

ELECTION COMMISSION  
SWAMPSCOTT, MASS.

# TOWN PLAN

1971

# SWAMPSCOTT MASSACHUSETTS

THE PLANNING SERVICES GROUP INC.  
CONSULTANTS CAMBRIDGE

~~F. C. HOWE~~

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THE COMPREHENSIVE PLANNING COMMITTEE

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## INTRODUCTION

The question is often raised in communities as to why it is necessary to have a master plan. The citizens of Swampscott asked this question for several years until 1968 when they concluded that in order to make intelligent decisions concerning capital expenditures it was necessary that they coordinate their thoughts. The annual Town Meeting of 1969 appropriated a sum of money so that the Town could develop its first master plan. This document culminates two years of effort on the part of the residents of Swampscott who participated in the planning process under the technical guidance of The Planning Services Group, Inc.

In many communities, a master plan is developed by professional planning consultants. These consultants are hired by the local Planning Board and charged with the task of studying the community in detail and making recommendations about its future growth. Historically, these plans have been received with considerable fanfare by the communities and then gradually forgotten as they have become outdated. A community is a dynamic institution and decisions are made daily which will have an effect on its ultimate shape. Therefore, a plan that is completed one year may have little relevance to the community several years later because the community has continued to change while the plan has remained a static document.

We feel that this plan for Swampscott will not be a static document, but rather a working guideline for the future. Unlike the usual plan, it represents the concensus of several hundred citizens of the Town of Swampscott. We do not mean to imply that every citizen who participated in the planning process agrees with every recommendation of the plan, but rather we feel that a majority of the participants agree with a majority of the recommendations.

We would like to emphasize that this Plan does not have the force of law, and therefore its ultimate adoption by the Town Meeting does not mean that all of its recommendations must be carried out. Rather, the master plan should be recognized as a summary of the major goals, policies and proposals for the Town of Swampscott in 1971. It should be looked upon as a guideline for judging future zoning recommendations that come before the Town as well as a guideline for the acquisition of future public land or the location of new community facilities.

We would like to outline briefly the procedure that we used in developing this Plan. Eleven separate functional planning committees comprised of residents of the Town worked under the guidance of The Planning Services Group and the coordination of the Master Plan Committee. Each committee was responsible for studying a specific functional planning area such as housing, schools or commercial activities. The result of the analysis undertaken by each committee is presented in Part II of the Master Plan. In order to insure a comparable level of analysis each committee was asked

to undertake seven specific steps, outlined and explained in detail in the planning manuals that were prepared by The Planning Services Group, Inc., are as follows:

1. A Preliminary Examination of the Issues in Each Functional Planning Area.

In this step, each committee was asked to assemble a list of specific issues or problem areas in their functional planning area based on their knowledge of the community from both an historical and present day perspective.

2. The Data Collection Phase

In this phase each committee took the issue that they uncovered during the first step and determined how they would collect data that would either substantiate or refute their initial findings.

3. The Analysis and Summary of Findings Phase

In this phase each committee set down the results of its data collection and refined the issues and problem areas.

4. Review of Findings with the Master Plan Committee

In this phase each committee reviewed its findings with the Master Plan Committee. This provided the Master Plan Committee with a checkpoint for the progress in the planning program. It also helped to ensure that committees were not overlapping into each other's area of study.

5. Review of Initial Problem Areas

At this point, each committee was asked to double check the problem areas it uncovered in its preliminary examination. This was done to ensure that no areas were inadvertently forgotten.

6. Statement of Future Alternatives

This next step was a statement of future alternatives for each functional planning area as the committee saw them. These were then refined and stated as future policies and specific proposals.

7. Statement Summarizing a Program for Specific Change or Improvement

The results of each committee's work were then given to the Master Plan Committee and the final plan was then developed. This plan is based on the recommendations of each of the individual committees and conflicts have been worked out. For example, if several different committees had specific recommendations for the same area of land, the Master Plan Committee, with the assistance of The Planning Service Group, took an overview of the Town and tried to make a specific recommendation consistent with the development of the Town.

The remainder of this Master Plan is divided into two parts. Part I has been prepared by the Master Plan Committee. It is a summary of the goals, policies and specific proposals developed in the reports prepared by each of the eleven functional planning committees presented in Part II. Goals, policies and proposals have been used in this plan to characterize the various levels of recommendation in the Plan. The town goals are of necessity general in scope and should be considered as the basis for structuring all activity in the community. Each goal is a general statement by category about the values held by the citizens of Swampscott about their community. They represent the overriding concerns of public and voluntary organizations as well as of the local government as expressed by elected representatives and appointed officials.

Policies are more specific than goals and are stated to set a broad framework of principles and precepts to guide those officials empowered to make decisions. They are the basis on which more detailed development decisions are made and they form a definite link between general goals and specific proposals or recommendations.

Proposals are specific actions that the town should take to help implement its goals and policies. This plan includes a number of specific proposals based on the recommendations of the planning committees.



The Master Plan Committee evaluated each recommendation submitted by the functional planning committees; the committee concluded that it could not concur in a number of these recommendations. However, the Master Plan Committee believed that each functional planning committee should have the right to make its own proposals. The Master Plan Committee has therefore concluded that for this initial Master Plan it cannot take a position on these other proposals. It is hoped that many of the other proposals that were not included in Part I will be evaluated by a continuing Master Plan program and that in ensuing years additional proposals will be presented to the Town. These proposals should be evaluated in the context of the goals and policies set forth in this plan prior to their adoption or rejection by the Town. In this way the Master Plan will continue to be a working document for the Town.

GOALS FOR SWAMPSCOTT

General Goal

Preserve and enhance the existing predominate character of Swampscott as an attractive residential community and protect it from the adverse effects of urbanization and non-residential forms of land development.

Population Goal

Accommodate additional population growth consistent with the present characteristics of Swampscott.

Community Facilities Goal

Provide a high quality of community facilities and schools with efficiency and a reasonable cost.

Environmental Goals

Maintain and create a balance of land uses compatible with and complementary to a predominantly residential community.

Provide a residential environment with the qualities of comfort, safety, convenience and aesthetic satisfaction.

Preserve and enhance the visual character and features of both the natural and man-made physical environment, remove unsightly features from the community, and prevent the addition of any new unsightly features.

Transportation Goal

Provide for convenient and safe transportation in and through Swampscott with limited adverse effects on residential areas.

Economic Goals

Preserve and enhance the value of residential real estate to protect the investment of Swampscott homeowners.

Maintain the health of the existing business community by providing a range of shopping facilities to cater to the needs and desires of the citizens of Swampscott.

Regional Goal

Cooperate with other levels of government and private groups to achieve the other goals of the Town.

Town Government Goal

Provide for a competent and efficient town administration which will provide excellent services at reasonable costs through a mixture of voluntary participation of dedicated citizens and skilled municipal employees.

Fiscal Goals

Maintain and enhance a sound economic base of taxable property.

Budget the development of community resources and facilities.

3 LAND USE PLAN

1 General Policies

1. Continue the existing predominant pattern of single and two-family homes throughout Swampscott with the full realization that this pattern of development when carried to an extreme places a disproportionate tax burden on the homeowner.

2. Provide a variety of housing types for families of all sizes and income levels.

3. Permit a limited number of multi-family housing units to provide an additional source of tax revenue, to promote a better use of land in certain areas of the Town and to enhance Swampscott as a community of high residential values.

4. Provide good community services to assist in the maintenance of a large number of older homes, to keep a reasonable and equitable level of taxation, to develop planned open space system and to provide a variety of needed goods and services in commercial areas

2 Residential Policies

1. Protect existing residential areas from incompatible land uses and traffic and to provide buffer areas, if possible, to separate different types of land uses from one another.

2. Provide open natural areas in each neighborhood for the enjoyment of the residents.

3. Provide a suitable level of town services for the whole community provided a reasonable cost/benefit ratio exists.

4. Continue the existing pattern of neighborhood elementary schools, where possible, and coordinate these facilities with required family recreational areas.

5. Permit a limited number of apartment units designed specifically to meet the needs of the residents of Swampscott, particularly the elderly, and to affect a more desirable use of the land, and to broaden the existing tax base.

6. Provide for a variety of housing in Swampscott by permitting the planned unit development of large tracts of land of at least 20 acres with a mixture of single and two-family homes, row houses and low-rise apartments up to a maximum density of twenty dwelling units to the acre.

Proposal: Revise the zoning by-law to permit the development of residential units in clusters and as part of planned unit developments.

7. Permit the construction of a limited number of apartment buildings in convenient locations when proposals for attractive development are received subject to the following criteria:

- 1 a) Development of this type shall be limited to those areas of higher residential development.
- 2 b) The developments shall be near business districts for the convenience of the occupants.
- 3 c) The developments shall be convenient to public transportation.

3 U d) Any developments of this type may be located in areas not otherwise suitable for single and two-family homes provided, however, the areas are adequately served by utilities, will not overtax the traffic capacity of the adjacent streets, and can be adequately separated from adjacent single and two-family homes by appropriate buffer zones.

Proposal: When a suitable proposal is received by the Town rezone the New Ocean House property to permit its development as a planned unit development with the provision of usable open space adjacent to Phillips Park.

Proposal: Permit the rezoning of the area along Humphrey Street opposite King's Beach for higher density residential uses due to its reasonable proximity to a commercial area, rail service and public open space.

#8. Encourage the provision of more usable open space around residential uses by permitting a limited number of apartment buildings with elevators for older persons. These buildings shall be located in convenient areas that are well vegetated and shall not protrude above the vegetation.

#9. Encourage the provision of an adequate supply of subsidized housing sponsored by limited dividend or non-profit organizations, to provide a mix of both income and age groups.

### Institutional Policies

1. Protect the character of residential uses by requiring that any institutional uses that are permitted in residential areas are made to conform to the dimensional regulations as well as the off-street parking requirements for the residential area.

### BUSINESS AND INDUSTRIAL USES

#### General Policies

1. Continue the existing predominate pattern of business and industrial uses in the several well-defined areas. Lessen the impact of these non-residential uses by insuring that they are buffered, separated and screened from adjacent residential properties.

2. Discourage the additional development of non-residential uses along arterial streets by opposing any further additions to the B-1 and B-3 Zoning Districts. As these districts are built up encourage the grouping of non-residential uses around centralized parking areas with limited points of access to arterial streets.

3. Prevent the addition of any additional scattered business parcels in residential areas.

#### Retail Policies

1. Continue Vinnin Square and Humphrey Street as the major retail areas in Swampscott. Insure that these two focal points continue to be attractive centers, with sufficient and conveniently located parking and also that they continue to provide a wide range of goods and services to help maintain residential property values and a healthy tax base in Swampscott.

B 2. Work with the merchants in Vinnin Square and along Humphrey Street to insure that they are able to effectively meet competition from larger shopping areas in adjacent communities.



## TRANSPORTATION PLAN

### General Policies

1. Recognize the continued increases in the number of motor vehicles and the prospects for even more serious congestion in years ahead with any major housing construction, and make a contribution to the solution of local and regional transportation problems.

2. Insure that transportation planning and decisions are compatible with the Land Use Plan.

### Traffic Policies

1. Study the circulation patterns for the North Shore Communities in order to improve intercommunity access and internal community travel.

2. Maintain and improve existing streets in accordance with a street Classification Plan, in addition to building new streets.

Proposal: Improve the following streets: Bradlee Avenue, Salem Street, Danvers Road, Atlantic Avenue, Burrill Street, Monument Avenue, Walker Road and Farragut Road.

Proposal: Initiate a road improvement program for Foster, Windsor, Elwin and Sampson Streets.

Proposal: Initiate a study of an access spur connecting Upper Swampscott to the Danvers Road.

Proposal: Attempt to obtain an easement on those private ways which provide an access to another public street.

3. Regulate the access to and the traffic-carrying capacity of public streets.

Proposal: Install a traffic light on Paradise Road opposite Parson's Drive.

Proposal: Install a traffic light opposite principal curb cut on Vinnin Square.

Proposal: Establish a one-way street pattern for Farragut and Walker Roads, providing traffic flow on Walker Road in the direction from Humphrey Street to Paradise Road and traffic flow on Farragut Road in the direction from Paradise Road to Humphrey Street.

4. Regulate the location and size of points of access (curb cuts) to public streets.

Proposal: Close secondary curb-cuts on Vinnin Square and create one principal entrance/exit curb cut.

5. While recognizing that principal streets carry a mixture of through and local traffic, attempt to segregate traffic by its function and provide a system of streets capable of performing different traffic-carrying functions.

#### Parking Policies

6. Re-examine regulations for off-street parking and loading in conjunction with the Zoning By-law.

7. Take necessary steps, in view of the growth in traffic volumes, to provide off-street parking and loading as a replacement for existing curb parking and loading on streets designated as arterial streets.

Proposal: Provide off-street parking at Fisherman's Beach to prevent parking on Humphrey Street.

Proposal: Provide off-street loading on Humphrey Street.

8. Work for the continued availability of railroad service to Boston or in the event of its discontinuance, work for the extension of some form of transit service from Boston to Swampscott, both as high priority policies.

Proposal: Actively support State subsidies for the B & M commuter services.

Proposal: Place spokesman for Swampscott on the M.B.T.A. Advisory Board and work to have the State subsidize the M.B.T.A. deficit.

Proposal: Study the feasibility of an independently run transit authority for the North Shore region.

9. Seek to maintain a level of bus service adequate for the needs of town residents and business and educational institutions and their employees.

