be completed as set forth in the Capital Improvements Program. But where critical pressures do not exist, purchase might be timed so as to minimize financial hardship. Such considerations are particularly applicable to the acquisition of business properties. In this instance, timing might be staged so that it occurs when the proprietor nears retirement and his livelihood is not jeopardized. In the case of non-business properties, the age of 65 is a critical factor in the determination of capital gains taxation. A further means of easing the impact of public takings is to provide the owner with life estate rights. This will guarantee him the enjoyment of his property during the remaining years of life.

Such considerations may help in the long-range achievement of community goals by minimizing financial hardships. Such treatment should increase the receptivity of individuals in negotiating with Town officials. These are important considerations of human needs and should not be overlooked in the timing of long-range public takings.