10. Place special emphasis on the problem confronting merchants along Humphrey Street by attempting to alleviate the current lack of off-street parking and the conflicts created by local and through traffic.

11. Make every effort to improve safety in shopping areas by separating pedestrian and motor vehicle traffic.

## COMMUNITY FACILITIES PLAN

### General Policies

1. Recognize the fact that, although Swampscott has a relative stable population base and presently is well served by community facilities, ultimately there will be a need to replace existing facilities or add new facilities to serve new needs of the residents.

Proposal: Acquire the Chick Estate for future municipal purposes and recognize that this parcel is a key addition to the municipal center of Swampscott.

2. Develop a systematic program for the replacement, rehabilitation, or repair of Town buildings or facilities to insure that expenditures are spread evenly over time.

3. Recognize the fact that town-owned facilities can be used for many different purposes and therefore emphasize the multi-purpose use of existing facilities as well as any new facilities.

### School Policies

1. Recognize that the quality of the school facilities in the Town will play a key role in the desirability of Swampscott as a place to live.

2. Carefully evaluate the need for new school buildings or additions to existing buildings to insure that any capital

expenditures are truly needed to meet the needs of increased pupil enrollment or more modern educational techniques.

3. Insure that needed expenditures for the replacement, rehabilitation, or repair of school facilities are integrated into a systematic program of town-wide expenditures to phase the costs over time.

4. Provide an equal educational opportunity for all children in town by systematically rehabilitating older school buildings to prevent physical and educational obsolescence.

5. Recognize that town-wide public school enrollment may increase as parochial schools close down and larger homes are sold to families with school-age children.

Proposal: Take immediate steps to acquire the unused holes of the Tedesco Country Club adjacent to the Alice Shaw Junior High School as a site for a new school facility when needed.

#### Other Community Facilities Policies

1. Recognize that the disposal of rubbish and garbage is important to the health, safety and general welfare of the Town.

Proposal: Institute immediate steps to permit the Town to use a regional incinerator.

Proposal: Have the Board of Health make additional arrangements with the rubbish contractor to include the periodic collection of old furniture, appliances, yard debris and old lumber.

2. Recognize that Swampscott as a waterfront community has a tremendous asset in its beaches which are currently marginal due to pollution.

Proposal: Insure that the Town does nothing to pollute its own beaches and exert pressure on adjacent communities to follow Swampscott's lead and construct adequate treatment facilities to help clean up the beaches.

3. Strive to provide the Town with the best fire protection available.

Proposal: Study the manpower and equipment needs of the Swampscott Fire Department.

4. Continue the policy of providing Swampscott residents with the type of police protection they are accustomed to.

Proposal: Support the request of the Chief of Police to augment the force to the extent that two-man patrol car coverage can be maintained at all times.

Proposal: Appoint a police station building needs committee to analyze and determine what improvements should be made to the police station.

5. Maintain the present level of recreational activities in the Town of Swampscott but insure that the recreational needs of all residents are met.

Proposal: Improve the playgrounds at the Stanley School through a program of care and maintenance.

Proposal: Investigate the feasibility of building an additional little league baseball diamond on one of the practice football fields at Phillips Park.

Proposal: Provide additional lights at Abbott Park to permit the Pop Warner football teams to practice under more suitable conditions.

6. Encourage the participants in the "Think Rink" program and set them up as an example of how volunteer organizations can contribute to the improvement of athletic facilities in the Town.

7. Support the rights of the townspeople on the continued use of Whale's and Eisman's Beach.

Proposal: Construct a town-owned and operated parking lot near these beaches to provide adequate parking for the residents of Swampscott.

8. Support the efforts of the Conservation Commission to acquire land for conservation purposes as follows:

Proposal: Evaluate the acquisition of tax title properties in upper Swampscott adjacent to the King Forest and around Foster's Pond.

Proposal: Evaluate the possible acquisition of the right of way of the B & M railroad.

Proposal: As future plans are developed by the Conservation Commission they shall be evaluated by the continuing Master Plan Committee.

Social Services Policies

1. Insure that Swampscott through its own efforts or through the joint efforts with regional or state agencies provides full range of social services designed to reach all segments of the population.

2. Continue to support the programs on drug, alcohol and sex education given in the school system.

3. Attempt to establish a focal point for the social service needs of all age groups.

Proposal: Establish a committee to study the need for a community center to serve the needs of youth, to serve as a meeting place for the elderly, and to serve as a central information and referral center to acquaint townspeople with the available services.



PRIORITIES PLAN

This section of the Master Plan contains general policies and specific proposals to implement the Master Plan. It must be recognized by every interested citizen that the Master Plan is not a detailed agenda for every decision the Town must make in the next few years. It does serve as a method of guiding Town officials and Town Meeting members as they implement programs and approve change. It is important, therefore that the Implementation Plan contain a method whereby a continuous process can be established to examine individual proposals in detail while they are related to the policies of the Master Plan.

The Master Plan has no legal or binding force in itself even though it may be formally adopted by the Planning Board. However, the plan may be implemented to the extent that it:

1. Provides meaningful guidance to the Planning Board in making decisions on issues which come before it.
2. Assists other Town Boards, Committees, Commissions, and Departments coordinate their separate responsibilities.
3. Assists the operating agencies in Town to make decisions.
4. Provides guidance to Town Meeting members in discharging their legislative duties .
5. Informs all residents of the Town of the type of change and development that the Master Plan favors.

### General Policies for Implementation

1. Update and improve the existing tools of land use regulations.

Proposal: Revise the Zoning By-law and Map to provide the Town with a better way of guiding development while simultaneously offering better protection to the Town.

Proposal: Include a provision for cluster zoning or planned unit development to permit the best possible development of tracts of land containing twenty acres or more.

Proposal: Conduct an intensive review of the subdivision regulations to insure that they are capable of providing the best possible development of land.

### Administrative Organization Policies

1. Recognize that Swampscott is a suburban community with a population of nearly 14,000 persons which may require the services of a full time administrator or executive secretary.

Proposal: Support the efforts of the Charter Commission.

2. Recognize that town meeting members must be responsive to the wishes of their constituents.

Proposal: Establish a procedure whereby precinct meetings can be held for constituents to voice their preferences on individual articles to their elected representatives.

3. Recognize that the town library is a vital community asset and must be responsive to the needs of the entire community.

4. Recognize that the Planning Board is a vital element in the proper management of the future growth of the community through zoning, subdivision and master planning, but is usually so involved with zoning and subdivision control that it has little time available for master planning.

Proposal: Create a permanent committee to be known as the Master Plan Committee whose purpose shall be to maintain a current Master Plan for the community by actively participating in and responding to all decisions concerned with the growth of the community.

This committee shall be advisory only but shall actively seek to implement the proposals in the current Master Plan.

#### Fiscal Implications Policies

1. Maintain the current condition of all town physical plants and facilities, work to actively implement the current maintenance and replacement policies and keep the current minimal level of debt recognizing the fact that physical facilities will have to be replaced in the future.

Proposal: Provide now for school expansion in the future by acquiring the undeveloped Tedesco property adjacent to the Alice Shaw Junior High School.

Proposal: Provide now for future expansion of administrative facilities by acquiring the Chick Estate for land bank purposes.

## Zoning Policies

1. Recognize that zoning is presently the most effective way for a community to control developments and therefore Swampscott should insure that its zoning by-law is capable of handling any new development pressures.

Proposal: The Planning Board should propose and the Town Meeting should adopt a series of minor "housekeeping" amendments to the zoning by-law to upgrade a number of existing standards.

Proposal: Appropriate a sum of money to permit a complete revision of the zoning by-law to make it an effective tool for the close management of future growth. Include provisions for cluster development,\*\* planned unit development and multi-family housing that are consistent with the wishes of the residents of Swampscott.

\*\*Planned Unit Development.....see Appendix II

MASTER PLAN COMMITTEE  
TOWN OF SWAMPSCOTT  
ADMINISTRATIVE ORGANIZATION PLANNING COMMITTEE

"The people's government,  
made for the people, made  
by the people, and answerable  
to the people"

DANIEL WEBSTER

## SECTION I

### SUMMARY

A majority of the Administrative Organization sub-committee considers that the growth of Swampscott's population and the complicated governmental problems which local areas are now forced to solve necessitates changes in our form of government.

As on all committees there is a minority not convinced of the need for change, but this minority does not adopt the position that everything is perfect.

Therefore, this report will attempt to suggest areas of change discussed and researched by us. Whenever possible, all opinions shall be presented.

The Master Plan Committee cannot submit articles to the warrant relating to the composition, mode of election, or terms of office of the Town Meeting or Board of Selectmen which are now part of our Home Rule Charter. Any changes in the charter in this area can be made only on the election of a new Charter Commission to study the present charter and then propose their findings to the town for action by the ballot. Therefore, in this area we submit only ideas. Aware that a majority of the original Charter Commission was in favor of a smaller town meeting and a three year term for Selectmen, we recommend the Comprehensive

Plan Committee help to collect the signatures (1500) necessary to put the question of a new Charter Commission to the voter in 1971. The sub-committee is already doing this, with the help of other civic minded organizations.

Our major recommendation concerns the need for a full time government in Swampscott. Our town is no longer a rural settlement with leisurely part-time participation in town affairs. Our population is over 14,000.

The forms of government which have served the needs of people for hundreds of years have to be reshaped, recast into a structure which will prove adequate for new challenges and new situations and yet prove much of the time-honored traditions and customs.

The consolidation of the Board of Public Works was a step in this direction. Now the Administrative Organization sub-committee believes that the town needs a full time administrator for other areas of town government. The secretary of the Board of Selectmen should be given additional powers by the town meeting and his compensation increased accordingly.

Swampscott needs more effective coordination, utilization of personnel and equipment.

The following report will make suggestions to the Comprehensive Planning Committee on changes that could improve our administrative facilities. Many involve increasing the powers and respon-

sibilities of the secretary to the Board of Selectmen. Others do not. As in all instances where structure of town government is dealt with the committee emphasizes that our ideas and recommendations in no way reflect a judgement of individual personalities in office.



SECTION II

HISTORY

HISTORY SUBMITTED BY KATHLEEN SERGOTT FOR HISTORICAL SOCIETY

The first white settlers came to the area known as Swampscott in 1629. At that time the town was part of Lynn. In 1850, when Lynn adopted the city form of government, forcing Swampscott to become Ward 1 of the new city, the citizens of Swampscott were strongly opposed to the idea. They petitioned for separation from Lynn. On June 5, 1852, the town was incorporated and the first town government was formed. The event was celebrated with much enthusiasm, says Mr. Hurd in his History of Essex County, Massachusetts. "A procession was formed, and, with a band of music and banners, made a protracted march through the streets. At the Post Office the Reverend J.B. Clark delivered an appropriate address and in the evening there was a display of fireworks. In the procession was an ensign that waved at the masthead of the frigate "Constitution" during her triumphant battle with the "Gueiere" August 19, 1812".

The statute which incorporated Swampscott as a town was enacted in 1852, and it established the Town Meeting as the form of government for this community. By-laws adopted by the town established the order of proceedings to be followed at such meetings. They set the second Saturday in March as the meeting day. The first Town Meeting was held in the town hall in 1852.

In Town Meeting Time co-authored by Richard Johnson, our present Town Moderator, there is a description of Town Meeting which is as follows: It is that branch of government "in which are vested the traditional powers of the legislative branch of any level of government -- the power to make laws and the power of the purse. Town Meetings are to liberty what primary schools are to science; they bring it within the people's reach. They teach men how to use and enjoy it".

In early times, attendance at Town Meeting was required by every citizen. But gradually this gave way to voluntary attendance. As time went on and populations became larger and thus outgrew the capacity of any hall to hold them, towns adopted the representative Town Meeting form of government, in which all the old forms are preserved, but the business of the meetings is carried on by representatives elected by the voters. This form of Town Meeting was adopted by Swampscott in 1927.

SECTION III

TODAY

Present-day Swampscott is primarily a residential suburb of 14,008 population. (It is interesting to note that State Planners have projected that Swampscott will have a population of 16,500 by 1975.....however, in five years of growth, from its 1965 population of 13,995 to 1970, we have picked up only 13 people. This means 2,497 people will have to be added in the next five years; or, the assumption made that the state projection figures are inapplicable to Swampscott).

The area density is 4,665 per square mile; the Metropolitan Area has a statistical density of 2,636. The town is a bit crowded, even though today it is only a bedroom community for neighboring cities: Boston, Revere, Lynn, Salem, and Beverly.

It is still somewhat of a summer resort. The principal employment is providing goods and services to local residents. Some industry exists: concrete, gypsum and plaster products and fishing.

MASSACHUSETTS GOVERNMENT EMERGES WITH SWAMPSCOTT

Fifteen days after the legislature had passed the Act incorporating the town of Swampscott, June 5, 1852, its first government was convened. It was a typical New England Town Meeting, the unique form of local government that has endured for over three hundred years. The Massachusetts Supreme Judicial Court has declared that "each qualified inhabitant

of the town has an indisputable right to vote upon every question presented, as well as discuss it, or there shall be no Town Meeting. This is universally understood as the vital feature of the town system of government as practiced from a long time before the Declaration of Independence until the present".

Responding to the challenge that rapid population growth was causing in Massachusetts, in 1926 the General Court devised the representative Town Meeting. This overcame the unweildy size of general meetings. Swampscott, bursting from 1,846 in 1870 to a population of 10,000 in 1927 was one of the first to take advantage of the representative Town Meeting form. The town was originally divided into eight precincts, each with approximately the same number of registered voters. Each precinct elected 18 Town Meeting members, one-third each year for a three year term, to serve without compensation. This is the legislative body, chief organ of the town. Various elected and appointed boards, committees and officials carry out the directives of Town Meeting and of the state legislature during the year.

In 1969 the town took a giant step toward freedom from complete control by the Massachusetts General Court. A Home Rule Charter was drawn and accepted by the voters.

SECTION IV

ALTERNATE FORMS

TOWN MANAGER

In this country we -- the citizens write the rules. Swampscott has, by defeating the town manager form of government, ruled this out of our report as an immediate consideration.

The reason for this is the psychological impact of the word manager, not his functions. The Swampscotter feels a gap between a cherished heritage of direct democracy and the loss of individuality that modern administrative efficiency requires.

There can be great strength in the Town Manager plan. He can be responsible for administration of all departments, boards and committees under his jurisdiction. With power to appoint, supervise, and remove department heads, the extent of his jurisdiction determines whether he is "strong" or "weak".

Strength also comes from unification of power in the Town Meeting and selectmen rather than piecemeal distribution among boards, departments and committees.

CITY MANAGER

Swampscott is large enough to accept one of the state's five forms of city government -- but! we do not want to be a city.

EXECUTIVE SECRETARY

A third alternative to our present form of government is supported and recommended by the Administrative Organization sub-committee. This is the executive secretary. The Town Manager presents too many changes, but our large urban town should obtain ----- full time professional administration if it is to function efficiently. Increasing the powers and duties of their secretary preserves the Board of Selectmen as the political and administrative heads of the town while relieving the selectmen themselves of a maze of administrative details, thereby giving them time to devote to the study of major town problems and development of policy.

The selectmen now rely upon citizen complaints as an index of departmental efficiency; a full-time secretary, with supervision of the town departments can be improved; part-time administration can be replaced with full time administration.

DUTIES

It is impossible to list all the duties that can be assigned to the secretary either directly by the Town Meeting or by delegation by the selectmen. An attached sheet will give examples of how other towns have operated with an executive secretary. Also, in reviewing boards and committees, mention will be noted of duties that could be an executive secretary's.

FORMATION

LEGAL

The Town Meeting can accept the executive secretary section of the State General Laws and appropriate money therefore; or, it can adopt a simple by-law plus an appropriation to establish the office of executive secretary, to be employed by the selectmen. In order to make the executive secretary position stronger they can delegate ---- duties to him in this by-law or in others.

EVALUATION

It can provide a full-time professional administrator with varying degrees of direction and control of departments under the jurisdiction of selectmen. It can supply services to other independent departments, boards or committees -- but it cannot abolish or reorganize. Much depends upon the prestige, responsibility and personal tact of the individual hired by the

selectmen to become their executive secretary.

ADVANTAGES

1. The plan would relieve the selectmen of a maze of administrative details. Having interviewed present and past selectmen of Swampscott, we found that the requirements of the job cannot be handled adequately by part-time people alone.
2. Time and study can be given to the collection and analysis of data relating to town problems and development of drafts of policy recommendations.
3. Supervision of town departments can be improved. We could have an efficient working administration.
4. Citizens would have a responding voice available at any hour in our administration building. Public relations in and without the town would improve.
5. There would be a unifying force in town government that officials, boards and committees and citizens and strangers could turn to for advice, assistance and information.
6. The channel of communication should open up between everyone.



CAUTION

The two most important aspects of this form of government are that the executive secretary's performance of his job depends on his personality and versatility. He must be able to establish a rapport with changing boards of selectmen and furnish liason to independent boards, officials and committees.

TYPES OF DUTIES

IN OTHER TOWNS

BROOKLINE

The best example of a working executive secretary came into being as the result of a 1940 Town Meeting appropriation.

The job specifics from the 1940 to 1952 Town Meeting are:

1. He is given the authority to carry out policies and directives of the selectmen.
2. He is authorized to make recommendations to the selectmen with regard to matters coming within their jurisdiction.
3. He is authorized to inform himself regarding the responsibilities, activities and expenditures of all departments whose head is appointed by the Board of Selectmen.
4. He is authorized to approve the appointment and promotion of all employees of departments under the selectmen, as well as to require permanent or temporary assignment or reassignment of any employee in these departments.
5. He is authorized to supervise the maintenance and use of all machinery, equipment and supplies of such departments and

to require the assignment or reassignment of any such machinery, equipment, or supplies between such departments.

6. He is authorized to supervise the preparation of the annual requests for appropriations by such departments. Any requests disapproved by the executive secretary would not be included in the departmental estimate submitted to the selectmen.

7. He is authorized to review appropriations for such departments and make recommendations thereto to the selectmen.

WELLESLEY

This position grew out of combining the administrator of federal and state programs and the clerk of the selectmen, and the duties evolved from these two and experience on the job. Generally they are not written or designated by Town Meeting. They are:

1. Preparing the agenda for the selectmen.
2. Handling all correspondence for the selectmen.
3. Receiving and carrying out all decisions and instructions from them.
4. Coordinating the work of the several departments under the jurisdiction of the selectmen with other town departments and with state, county and private agencies.
5. Providing the board with factual information upon which they make decisions and formulate policies.
6. Receiving and adjusting complaints or making referrals

to the proper governmental or private agencies.

7. Preparing budgets for and supervising keeping of the ledger accounts of groups under the selectmen.

8. Preparing requests for appropriations for special purposes or projects and assisting in preparing and revising other departmental budgets.

WESTON, WAYLAND, WAKEFIELD

These three towns accepted the 1956 legislative act and combined the office with that of the town accountant who appropriated the funds. Its duties are:

1. Managing the office of selectmen within the policies laid down by them.
2. Serving as a clearing house for citizen complaints and inquiries.
3. Liaison with all town departments with the purpose of securing more coordination of town activities.

Included are lists of all thirty towns now having executive secretaries, plus ten towns with administrative assistants (who are substantially the same in function but were established only by Town Meeting appropriation). Also included is a job description of Wakefield's secretary.

By acceptance of the 1956 enabling act of the legislature;  
Chapter 41 23A:

ABINGTON	DRACUT	SWANSEA
AGAWAM	EDGARTOWN	TEWKSBURY
AUBURN	HULL	WAKEFIELD
BEDFORD	FRAMINGHAM	WATERTOWN
BILLERICA	LINCOLN	WAYLAND
BRAINTREE	MILTON	WELLESLEY
BROOKLINE	RANDOLPH	WESTON
BURLINGTON	SHARON	WESTWOOD
CANTON	SOMERSET	WILBRAHAM
DARTMOUTH	SUDBURY	WINCHESTER
		WRENTHAM

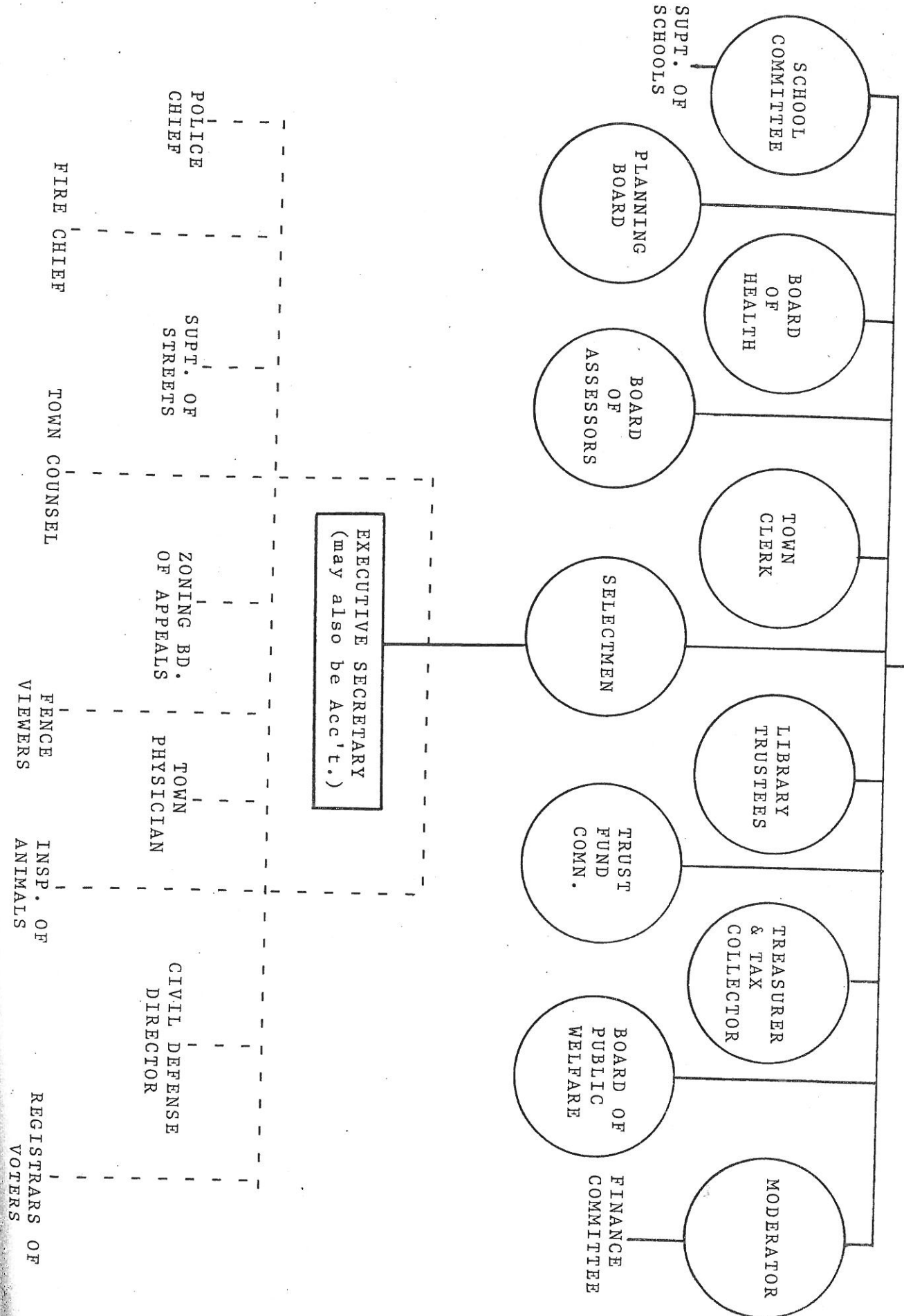
Wellesley, Brookline and Dartmouth made their appointment of an executive secretary before they accepted the state act.

ADMINISTRATIVE ASSISTANT

Many towns have found that the concentrated powers of an executive secretary were too great to obtain the Town Meeting approval. However, the voters were willing to accept the need for administrative help and did appropriate funds for an assistant who has some of the duties of the executive secretary. In some cases the duties were combined with other existing offices.

CHELMSFORD	LYNNFIELD	ROCHESTER
EASTON	MARION	SEEKONK
GROTON	NORTH READING	SHERBORN
		WESTBORO

V O L U N T E E R S



EXECUTIVE SECRETARY

Authority: Chapter 41, Section 23A, Massachusetts General Laws  
Chapter 5, Section 8, By-laws Town of Wakefield

1. Duties that are characteristic as to Type & Level:

Professional management of Administrative apparatus; coordination and directional guidance of municipal operations; Communication and intermediation between departments, Boards and Committees; Research and development programming. Related work as required and as assigned by the Board of Selectmen.

2. Typical Tasks or Assignments:

Representation of the Board of Selectmen; Administration and negotiation of Insurance Contracts for all Town departments - i.e., Fire, Casualty, Liability and Employees Group Insurance. Administration of pre-placement physical examination program for all Town departments. Initiation and coordination of personnel planning for all Town departments. Liaison between all Town departments and the Board of Selectmen. Responsibility for compliance with terms of some seven hundred sections of law relating to Selectmen and hundreds of other sections bearing on Town government in general.

3. Distinctive Qualification Requirements:

Considerable knowledge of public administrative theory and practice and ability to initiate and apply administrative methods and procedures, assignments requiring organization of personnel and material; personal tactfulness required in achieving a coordinated and effective administration by reasonable persuasion and agreeable education.

4. Special Schooling, Training and Experience:

College graduation with major work in Business Administration and Public Administration. Four years of experience in a responsible administrative or supervisory capacity. Any equivalent combination of education and experience.

s/ Burton F. Whitcomb, Secretary, Board of Selectmen, Wakefield

SECTION V

CHARTER

The Swampscott charter contains matters that cover points not handled by vote or by-law.

The essential purpose of the Charter is to allow Swampscott to amend or repeal any or all of the special acts of the legislature which affect the town only. In other words, it allows Home Rule. This means that Swampscott no longer lives under the obligation or principle that it has to go to the State Legislature to have special acts enacted, or, worse, that the Legislature could impose special acts upon us without our consent.

In the Charter are provisions for a representative Town Meeting of 324 members elected from six precincts for three staggered terms (18 per year per precinct); for the election of a moderator at the annual meeting who may now appoint the Finance Committee from the voters at large one from each precinct and two at large, to serve three years; for procedure to fill a vacancy at Town Meeting; for filing with the selectmen a petition for a referendum upon a Town Meeting vote within five days after reconsideration of the vote becomes impossible; and for three selectmen to be elected each year.

As stated in the summary we recommend a new Charter Commission be elected to study possible improvements in the Charter.

With this in mind the committee has initiated a drive to collect 1,500 signatures to place the question on the ballot of 1971 shall we have a Charter Commission to study and evaluate the present Charter?



SECTION VI

ELECTED OFFICIALS

TOWN MEETING

The Charter section states who and how the members are elected. Once in office this assembly is the legislative body of the town. It votes on all money expenditures, and is the final authority, although it meets only once a year or at specially called sessions. Matters to be discussed and acted upon have all been submitted in advance and are printed in the warrant, the order of business. This includes budgets, matters of zoning, additions or amendments to the by-laws, acceptance of certain general state laws, votes on streets, sewer and sidewalk construction and purchases of major equipment.

The administration sub-committee makes no recommendations on the mode and composition of Town Meeting as this is again in the realm of a Charter Commission. However, there is a feeling that the Meeting is not truly representative; members tend to vote their own preference merely because they are not aware of their constituent's view. The Comprehensive Committee might sponsor articles to set up precinct meetings or warrant meetings before each Town Meeting with a precinct chairman so that constituents have an opportunity to make their wishes known to their representatives.

At these meetings a method should be established to minimize

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lack of attendance and to emphasize the great responsibility of Town Meeting members.

TOWN CLERK, TREASURER, TAX COLLECTOR

The Clerk is the official record keeper of the town. He issues notices for the Town Meeting, keeps attendance for publication and acts as secretary. His minutes are incorporated in the town report of the next year. He transmits the list of elected officials to the Secretary of State, and reports to the Attorney-General's office such acts of the town as need his approval. Vital records, of which duplicates are sent to the Secretary of State, are in his care. All business registrations are filed in his office, as are deeds of cemetery lots, chattel mortgages, orders granting locations for gas mains and transmission lines and so forth. He issues marriage licenses, certificates of practice of physicians and surgeons, 14 types of hunting and fishing licenses and 5 kinds of dog licenses. He coordinates the Board of Appeals decisions, holds the jury list and administers oaths to all elected and appointed officials, committees and employees.

As ~~Collector he is elected~~, sends out bills for real estate, personal property and excise taxes upon receipt of the list from the Board of Assessors. Forms used are set by the State Commissioner of Corporations and Taxation. He receives rents due and fees collected by various departments. He also arranges for fidelity bonds for himself, his office staff, the town treasurer and the town clerk.

As Treasurer he is elected by the voters at every third annual election. He receives monies collected from all sources; pays all bills when authorized by the selectmen; negotiates all borrowing as directed by the Town Meeting; and carries out procedures required by the state when bonds are issued. He holds all the special funds of the town which are listed annually in the town report.

In 1969, the budget for the treasurer's, town clerk's, and tax collector's office was \$39,058; approximately 75% of which is salaries.

The Town of Swampscott is unique in that these three offices reside in the capabilities of one man. Fortunately our present officer is a man of extreme ability and quality. However, a majority of the committee believe that we are in good position only so long as our present officer is in charge and that these positions should not be combined because they constitute a definite conflict of interests. Money should not be collected and paid out by the same office.

#### THE SELECTMEN

Swampscott has three selectmen elected at large, for one year, with the one receiving the highest vote being, by custom, the chairman. They are considered to be the agents of the town,

"The town Fathers" and are responsible for administrating the policies of Town Meeting. Their chief, specific powers are that of appointment and licensing. They appoint the Town Counsel, over thirty other officials, several boards and special committees. They are in charge of the Police Department and appoint the Chief and Officers. They appoint the Fire Chief and are responsible for all reports including the Town Report. They manage and maintain municipal property, supervise the spacing and intensity of street lighting, contract for town insurance, regulate traffic, designate polling places, and hours, make rules for others, grant liquor and gasoline licenses.

"Selectmen in the 312 Massachusetts towns are the most highly regulated local officials in the United States. They perform the widest variety of duties and functions imposed by the state government and the Town Meeting. The only way to describe what a selectman is and what he does is to recite numerous duties and responsibilities, varied and unrelated though they may be". (HANDBOOK FOR SELECTMEN, BUREAU OF GOVERNMENT RESEARCH)

The annual budget for this office in 1969 was \$12,968 of which \$9,948 or 75% is due to salaries. (This includes the Collective Bargaining agent.) However, their appointed boards and committees plus street lighting cost \$139,171

in 1969; veteran's services \$31,270; giving a total of approximately \$174,000. Selectmen also appoint one member of the Contributory retirement board. In 1970 \$236,000 was budgeted for pensions. The selectmen's sphere of influence financially, is approximately \$420,000.00.

There are several recommendations of the committee concerning the office of selectmen. The two major items, term and number, are in the realm of the Charter Commission. It was strongly felt that a Charter Commission should consider changing the term of selectmen to three years staggered terms. Good government is not produced by a candidate who must spend \$1,000.00 a year to get elected to an \$800.00 dollar job and then when elected must spend eight months worrying about the next election. The influence of immediate re-election has a detrimental effect on long range policy making.

A three year term would give stability and continuity of government. It would attract larger numbers of candidates who, because of longevity in office, could institute and coordinate long range programs. The presence of impending elections must, of necessity, make itself felt on political decisions as the election approaches. Without the annual scramble, there would exist a continuity of leadership and experience which would benefit the town.

Opponents of the article feel we might get stuck with a "rotten apple" for three years; however, we must trust the voter to be more particular in his choice and also realize that the remaining selectmen will be able to control the situation. A voter gets a chance each year to change one selectman.

There was a minority opinion that a five man board with increased duties would be effective. Certain boards such as the personnel board and others could be eliminated and their powers and duties transferred to the Board of Selectmen.

We would recommend that an age limit on the office be considered.

#### TOWN REPORT

It is also strongly recommended that the selectmen use the vehicle of the town report to establish communication with the voters and townspeople. The present town report is a significant compilation of figures for the statistically minded. Future town reports should be designed to be of service and interest to the typical citizen, who does not regularly follow town affairs, and it should inspire him to take a greater interest in town affairs. (This particular duty should be the job of an executive secretary.)

LIBRARY TRUSTEE

The Board of Library Trustees, founded in 1879, consists of three members, elected at-large, one every three years. They elect their chairman and appoint the librarian, the staff of full time employees and the custodians. They have custody and management of the library. All money raised or appropriated by the town for its support and maintenance is expended by the board. In 1969 their budget was over seventy-seven thousand dollars, about 78% of which went for salaries.

There is at the present time a problem within the board of trustees. Although certainly all the members feel they are working for the good of the library, it is impossible to accomplish this goal with constant dissension among the trustees. The board should have vitality, continuity and knowledge of library needs.

It is recommended by the sub-committee that, under Chapter 78 of the General Laws, Section 10, the Board of Library Trustees be increased to the next number divisible by three. This would be the six that was contained in Article 25 of last year's warrant. Thus there would be greater representation, vitality and continuity. Since there is also a growing movement for the combination of all libraries (school and town) into a complete organized unit, it would seem that a larger board could contribute the time, energy, knowledge and contacts or communication necessary to do this, if the town so desires.

BOARD OF ASSESSORS

The assessors comprise a board of three, elected at large, for three overlapping terms. Each assessor has an equal voice and vote in the valuation and assessment work. The work requires a knowledge of real estate and personal property values and of laws governing the assessment of taxes. A special oath, set by the state, is administered. Decisions of the assessors may be appealed, to the county commissioners, the appellate tax board and the courts.

They fix the municipal tax rate on the basis of proposed expenditures and total real estate and personal property valuations, raising only the amount necessary to offset the spending of the town, along with charges from applicable county and state agencies. The board hears applications from the taxpayers for abatements or exemptions and grants abatements when warranted.

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Last year the budget contained \$19,189 for the office of the assessors.....about 70% for salaries.

Within the next ten years it will be necessary to hire a full time assessor, for work cannot be done on a part time or non-professional basis. Revaluation has greatly increased the work load. However, the present board has suggested that in the interim the board should have the authorization to retain an appraiser on a per diem basis, and that the town retain



surveyors to update present assessing maps so as to show all new properties and sub-divisions. Present maps are outdated.

#### PLANNING BOARD

There are five board members; one elected each year for five year terms. Up to this date the Swampscott planning board has been concerned yearly with zoning and has zoned the town into residence A1, A2, A3, and Business 1, 2, and 3. Their annual appropriation is approximately \$698.00.

It is recommended that the Town Meeting appropriate the funds to enable the Board to make greater use of the authority vested in their aspect of local government, including its power to create a master plan and to prepare an official map. It is further recommended that in the event of the failure of the current Master Plan to emerge, the planning board contact the State Department of Community Affairs and investigate the possibility of a state or federally financed Master Plan.

#### MODERATOR

The moderator is elected by the voters annually and serves until a successor is elected. He presides and regulates proceedings, decides all questions of order, and makes public declarations of all votes, and may administer in open meeting the oath of office to any town officer chosen thereat.

The moderator appoints the members of the Finance Committee, a continuing part of town government and such special committees of shorter duration as the Town Meeting may from time to time direct. With the selectmen he appoints the personnel board. He serves without compensation.

It is recommended that everyone read a copy of Swampscott's moderator's handbook: Town Meeting Time.

#### BOARD OF PUBLIC WORKS

In 1956 the Town of Swampscott voted to accept the State Statute providing for the consolidation of various departments into an effective Public Works Department. This department is administered by a three man board, one elected each year, for three years. They establish qualifications and salary for the Superintendent of Public Works whom they appoint to serve at the will of the board.

Divisions under the Superintendent are: Cemetery, Engineering, Highway, Parks, Sewer and Water, the Public Works garage, and summer recreation programs. Also managed by Public Works are beaches, street cleaning, snow removal and sidewalk construction and maintenance.

Town Meeting appropriated about \$814,000.00 for the Public Works Department. The current arrangement of Public Works is a major improvement over the past lack of coordination.

There was a strong recommendation from several members of the sub-committee who are in favor of a five man board of selectmen that the Board of Public Works be added to the duties of a five man board of selectmen, within the near future. The reason given for eliminating the Board of Public Works are consistency of policy, control vested in our administrative body, elimination of one omre board, and consolidating for efficiency and purchasing.

#### BOARD OF HEALTH

The Board of Health consists of three members, one elected each year for three year terms. One must be a physician. Their duties are to form policy, appoint the health officer from a civil service list and to advise him. Their responsibilities are the testing of milk and dairy products for sale, the inspection of bathing places, camps, day-care agencies, food establishments and the inspection and abatement of insects, rodents and other nuisances. They refer violations of the Housing Code and Plumbing Code to the building inspector and plumbing inspector. Solid waste and garbage are removed by private contractors. The 1970 appropriation was approximately \$131,000.00 for this department.

Members of the sub-committee favoring a five man board of selectmen reasoned that because both the Health and Public Works Departments have administrative heads, the functions of the Boards of Health and Public Works could and should be given to a five man board of selectmen.

SECTION VII

APPOINTED BOARDS and COMMITTEES

BOARD OF APPEALS

State law requires any town with zoning to have an Appeal Board. The selectmen appoint three members for three year overlapping terms, plus two associate members, one always to substitute if a regular member is unable to be present. They work closely with the Planning Board and Building Inspector.

The Board accepts a written appeal for a specific exemption from the zoning by-law. After all the abutters are notified, and a notice twice printed in a generally circulated newspaper, the petition is heard at a public meeting. The decision must be unanimous; sent to all concerned and filed by the town clerk. It was recommended that perhaps it would provide diversification and stimulation to have members serve two concurrent terms.

FINANCE COMMITTEE

An eight member Finance Committee is appointed by the Moderator, one from each precinct and two at large, for three year overlapping terms. Before Charter adoption all had to be Town Meeting members. The Charter changed this. Appointments may now be made from the voters at large.

The Finance Committee meets twice weekly from the first of November until the annual Town Meeting. During these meetings all budgets are reviewed in detail, usually with representatives

of the department or board whose budget is being prepared. After this all articles for the warrant are reviewed. Then the results are sent in writing to each department, board or sponsor of an article. This advice usually consists of the dollar figures which the Finance Committee is willing to recommend. If the department, board or article sponsor takes exception to the recommendation, a second meeting is held with the Finance Committee and the analysis process again takes place. This second analysis may or may not result in a different set of figures which the Finance Committee may be willing to recommend, but, in any event, the initiating board is again advised of the result of the analysis.

From the end of Town Meeting in March until November, the Finance Committee will meet to review and act on requests for allocations of monies from its Emergency Reserve Fund. Such allocations are supposed to be made only for expenditures which were unforeseen at the time the budget was prepared.

The Finance Committee has a record of long hours and great responsibility. Because of the extensive time involved some assistance should be given them.

The Administrative Organization Committee finds that there is a lack of communication in the budgeting process and collective bargaining.

There is a great need for attendance at the budget preparations of various boards and committees. Since the Finance Committee spends innumerable hours without recompense, this committee recommends that the chairman of the Finance Committee appoint advisors to sit in on all budget preparations and report to him. (NOTE: the chairman of the Finance Committee thinks this is not feasible because advisors would be regarded as second class citizens with less clout than full members of the Committee. This reaction would occur at the board visit and perhaps within the Finance Committee itself.)

The bargaining process becomes difficult when the agent named by the selectmen must go back to the selectmen, the Finance Committee and the Personnel Board to explain what agreements have been attained. A member (or members) of the selectmen, the Finance Committee and the Personnel Board should be represented at every bargaining session to understand the steps involved. The Finance Committee and Personnel Board should attend these meetings in an advisory capacity to their own groups and as observers.

It is also recommended that the Finance Committee appoint the Town Accountant since he serves as the watchdog of the administration. At present the selectmen name him from Civil Service lists.

This committee also recommends that a lawyer be one of the appointments to the Finance Committee. One who has experience in local town government (not specifically Swampscott.)

PERSONNEL BOARD

The Personnel Board consists of five members appointed by the selectmen and the Moderator; two of the five must be town employees.

Their chief responsibility is job classification and pay scales. It is the duty of the board to review periodically all salaries and job descriptions so that they are "current and equitable." All revisions must be voted by Town Meeting.

The majority of this committee recommends that the Personnel Board be eliminated and that its function be the responsibility of the selectmen. At present, because of collective bargaining, they are in charge of only the town hall employees and the library. Both can be handled by the selectmen, period. In any other areas the Personnel Board merely rubber stamps decisions made by others.

MINORITY OPINION

It is said that the board only has to do with the few employees in the town hall and libraries. This is not true. The personnel board passes on all the salary scales. As one selectman said, "The personnel board serves as one more buffer in the

bargaining process." Too much authority in the hands of one group in the bargaining process is not healthy. Not only should the personnel board be retained, but it should be strengthened by strong members and enlarged to represent more of the taxpayer's interests. This elimination of a board is upsetting to the compromise process in town government.

BOARD OF ELECTION COMMISSIONERS

The Board of Election Commissioners consists of two Republicans and two Democrats. Three members are appointed for four year terms (staggered - one each year) by the Board of Selectmen. Their collective annual compensation is \$950.00, with the chairman receiving an additional \$50.00. The members are assisted by a full time clerk who maintains their office in the administration building. The clerk receives \$6,600.00. By State law each town or city is required to have either a Board of Election Commissioners or a Board of Registrars of Voters. Swampscott is the only Town in the Commonwealth that functions with a Board of Election Commissioners. However, the difference is academic since the others have an additional clerk in the town clerk's office to perform the Registrars' duties. (Also, Town Clerks Are not usually Tax Collectors Also!)

The function of the Board of Election Commissioners involve the taking of the town census for all residents twenty years or older. They are assisted in this task by the policemen of



the town, for which they pay an aggregate sum of \$1,200.00. From this census, the voting list is generated and published in booklet form. This amounts to approximately 8,000 voters.

Their other duties are to conduct all Federal, State and Town elections and report the results.

The annual budget for the Board is approximately \$11,000.00, of which about 75% is due to salaries and fees.

The Chairman of the Commission recommends the possibility of adding six voting machines because of the eighteen year olds.

The Administrative Organization sub-committee feels that the consolidation of this clerk into the Town Clerk's office might warrant consideration.

FUTURE CONSIDERATIONS and RECOMMENDATIONS

1. At specified intervals, chairmen of all town boards should meet together to discuss town programs, implementation, financial impact, project staging and so forth. This would tend to make each board dovetail with other groups.
2. Regional cooperation is a must for any future planning. It is suggested that a study committee be set up to determine what areas: sewer, refuse, purchasing, high school and so forth will be suitable and helpful to Swampscott.
3. State law provides for a commission to promote business and industry. It is recommended that we establish such a commission to contact research in industrial conditions and seek to coordinate the activities of unofficial bodies organized for said purpose, and advertise, prepare, print and distribute books, maps, charts and pamphlets which in its judgement will further the provisions for which it is created.
4. In regard to Public Safety, although both of these department heads are opposed to coordinated or interchanging personnel, this committee believes that a study should be made of possible coordination of the two departments.

Respectfully submitted,

Eileen Cooper, Chairman  
Herbert Waite, Vice-Chairman  
Richard Johnson  
Robert Gardella  
John Moran  
Paul Polisson  
J. Dennis Healey  
Arthur Palleschi  
James Santry  
Jeanne McCarty  
Gloria Webster

MASTER PLAN COMMITTEE

TOWN OF SWAMPSCOTT

COMMERCIAL ACTIVITIES PLANNING COMMITTEE

The Commercial Activities Planning Committee submit herewith the final report of the findings of this committee.

A review of the commercial areas in town reveals that there are four commercial areas in the town. Vinnin Square is the largest retail and commercial shopping area in town. It does provide acres of parking and just about everything typical that Swampscott residents need and use. We are sure it also attracts customers from surrounding communities as well. The second type of commercial area includes areas in town that are zoned B-2. These include those in the general business area category. The third commercial area is along Humphrey Street. This is the business center of Swampscott. It contains the many small shops and offices and gasoline stations and a number of beach related stores. This area suffers because parking is unavailable and it cannot provide the modern retail conveniences found in the larger shopping areas. This area is important and a good asset for the Town of Swampscott. The fourth type of commercial activity in our town occurs in scattered sites and are presently zoned B-1. The activities found in these areas include gasoline stations, variety stores, candy stores and other uses that were in existence when the zoning by-law was enacted. The committee studied other problem areas and we have come up with the following findings:

1. The opportunity for business uses in Swampscott is limited since the two major commercial areas are along Humphrey Street and in Vinnin Square. This leaves little or no opportunity for expansion of commercial activities.
2. There is an excessive number of spot business zones scattered throughout the Town.
3. There is need to change the uses along Humphrey Street from the Lynn line to Monument Square. The present condition of many of the uses in this area is inappropriate for one of the most important entrances to Town.
4. The Committee finds strong feeling that there are enough gasoline stations in Swampscott.
5. There is also concern about the increasing number of drive-in franchise operations. These uses must be controlled.
6. There will be an increasing pressure for new commercial activity in the town due to the proposed I-95 connector.
7. At the present time there is no place in Swampscott for small contractors, and landscape gardeners, general contractors and builders. Many of these businesses are presently non-conforming uses.
8. There is a concern that the town have adequate controls over the signs erected by commercial activities.

9. The area between the railroad and Essex Street and Burrill Street, Pitman Road and Elm Place has conflicting land use.

The Committee submits to the Comprehensive Planning Committee the following recommendations:

1. That the town should strive to make Humphrey Street and Vinnin Square its two major commercial districts, since each of these districts fulfills a definite commercial need in our town.
2. The town should strive to do away with the excessive number of B-1 spot zones.
3. That the town should re-zone the area along Humphrey Street between the Lynn line and Monument Square for B-1 uses to permit the strengthening of the Humphrey Street retail district.
4. The town should adopt additional control for gasoline stations to insure that they are compatible with the future development of the town.
5. The town should strengthen its zoning by-law especially as it relates to franchise operations. The Committee feels that the construction of the I-95 connector will create additional pressure for this type of operation.
6. The town should expand its existing B-2 zoning district in the Foster's Dam area to create a location for contractors, landscape gardeners and the like.

7. Due to the experience with the drainage problem in and adjacent to Vinnin Square the town should examine the existing storm drainage system before it creates any additional shopping areas.
8. The town should examine the cost and benefits of retail areas before it creates any new ones. An examination of Vinnin Square shows that it produces more tax dollars as a shopping area than it would have as a residential area. However, there may be some hidden costs such as improvements to the drainage system that may negate the seeming tax advantage.

The Committee definitely recommends to the Town that immediate steps be taken to expand the business B-2 general area in the following location:

North of Foster Pond area to the Salem line and west to the Lynn line. This area would be bounded by Windsor Avenue, north to the Lynn line, east to the Salem line, and bounded by the Lynn Sand and Stone property.

This committee further recommends that immediate attention be given to expanding the B-2 area to include the area along the railroad tracks to Burrill Street, along Essex Street to the Essex Street Bridge.

This committee feels that with the re-claimant of these areas that the benefits will accrue to the town from serving the residents in the area and creating good tax dollars.

Respectfully submitted,

Raymond Bufalino, Chairman  
Carl Gershman, Vice-Chairman  
Felix Marino  
Daniel Cahill  
Mrs. Vanita O'Brien  
Donald Fessendon  
Ferdinand Corangelo  
Robert Welch  
Stanley Bettger

MASTER PLAN COMMITTEE

TOWN OF SWAMPSCOTT

FISCAL IMPLICATIONS PLANNING COMMITTEE REPORT

MARCH 3, 1971

INTRODUCTION:

This committee was charged with evaluating costs of projects submitted to it by the other Master Plan Planning Committees and recommending possible methods of financing these projects. Further, recommendations of ways to increase tax base and of economizing on present and future expenditures were anticipated.

We expected to receive, from other committees, not only recommendations for specific new projects and improvements to existing programs, but also what specific costs or methods of financing were anticipated as related to same. This latter we did not receive. As a result, the time and knowledge restrictions imposed upon us make this report more general in nature than anticipated. It was apparent much to the credit of the town that other than high taxes all immediate needs of the town are presently provided for. The physical plants and facilities have been kept in good repair, current replacement policy and maintenance policies are excellent, debt is minimal. The priorities we will mention and the financing plans for projects will of necessity be general and more in keeping with the broad view of planning for the future - in particular long range planning rather than particular time tables



for specific projects.

We read, discussed, evaluated and dissected the other committee reports submitted to us. Throughout our deliberations, three imponderables kept recurring in confounding repetition. How should we weigh:

- a. the effects of Inflation.
- b. the effects of Expected Future Population Increases.
- c. the desire and/or need of additional Municipal Services.

And always we kept coming back again and again to the imminent decision of this town meeting or future town meetings will be asked to make on high rise apartments - particularly on the New Ocean House site - and if there why not elsewhere. Do we treat this spectre of twenty-story - 210 feet - seven buildings as a fact of life in the future and assess the fiscal implications in the expected increases of services the town will have to provide or do we pass it off as fancy and hope that it will go away.

In every direction we turned, potential zoning changes that would allow more people to live day to day on more and smaller areas of town conflicted and challenged our frame of reference of Swampscott as a small basically residential town that we knew so well and call home. Potential zoning changes affect the future of schools, police, fire, health, sewerage, water, sanitation, highways, traffic flow, our beaches, and yes, even our cemetery.

We decided not to beg the question - here are our recommendations in order of importance.

1. Provide land now for future school expansion.
  - a. when and if needed.
  - b. certainly needed if high rise becomes a reality.
  - c. may well be needed in several years due to changes in age level of school population - most likely from people with school age children moving to town plus changes at St. John's.
  - d. most obvious location is undeveloped Tedesco property adjacent to Shaw Junior High. Land area in Assessors 1/1/66 book of three parcels off Forest Avenue 537,560 square feet and assessed value is \$24,900 - maybe more is needed but prudent planning would indicate we should consider putting at least this much in our "land bank" now.
  
2. High Rise - the implied tax benefits appear to be illusory - the developers of the New Ocean House site hold out the carrot to us all of a \$7.50 contribution to our tax rate. On a \$30,000.00 home this could mean \$225.00 per year. The \$7.50 is a net figure. The developers estimate that their project would only produce 27 new school age children. With 720 units planned to be constructed. This is a highly

questionable estimate and does not allow at all for any older people vacating present one-family homes for the apartments and freeing up their existing houses for younger families with several school age children. \$98,000 is estimated by them in costs for "additional police, fire, etc." We think this amount is also low.

Tax benefits of the high rise at the New Ocean House site will only be realized as buildings are constructed and tenants move in and start paying rents. No revenue is expected for at least two years and the project won't be completed until at least five years. We can't forecast with reliability the effects of inflation on our municipal costs by that time, nor on our school costs, but our wisdom tells us that by that time the effect on our tax rate, on a net basis, will be only \$3-4 less; assuming the accuracy of the figures supplied by the New Ocean House developers - which are questionable.

The developers of the New Ocean House site have no more desirable assets to mention for their project in terms of its benefits to the town than it will keep your taxes lower than they would have otherwise.

We feel the tax rate savings are overstated, and we feel that the existence of such a complex in that location will affect the values and pocketbook of all town residents toward the town in a negative manner. This idea is not a panacea for our taxpayers.

Therefore we recommend:

- a. Against high rise apartment buildings.
- b. We favor zoning considerations for so-called garden type apartments not to exceed four stories with a building to land ratio of 35-65% or certainly not over 50/50 only in areas where such development is appropriate in terms of accessibility, traffic flow and nonexisting structures. Among the obvious sites: New Ocean House site, Driving Range site between Paradise Road and Essex Street, King's Beach site and the Chick Estate site are noted. If any of these sites were considered for commercial as opposed to housing development, zoning for these areas if changed should reserve to the Planning or Appeals Boards the right to approve roof lines, parking, set backs, and general architecture so that a development in keeping with its setting is constructed as opposed to willy-nilly conglomerates of store fronts and neon signs.

3. Town Administration - In order to understand the effects of inflation on the cost of Town Government, here is a comparison for major Department Expenditures:

SCHEDULE 1 - OPERATION COSTS

	1970	1965	1960
General Government (1)	\$309,243	\$192,181	\$174,194
Public Safety (2)	889,122	531,855	403,125
Health & Sanitation	267,827	152,920	127,400
Highways	410,601	397,915	301,211
Veteran's Services	47,034	19,489	17,574
Libraries	92,562	61,415	45,160
Parks & Recreation	118,606	108,654	108,032
Pensions & Retirement	355,226	175,745	79,116
Water Department	169,036	82,439	80,247
Cemetary	52,182	51,788	34,211
State & County Assessments	527,570	285,404	205,980
Schools (3)	3,033,462	1,828,724	1,160,315
	<u>\$ 6,272,471</u>	<u>\$ 3,888,529</u>	<u>\$ 2,736,565</u>

Gross Amount  
Raised by Taxation  
On Property           \$ 6,777,331   \$ 4,686,892   \$ 3,315,423

SCHEDULE II - SALARIES & WAGES INCLUDED IN SCHEDULE I

	1970	1965	1960
General Government	\$269,242	\$124,009	\$141,512
Public Safety Police & Fire Only	819,245	485,221	358,966
Schools Instruction Only	2,267,408	1,271,186	808,793

We favor a consolidation as follows:

Under the Board of Selectmen setting policy and an Executive Secretary administering and carrying out policy and providing that he (or she) have reporting to him (or her) at least three department heads which we will group as follows:

1. General Government - including Veteran's Services  
Libraries  
Pensions & Retirements  
Health & Sanitation
2. Public Safety
3. Public Works including Highways  
Parks & Recreation  
Water Department  
Cemetaries

Plus -4. Comptroller (now Town Accountant)

5. Town Clerk and Tax Collector

6. Treasurer

Providing further that:

The above are not elected but appointive department heads

Providing further that:

The Board of Selectmen be expanded to five members and that they be elected to three year terms.

And providing further that:

The town elect a charter commission which will have the power and duty to change the alignment of responsibility and authority so that the above may be accomplished.

Comments on No. 3 above:

- a. An executive secretary to the Board of Selectmen as presently constituted would not have the authority to accomplish any of the above suggestions and would be a waste of money.
- b. The executive secretary or operating manager, if you will, should also work closely with the Superintendent of Schools to facilitate improved coordination between the major areas of town expense.  
There is a decided overlapping of capital expense which might be equitably shared.
- c. The cost savings implicit in the above recommendations under No. 3 will amply take care of the expenses of the following specific recommendations from individual committees.

The following remarks are our response to recommendations submitted to us from other committees.

A. Transportation:

Hire a lobbyist in tandem with other communities in our similar circumstances to:

1. either get us better MBTA services or
2. reduce our share of MBTA assessments

B. Social Services:

1. Community Center for Youth; Community Center for Elderly - we believe that there has not been a need demonstrated; that existing facilities for youth are adequate and that the Town should not be involved at this time.
2. General Information for Townspeople - To insure residents inquiries and reports are handled properly, use of either central switch board and receptionist in the Administration Building, or if the Town follows executive secretary recommendations then his (or her) secretary or assistant would be the one to take this.

C. Community Facilities:

1. Disposal of large items - how about a plan similar to Lynn's - where residents are permitted to dump once or twice a year on a specific day.



2. Two man Patrol Car during night and early morning shifts. Chief Carlin says this would cost \$30,000 per year for three additional men.

D. Circulation and Parking:

1. Humphrey Street - only practical answer to congestion at peak hours is to make Humphrey Street two lanes from 7-9:30 a.m. to Boston and 4-6:00 p.m. from Boston with no parking allowed on the side of heaviest flow. This would be from Atlantic Avenue - Humphrey Street intersection to the Lynn line and get the MDC to do the same on the Shore Drive to Nahant Circle. White lines would do it - no traffic lights needed - Announce it in the papers and have policemen out the first two weeks.
2. Improve roads in the Foster's Dam Area - check schedule of Public Works Department. Everyone has waited their turn so far, why not continue.
3. Access Spur - Upper Swampscott to Danvers Road - Check Public Works for engineering feasibility.
4. Parking meters - agree with committee; we are not in favor, either.
5. Towing Statute - yes - agree to include private ways also.
6. Farragut and Walker Roads - one way - yes we agree.

7, Traffic Light - Redington/Banks/Devens intersection -  
no - not needed.

E. Commercial Activities - expansion of B-2 zoning - yes  
we concur; also check zoning of following areas:

1. Depot area
2. Kings Beach Garage area
3. Chick Estate

If appropriate then spend some time and money to interest entrepreneurs and developers to develop and operate without neon and protruding signs. A controlled development in keeping with the area is advised and desired. Better business will result from a tasteful treatment of the potential.

F. Neighborhoods - we have already commented on:

1. High rise
2. Depot area
3. Circulation and Parking

On beaches we do not know how you can legally limit use of beaches to town residents except by limiting parking to town residents on land that the town owns.

G. Housing - The recommendations of this committee have all been commented on in other committee report recommendations.

H. Schools - we concur with the well written and thoughtful School Planning Committee report.

Preliminary Report

Submitted - March 3, 1971

Final Report

Submitted - March 10, 1971

FISCAL IMPLICATIONS COMMITTEE OF THE MASTER PLAN COMMITTEE

Jack Blodgett

Keith Callahan

Gerald Caron

David Herwitz

Charles Marcou

Richard Olson

Anthony Pierre

William Saunders

Harry Davis, Vice-Chairman

Kenneth Hartwell, Chairman

MASTER PLAN COMMITTEE  
TOWN OF SWAMPSCOTT  
HOUSING PLANNING COMMITTEE

Swampscott should maintain its residential character and its citizens should resist any move that would encourage a change.

The Housing Planning Committee has compiled and studied statistics relating to the number, type and condition of houses in Swampscott along with compiling a list of vacant land areas that could be developed.

Swampscott has an area of only 3.08 square miles with a density of over 4,700 persons per square mile. Although approximately 75% of the houses in Swampscott are over 30 years old, over 90% of the buildings are sound and in good condition.

Using our vacant land study and just considering land parcels over 40,000 square feet and contiguous parcels which could add up to 40,000 square feet, over 800 single family additional houses could be erected in Swampscott. Assuming 3.3 persons per dwelling, (the average in 1960) our population would increase by 2,700 people. One third of these people would be of school age. If our zoning and building laws were changed to allow high rise apartments in Swampscott, (which we are firmly against) our population could increase to 23,000 persons. This is 8,600 more people than reside in town presently.

Many of the other Committees reporting to the Comprehensive Planning Committee appear to have spent considerable time on the question of high rise apartments. The Housing Committee

also spent a great deal of time on this question, debating the advantages and disadvantages of "high rise" from spot zoning to area zoning and the overall effect it would have on the town. It was a unanimous decision of the Housing Committee that the following recommendations be submitted to the Comprehensive Planning Committee and be submitted as a major part of our report: "No buildings more than four stories high be permitted in Swampscott and these will be subject to approval by the Design Review Committee."

The majority of the Swampscott Housing Committee recommends the preserving for the Town of Swampscott for recreation purposes and for the common benefit of all citizens, those open spaces presently existing or which may become available in the area of the town bounded, generally on the North by Humphrey Street, on the East by Phillips Park, on the South by Atlantic Ocean (or Whales Beach), on the West and Southwest by the Atlantic Ocean (or Blaney Beach), all such boundaries being subject to modification after appropriate study.

In making this recommendation, the Committee has taken into consideration the present character of the area, its relative seclusion, its relatively natural state, the absence of commercial establishments, and the fact that the town already owns land in the general area.

In reaching this conclusion, the Committee has not been unmindful of the opinion which holds that allowing high rise multi-family, luxury apartment houses to be built at the beach may

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provide much needed additional tax revenue to the town. The committee has also taken into consideration the arguments against that position, namely: the traffic, sewerage, and water pressure problems which will be created, the additional drain on fire, police, maintenance and school facilities. The Housing Committee believes a careful study and assessment should be made of all these allegations and opinions before a final decision can properly be made. Above all, the Committee urges a thorough weighing of the value of the "enviornment" provided by a wide-open beach and park area as against the possible monetary value to the town of a high rise, multi-family apartment house or hotel.

Our communications media - TV, radio, newspapers - daily publicize the stress given by national and state leaders to the importance of rescuing our enviornment from the pollution we have caused. The Housing Committee recommends that the Town of Swampscott not abandon this irretrievable opportunity to perserve and improve the town's enviornmental purity and beauty.

The Housing Committee is keenly aware of the mounting need for housing nation-wide and locally. That need is most acute as it affects families with low or moderate incomes. High rental, luxury apartments in buildings erected on expensive land will not reply to that need. The Housing Committee suggests that the Town of Swampscott should show its responsiveness to that

need, and that Swampscott should indicate its consciousness of its responsibility in helping meet that need.

We are indebted to former Town Counsel, Mr. Martin Goldman, who attended two of our meetings. Mr. Goldman explained the impact of the state law which permits developers, under certain circumstances, to override local zoning regulations when low income structures are involved, providing dwelling units for low rentals. The Housing Committee recommends that the town provide leadership and motivation in this field by carefully planning and/or rezoning so that such programs, if they materialize, are conducted in a spirit of harmony, cooperation and understanding.

The Housing Committee has noted the desire in Swampscott for moderate to high rental apartments. Taking into consideration the present character of that area in Swampscott which is bounded, generally, on the North by Elmwood Road, on the East by Reddington Street, on the South by Humphrey Street and on the West by Monument Avenue (intending to designate by such boundaries a general area subject to modification after appropriate study), and the location of the area near the heart of town, adjacent to residential and also to commercial and municipal structures, the Housing Committee recommends that use of land in that area could be used for multi-family dwellings.

The Housing Committee has similarly considered the character of that area in Swampscott bounded, generally, on the West by King's Beach Terrace, on the North by Claremont Terrace, on the East by Phillips Street, and on the South by Humphrey Street (all such boundaries being subject to modification after appropriate study). Taking into consideration the location of that area, its present character, the type of buildings in proximity thereto, the Housing Committee recommends that use of land in that area could also be used for multi-family dwellings not to exceed four stories.

Mr. Chadwell, a former member of the Committee on Schools, attended one of our meetings to inform us of the possible increase in school population and to inquire about possible land area if there became a need for an additional school. From the facts presented at that meeting, our Committee didn't see the need for additional school buildings, but if in the future there was need, we recommended two alternatives:

1. Study the feasibility of adding <sup>an</sup> additional floor to the present Shaw Junior High Building.
2. Acquire land immediately North of the present Shaw Junior High.



Your Housing Committee is made up of homeowners varying from life-long residents to those who have lived here less than five years.

Our unanimous concern is to keep Swampscott from being overpopulated and our present facilities overloaded.

Respectfully submitted,

Roger A. Williams, Chairman  
Clarice Neumann, Vice Chairman  
Erland Townsend  
Lawrence McGinn  
Daniel Cobbett  
James McCarriston  
Ralph Earle  
Edward Weinshanker  
Ernest Manchon  
Raymond Doane  
Chester Bond

MASTER PLAN COMMITTEE

TOWN OF SWAMPSCOTT

NEIGHBORHOOD PLANNING COMMITTEE

The Neighborhood Committees have been working for the past several months identifying needs and developing recommendations for your consideration. The assessment of our neighborhoods, while not fully comprehensive, does provide insight as to the profile and make-up of the Town of Swampscott. It should be of value to your committee at this stage of its planning.

With recommendations ranging from generally in favor of high rise apartments to unequivocal opposition to such apartments, it is fair to state as a concensus that the neighborhood spokesmen oppose high rise apartments mainly for reasons of overcrowded schools, traffic problems and the preservation of the character of the town. On the other hand, while garden type apartments also received the full range of favorable and opposing recommendations, the concensus on such apartments is to allow limited-sized garden type apartment buildings.

Two recurring points of view were expressed which on their face seem somewhat conflicting. While urging that repeal of the tenement act be sought, it was recommended that the town seek to maintain its present population.

Two areas of strong concern are the condition of the town's

beaches and playgrounds. The useable beaches continue to decrease due to pollution, while legal action to limit public use still further is feared. The need for greater care in the maintenance of playgrounds was pointed out. This problem, while not acute, is growing.

Public transportation is felt to be adequate. However,,the renovation of the depot site is urged.

The drainage of surface water is a general problem which is particularly serious in certain neighborhoods.

Almost without exception the neighborhoods recommend some action relative to circulation and parking. Stronger limitations on speeding and parking are stressed. The need for sidewalks along school and shopping routes is identified. Of anticipatory concern are the access routes to any potential apartment buildings. The parking problem attendant to such apartment buildings is also noted.

A grid summarizing the more salient concerns and recommendations of each neighborhood, as expressed by its chairman is attached for the review and considerations of the Master Plan Comprehensive Planning Committee.

Respectfully submitted,

William Warren, Chairman  
James Callahan, Vice-Chairman  
James Dillon, Vice-Chairman  
J. Bennett Giles, Vice-Chairman

MASTER PLAN COMMITTEE

TOWN OF SWAMPSCOTT

OTHER COMMUNITY FACILITIES PLANNING COMMITTEE

This committee was originally chaired by Mr. Paul Levenson who, because of business pressures and other commitments was forced to relinquish the chairmanship in June 1970. William J. Carlin assumed the chairmanship at that time. Mr. Levenson did a thorough job of organizing the committee and assigning duties to all members in an effort to insure that the research function of the committee would be adequately completed.

Meetings were held periodically and information accumulated in those areas following the main outlines of the committee's function, that is:

1. Utilities and Public Works
2. Health and Sanitation
3. Fire and Police Protection and  
Prevention
4. Recreational and Cultural Facilities

All information compiled as a result of this research was thoroughly discussed by committee members attending the meetings.

UTILITIES AND PUBLIC WORKS

After much discussion and evaluation of information concerning this category it was the consensus of this committee that the operation of the Public Works Department overall was above average in efficiency and that no specific recommendations in

regards to any phase of the operations of this department would be made.

#### HEALTH AND SANITATION

After much discussion of our rubbish and garbage collection the committee voted to recommend that the Board of Health make some arrangement to have a periodic collection of those materials which are not picked up weekly by the rubbish contractor, such as old furniture, appliances, yard debris, old lumber, etc. This could be on a once every other month basis, three times a year or in the spring and fall.

As a result of a consultation with the Health Agent the Committee learned that a suitable dumping area to handle Swampscott's refuse has become a major problem. Surrounding communities are also faced with this problem. The Health Agent stated that a regional incinerator facility is soon to be constructed in Malden. This facility could be utilized by Swampscott and other nearby communities. He feels that the use of this facility would solve our disposal problems; he does however point out that cost factors in using the incinerator as well as transporting the refuse to the site could be prohibitive.

The committee concurs with the thinking of the Health Agent in this matter and the cost factor being acceptable, we recommend that every possible effort be made to acquire the use of this facility.

In conjunction with the construction of our new sewerage treatment facility, this committee recognizes the fact that this plant may not be the complete answer to our beach pollution problem, and recommends that the Board of Health, together with other boards in the town make every effort to encourage state officials into exerting pressure on the communities of Marblehead, Lynn, Salem, and Nahant to construct their own sewerage treatment facilities as required by law and which we feel will help to alleviate the existing pollution on our local beaches.

#### FIRE AND POLICE PROTECTION AND PREVENTION

Interviews were held with the Fire and Police Chiefs, and the operations and needs of these departments were discussed in detail.

The Swampscott Fire Department is generally in excellent condition. The training program which is a year round program appears to be adequate to keep each man familiar with and fully qualified to handle all equipment and to insure a thorough knowledge of first aid and ventilation. There are however, areas that are in need of attention. The problem of securing adequate manpower has become a problem. Present vacancies are, to a great extent, being filled by regular firefighters working overtime, at a time and a half rate of pay. This is certainly not a desirable situation, and every effort should be made to correct it. Eliminating the strict rule that Swampscott firemen

must reside within the town and maintaining pay scales at a level which would encourage candidates to apply for positions with the Swampscott Fire Department, which should help to alleviate the shortages. The Chief stated that even with his full complement of authorized personnel, a larger force is needed. He points out that the recognized standard by the American Insurance Association and the National Fire Protection Association, is four men per company as a minimum. To meet this standard would require adding 21 men at a prohibitive cost. The addition of a man a year or a man every other year would be a more realistic approach to this problem.

Presently, there are three engines, two 1955 models and one 1959 model and one 1961 model ladder trucks. The average service of this type vehicle is 12 to 14 years. The average service life of two of the engines has been passed. The necessity of replacing these vehicles in the immediate future will have to be considered. Realizing the large outlay of funds required to replace these vehicles as they become obsolete, this committee recommends that the town establish a funding process whereby certain funds be set aside yearly to cover future purchase price of new equipment as needed.

In summary the immediate and long term needs of the Fire Department are for adequate personnel to staff present facilities and the establishment of the equipment funding process.

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In our interview with the Chief of Police, he stressed manpower as his principal need. The Chief points out that the ratio of two officers for every one thousand population, a ratio considered to be adequate in the past, is no longer adequate in the light of the incidence of crime today. A better test is the number of men effective available at any time.

The Chief feels that two men in each patrol vehicle especially during night and early morning hours is most desirable. The department is also faced with the problem of recruiting desirable manpower as are most police departments in the area.

Educational inducements coupled with top pay scales would help to alleviate this problem.

The police station which was constructed in 1936 is barely adequate to satisfy today's needs. There are no juvenile or female detention rooms. There is no interrogation room available. The Chief points out that what is needed is an expansion of the present facilities for the location of the station is very good. The present building could probably be expanded to create the needed 30 percent additional space.

In summary the immediately perceptible long term needs are additional manpower and greater station space. This committee recommends that enough additional manpower to provide for two man patrol coverage at all times at night and during early morning hours be provided. This committee also recommends that a study committee be appointed to determine the



needs and make a recommendation of the building needs of the Police Department.

#### RECREATION AND CULTURAL FACILITIES

The committee spent a great deal of time discussing and evaluating our recreation facilities. Parks and programs and activities relating to them were thoroughly covered. It is the opinion of this committee that the town has an excellent recreation program and excellent physical facilities to accomodate the program. Recommendations for improving these facilities therefore are few.

This committee recommends that Stanley School playgrounds be improved in terms of care and maintenance.

Interviews with people in charge of Little League, and Babe Ruth League have indicated a need for an additional Little League diamond. It is suggested that the Public Works Department investigate the feasibility of constructing an additional diamond on one of the practice football field areas at Phillips Park.

In discussions with leaders of the Pop Warner football program we feel there is a need for additional lights at Abbott Park so that early evening football practice, which is necessary for this group, may be conducted in a better lighted area.

The Summer Park Program, Summer Sailing Program and Summer

Basketball are excellent programs.

The proposed skating rink to be constructed in the Vinnin Square area under the so called "Think Rink" program, is, in our opinion, an outstanding endeavor and should be encouraged by the townspeople, as we feel that both youngsters and adult population will benefit greatly from this non-profit endeavor.

#### THE PARK DEPARTMENT BASKETBALL PROGRAM

Although well organized, well run, and with an abundance of participants operates under a severe handicap during winter months because of the lack of facilities at the High School and Junior High School. This committee feels that this problem will probably not be resolved until a new physical plant is constructed; we are not, however, recommending the construction of a new school either now or in the immediate future.

All of the beaches present a number of use problems, not the least of which is the present problem of pollution at Fisherman's Beach. This committee is of the opinion that the completion of our new sewerage treatment plant will help to alleviate this beach condition.

There is on-street parking only for King's and Blaney Beaches. Whale's and Eisman's Beach both have been the subjects of controversy as to the rights of private abutting owners, and also offer little parking space. Phillip's Beach has a

doubtful future as far as the town use is concerned.

Preston Beach, although mostly in Swampscott offers no parking except for the lot maintained by the Clifton Improvement Association.

This committee recommends that the town make every effort possible to insure the rights of the townspeople in the continued use of Whale's and Eisman's Beach. We also recommend that every effort be made to secure a suitable parking area somewhere in the vicinity of these two beaches for use by the townspeople.

#### CULTURAL FACILITIES

In cultural facilities this committee's report dealt almost entirely with the public library, although some discussions were held on the Humphrey House and the Mary Baker Eddy house.

After interviews with the Librarian, Trustees and building inspectors, both state and local, this committee has only two recommendations to make.

First, that adequate moves are provided yearly to maintain the physical plant. The committee feels that the Library building itself is adequate to serve the needs of the townspeople and that with proper maintenance this building will be most useful to the town for many years to come.

Secondly, the committee feels that a severe shortage of part-

time help presently exists. The committee recommends that an adequate and realistic pay scale be established to attract this part-time help. This is not highly skilled or professional type help that is needed and therefore would not mean a great increase in salary expenditures. The committee feels also that it may be beneficial to the town and to the library to investigate the possibility of appointing library trustees by the board of selectmen, rather than electing them. It might also be beneficial to increase the board of trustees to six instead of three. This committee however is not recommending these changes be made in regards to the trustees as we do not have the necessary information for a proper discussion and evaluation.

Respectfully submitted,

William J. Carlin, Chairman  
Roland Booma, Vice-Chairman  
Daniel Kelly  
Donald Hallett  
W. Miller Champion  
Mrs. Gerdy Weiss  
Ralph Davis  
Mrs. Lorraine Dillon  
Robert Snow  
Alfred Duratti

REPORT OF THE SCHOOL PLANNING COMMITTEE

of the

MASTER PLAN COMMITTEE

TOWN OF SWAMPSCOTT

The School Planning Committee of the Master Plan Committee was appointed by the Board of Selectmen on September 4, 1969. The membership of the committee represented a cross-section of experience and interest in education. The committee included a former Swampscott superintendent of schools, the present school committee chairman and two former chairmen, three present or former school teachers and the Dean of Women at Salem State College, and members of former school building committees for the Town.

The Committee met frequently as a group, joined at times by School administrators and other professionals. Individual members conducted inspections and research which were made available to the group as a whole. This report is the result.

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### POPULATION in SCHOOL PLANNING

When the Town of Swampscott adopts a plan for school facilities for the next twenty years, or even when it makes an immediate decision to build a new school or to renew existing facilities, the population of the public schools will be an essential consideration.

This Committee does not presume to forecast the population of the Swampscott schools during the next ten or twenty years. We must, however, point out some of the factors that, in our judgment, may affect that population.

### FACTORS APART FROM NEW BUILDING

If there is no new building in Town, and no radical change in the age of our population, i.e., if the proportion of younger and older residents remains as it has been for the past twenty years, we might anticipate a relatively level status quo of the school population. In that case, the need for new facilities would arise principally to replace outworn or outmoded school buildings.

There is some evidence that the birth rate is decreasing. However, the total population of school-age children in our public schools has increased and will presumably continue to do so for the following two reasons:

First, there has been a tendency for existing families having

several children to move into Town, buying or renting some of our older houses, as the owners of those large older homes have died or moved away.

Second, there has been a tendency for residents of the Town to transfer their children from St. John's School to the public schools in significantly large numbers at the junior high level, rather than leaving them to complete the 8th grade at St. John's. Up until a few years ago, the majority of the students remained in St. John's through the 8th grade after which some of them left Town to attend 4-year Catholic schools. The fact that many of them are now in public junior high may influence many of them to attend public high school rather than Catholic high schools.

Another factor which could cause continued increases in the total school enrollment is the expected continued increase in tuition costs in the Catholic schools both elementary and secondary.

The financial problems of the Catholic school system have been publicized and are a matter of concern to many parents and educators. We do not think that we should draw conclusions about the future of Catholic education, either in Swampscott, or on a broader, regional basis. We must conclude, however, that if the number of spaces in the region's Catholic schools is seriously

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diminished, a substantial number of Catholic parents who have chosen to pay the price to send their children to Catholic schools, rather than to the free public schools in their respective communities, will seek a public school system which more nearly meets their needs. To such parents a move to Swampscott might seem very desirable, if housing can be found, compared to remaining in their present community.

NEW BUILDING, ESPECIALLY APARTMENT HOUSES

The foregoing factors and others must be evaluated in any event, whether or not the Town adopts land use programs which will substantially increase our population. Under present programs, it is not profitable to build multi-family housing in Swampscott. If the Town votes to amend our zoning by-laws and our building codes so as to permit the construction of apartment dwellings on a financially profitable basis for the developer, we can anticipate further increase in the school population which must be accommodated.

The Town should not be deceived by statements published by apartment developers and their representatives to the effect that the proposed apartments will be too small, or too expensive, for families with children and hence will not increase the school population.



Experience shows that there are substantial numbers of children in some apartment developments, though not in the most luxurious ones. If a development proved uneconomical in one style, it could be remodeled rather than torn down. But even if it turned out that there were few children living in the new apartments, this is not the whole story. Older residents would move into the new apartments, after their children have grown, vacating one and two-family houses which would be occupied by families with children.

THE DIMENSIONS of the PROBLEM of POPULATION

What are the dimensions of the problem? Between 1961 and 1968 the enrollment in our public schools remained rather constant, varying between a high of 2,789 in 1962 and a low of 2,707 in 1967. In 1968 the total was 2,758, but in 1969 it jumped to 2,921, an increase of about 6%. This trend has continued in 1970 when the present enrollment in all grades is 2,998.

The Planning Services Group has made estimates of the upper and lower limits of public school enrollment based on the estimated upper and lower limits of population within the available land areas of the Town. The upper limit of school enrollment at the saturation point on these figures is 4,600. If the proportions correspond to the proportions of our present enrollment, one might envisage the enrollment of our public schools, at the "saturation point to be as follows:

	Public School Enrollment October 1969	Percentage of total Public School Enrollment October 1969	Proportionate Part of 4600 pupils
Grades 1-3	612	21%	966
Grades 4-6	629	21.5%	989
Grades 7-9	760	26%	1196
Grades 10-12	<u>712</u>	<u>24.3%</u>	<u>1118</u>
*Totals	<u>2713</u>	<u>92.8%</u>	<u>4269</u>

\*Kindergarten and special students have been excluded from computations for both 1969 and for the "saturation" point.

While we do not presume to say what the public school enrollment of the Town will average over the next two decades, we are bound to point out to all concerned citizens that if sufficient housing is built including apartment houses or single family homes on the remaining open space, it is possible that we would have to house a school enrollment of the size indicated above. This would mean, in that case, that any new high school designed for grades 10-12 should be designed to permit original or subsequent enrollment of about 1200 students. If a four year high school were provided for grades 9-12, it should be designed for original or eventual enrollment of about 1600 students. Similarly, the present junior high building is clearly too small for a projected enrollment of close to 1200 in grades 9-12, but might be able to

handle about 800 students in grades 7 and 8 if grade 9 were transferred to a high school building.

#### ELEMENTARY SCHOOLS

The existing Machon and Clarke elementary schools are in generally good condition, and are not overcrowded. Increased enrollments would be difficult to handle without expansion, but redistricting might, or might not, be possible.

There is presently crowding at the Stanley school, and the enrollment in 1970-71 is 45 pupils larger than the total enrollment in the school in June 1970. The school is in good condition and well located.

The Hadley school is well maintained, but is located in a busy area and the gym facilities are less than adequate, especially for the boys. Parking and traffic are problems, but the school has utility and presently <sup>is</sup> not used to capacity. Thus, some redistricting might relieve crowding at the Stanley and Clarke schools.

In summary, the existing four elementary schools are adequate, well-maintained structures and can handle the present elementary pupil load and some additional increase in enrollment. In some cases, a need for additional facilities, such as auditorium, gym, food service or library spaces, can be foreseen, and some expansion may be required.

St. John's school has begun to phase out one of the two classes it has been maintaining in the elementary grades. This transition is gradual and the public elementary schools can probably accomodate the additional enrollment without overcrowding in any one school.

If the total school population should increase to an enrollment approaching the suggested "saturation" point of 4600 pupils, and if this increase was proportional in the elementary grades, the problem is entirely different. We would then require 700-800 additional pupil spaces in the elementary grades. If the increase resulted from additional children in the outlying portions of the Town, it might be necessary to build a new elementary school or schools, one perhaps in the northeasterly part of our Town near Vinnin Square. On the other hand, if a decision is made to build a new high school, the existing high school might be used, with redistricting, to accommodate at least part, if not all of the additional load without requiring the construction of a new building.

It is not possible for this committee to make any firm recommendations about increased elementary facilities. First we cannot forecast the total number of elementary pupils that might need to be housed, until the future land use in Town is determined. Moreover, until we know what areas are going to be built up, and

where the elementary pupils will be living, it is impossible to know whether any increase in enrollment could be handled by enlarging existing facilities or whether a new school or schools would be needed.

We can recommend, however, that if the land use decisions to be made warrant the conclusion that a new elementary school or schools will be required in the Town, the Town should plan to acquire any additional land required while it is available.

#### THE JUNIOR HIGH SCHOOL

The Shaw Junior High School was built to educational specifications for 700 pupils, and at the same time the school was opened in 1959, the enrollment was 643 pupils. Enrollment was generally below 700, with two exceptions, until 1968. In that year the total in grades 7-9 increased to 714--it was 760 in 1969 and 787 as of October 1, 1970. This increase is due, in large part, to increased rates of transfer from St. John's School. Due to the fact that St. John's School is planning to phase out its 7th and 8th grades, it appears that the enrollment in grades 7-9 will continue to increase, whether or not there is substantial new housing built in Town.

When the Shaw Junior High was built, boiler capacity was designed to permit heating 10 additional classrooms, which could be built

on the northerly end of the building, where land is available on the site. This may seem necessary if the school is to continue as a 3-grade school, for grades 7-9. If a four-year high school is built, accommodating grades 9, 10, 11, and 13, it would seem possible to handle the maximum foreseeable population of grades 7 and 8 in the existing structure during its useful life.

#### THE HIGH SCHOOL

The existing high school was built many years ago, was remodeled in the 1930's and again in the 1960's, after attempts to build a new high school on various locations had failed during the 1950's. By hindsight, many concerned citizens would have preferred that the Town had built a new high school rather than a junior high school, but conditions forced the building of the junior high school and the remodeling of the older building.

At the present time, the high school library is inadequate for the size of the enrollment and there are a number of other facilities which are less than adequate for a good modern program. The accrediting agency has recommended that the Town build a new high school in the near future, in order to provide necessary facilities, even if enrollment does not increase.

The committee respects the arguments favoring the building of

. new high school, for the present enrollment, but the majority of the committee cannot recommend that a new school be built, at this time, on these grounds. If we were certain that the population of the school system would not increase, we would recommend a study of alternative solutions, including possibly converting the junior high school into a high school, and vice versa, if such solutions would permit the necessary improvements without the cost of a new school.

In this connection, it must be said that the committee is aware of the rapid increase in local taxes, deriving from the rise in the cost of government, and we feel that the utmost prudence must be used in developing any programs for new school construction.

Having said this, it is the consensus of the committee that, wholly apart from the arguments referred to above, it is possible that land use decisions and the population increase that could follow might make it absolutely imperative to build a new high school in the foreseeable future, because, as noted, in the first part of this report, it is possible that the total school population might increase so much that it would be physically impossible to accommodate it in the existing buildings.

#### CONCLUSION

If, therefore, the land use decisions warrant the conclusion that there will be substantial increase in the high school population, and some increase in the elementary population, it is the

consensus of the committee that a new high school be planned, to be completed in time to meet the expected enrollment needs, and that land for this purpose be acquired or reserved while it is available.

It is probable that a 4-year high school, serving grades 9-12 would best serve the Town's needs. Such a school could allow for continued growth and readjustments and could be made according to the needs of the school system at various times. If a 4-year school is built, the enrollment pressure on the Shaw Junior High School would be relieved.

Under this program, it might be possible to abandon the Hadley School site and release the land for redevelopment as valuable, taxable property.

The present high school could be used as an elementary school \* when the Hadley School is no longer operable. The present high school could also be used as a middle school to relieve overcrowding in the elementary schools which might exist in the future. The present neighborhood schools might accommodate the first 5 grades, with the present high school being used to accommodate grades 6 and 7, or 5,6, and 7 if necessary. Whether the junior high school would be a 2 or 3 year junior high school would depend on future enrollment needs in all the schools in Town.

It is the consensus of the committee that the Town acquire sufficient land for whatever future school uses seem needed



in the light of population growth. If this is not done there might not be any adequate sites available for a new school when the need arises.

One possible site for consideration is the unused holes of Tedesco Country Club, lying northerly of the abandoned railroad line, accross from the Shaw Junior High School. This is roughly the site proposed for the new high school in 1950. Another site would be the Davenport Estate off Salem Street, the site proposed by the Swampscott High School Building Committee in 1955. Another possible site, for a high school, though undoubtedly more costly, would be the New Ocean House property adjoining the present athletic fields. While the New Ocean House was in full operation in 1954, the Swampscott Building Needs Committee recommended the construction of a high school south of Phillips Park near the New Ocean House.

We regret that Frank Mansur, former Superintendent of Schools, who participated in the early meetings of the Committee, was forced to resign for reasons of health before the final report.

Respectfully submitted,  
SCHOOLS PLANNING COMMITTEE OF THE MASTER PLAN COMMITTEE

George Arroll, M.D.  
George Chadwell  
John Clarke Kane  
Mrs. Minita Levenson  
Mrs. Judith Lipka

Mrs. Jane Lyness  
Mrs. Marilyn Moran  
Dr. Edna Mauriello, Vice-Chairman  
William Rothwell, Chairman

MASTER PLAN COMMITTEE  
TOWN OF SWAMPSCOTT  
SOCIAL SERVICES PLANNING COMMITTEE

Since the previous preliminary report, the Committee has gathered additional detailed information relating to Swampscott social and health services. The attached statistics indicate use in 1968 and 1969, by Swampscott residents, of services, within and outside the North Shore area, provided through hospitals, health and rehabilitation agencies, family and children's agencies, community centers and neighborhood houses.

Historical Data and Projections, prepared by the Planning Services Group, Inc., also provided data of interest to the Committee:

1. Projections made for Swampscott assume a relative constant growth during the next forty years, from approximately 14,000 to a lower limit of 19,000.
2. Migration of families with children and exodus of the elderly and college age residents have resulted in an increase in pre-school and school age children. In 1965, a study of the population shows that the ages 5-9, 10-14, and 15-19 were the largest age groups.
3. Since 1960, in Swampscott, as in the rest of the country, the birth rate has gone down. The actual number of births in Swampscott has increased due to more young women in Town. The birth rate is expected to continue the upward trend as the babies of World War II enter childbearing age.

It would seem therefore, that although the elderly comprise a large sector of the community and warrant planning for specialized services to meet its needs, it is most important to give serious consideration for future health and social services to programs which would particularly benefit that segment of the population which is growing most rapidly, i.e. the lower age groups.

Whereas it would appear from these statistics that our residents are receiving a broad and adequate spectrum of services, we suggest future efforts might well be directed toward strengthening and expanding services in somewhat in line with the following priorities:

1. Demographic studies: An undertaking of some study is advocated to determine the composition and interests of the population as it relates to each age level, thus giving guidance to future social and health programs as they will best meet the expressed and identified interests and needs of each group. This approach would be especially useful in a study of the teenagers since their interests vary so widely.
2. Drugs, Alcohol and Sex Education: Since these are primarily a social problem, it should be stressed that the family be made aware of and face up to its responsibility in these areas. In addition, the community itself must recognize and direct efforts to solve the

basic problems and thus correct the related transgressions of law and order in society such as theft, violence to person and property and general disorder. Continuation of courses both at junior and senior high school levels is recommended. However, strict vigilance must be exercised by law enforcement officials, otherwise, outsiders and college groups will take advantage of anything less than a vigorous pursuit lest occasional users become addicts.

3. Community Center: Eventual establishment of a center which would serve one or more of the following purposes:
  - a. Recreation center for youth activities.  
This should be set up substantially by youth through their own work and should be supervised by some young adult organization.
  - b. Meeting place for elderly citizens' activities.
  - c. Central information and referral center to acquaint townspeople with various services and help them utilize them as needed.
4. Teen Age Group: A development of services and activities to meet social and health needs predetermining those programs which are of greatest interest.

5. Elderly Citizens: Establishment of rest home facilities - in contrast to nursing home or extended care facilities - private or public - for those who are ambulatory but cannot live alone. There are about 40 residents in outside nursing homes, and space is critical.
6. Pre-school Group: Continuation of "Well Child Conferences" for health supervision.
7. Mental Health Services: We need development of a mental health program. Hopefully, this would be done through facilities made available in the greater Lynn area, for Swampscott residents, for child guidance, treatment of mental illness - on the increase - rehabilitation, and preventive services.
8. Health Services: Consideration was given to a community nursing service which would consolidate services covered by health nurses, school nurses and the Visiting Nurses Association - as approved - along with the impact of a National Health Insurance Program now being discussed. Since the latter prospect is not imminent and since our present nursing program is adequate and fitting for a small town, no recommendations are being made at this time.

The committee has met with representatives of the Housing committee, the Superintendent of Schools as well as those experienced in their fields. The State Department of Public Health has been consulted regarding nursing and public health services.

Respectfully submitted,

Charles W. Dwyer, Chairman  
Mrs. Virginia O'Brien, Vice-Chairman  
Mrs. Roberta Cobbett  
Kent Murphy  
Richard MacDonald  
Robert Bessom, M.D.  
Mrs. Amy Burke  
Mrs. Eleanor Rose  
Mrs. Kathleen Way  
Howard Dow

ATTACHMENT TO THE SOCIAL SERVICES  
PLANNING COMMITTEE REPORT

HEALTH AND SOCIAL  
SERVICES STATISTICS FOR SWAMPSCOTT\*

Swampscott Residents Receiving Social and Health Services

<u>Type of Service</u>	Residents Served			
	1968		1969	
	<u>No.</u>	<u>Total</u>	<u>No.</u>	<u>Total</u>
<u>1. Hospitals</u>				
In hospitals within North Shore area (Lynn, Salem)	1186		1289	
In hospitals outside North Shore area	<u>262</u>		<u>195</u>	
		1448		1484
<u>2. Health and Rehabilitation (Including Visiting Nurses)</u>				
By agencies in North Shore area (Lynn)	204		200	
By agencies outside North Shore area	<u>13</u>		<u>10</u>	
		217		210
<u>3. Family &amp; Children's Services, Relief, Welfare Agencies</u>				
Agencies within the North Shore area (S'cott, Lynn, Salem)				
	139+		254	
Agencies outside North Shore area	<u>274</u>		<u>249</u>	
		413+		503
<u>4. Recreation &amp; Youth Agencies</u>				
Through agencies within North Shore area (Lynn, S'cott)				
	2026		2472	
Through agencies outside North Shore area	<u>38</u>		<u>6</u>	
		2064		2478
<u>5. Community Centers and Neighborhood Houses</u>				
In North Shore Area		246		225

\* Service Statistice - 1968 & 1969 - United Community Services of Metropolitan Boston, North Area

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1. <u>Hospitals</u>	<u>Residents Served</u>	
	1968 <u>No. Total</u>	1969 <u>No. Total</u>
<u>In Hospitals Within North Shore Area</u>	1186	1289
Lynn Hospital	686	646
No. Shore Children's	66	80
Salem Hospital	181	217
Union Hospital	253	346
<u>In Hospitals Outside North Shore Area</u>	262	195
Boston Hospital For Women - Lying In	12	
Boston Hospital for Women - Parkway	18	
Brooks Hospital	4	4
Chelsea Memorial Hospital	5	1
Children's Hospital Medical Center	29	38
Mass. Eye and Ear Infirmary	41	
Massachusetts General Hospital	63	77
Mt. Auburn Hospital	2	4
New England Deaconess Hospital	20	15
New England Medical Center Hospitals	31	26
Newton-Wellesley Hospital	4	2
Peter Bent Brigham Hospital	10	15
Robert B. Brigham Hospital	6	1
University Hospital		10
Waltham Hospital	2	
Whidden Memorial Hospital	5	
Winchester Hospital	3	
Framingham Union Hospital	1	
	1448	1484
<u>2. Health and Rehabilitation</u> (Including Visiting Nurses Assoc.) <u>By Agencies within North Shore Area</u>	204	200
VNA of Greater Lynn	199	194
Little Sisters of the Assumption	5	6
<u>By Agencies Outside the North Shore Area</u>	13	10
Boston Guild of Hard of Hearing	11	5
Epilepsy Society of Massachusetts	1	
Greater Boston Diabetic Society		4
Mass. Association for the Blind	1	1
	217	210



3. <u>Family &amp; Children's Services &amp; Relief</u>	<u>Residents Served</u>		
	1968 No. Total	1969 No. Total	
<u>Through Agencies in North Shore Area</u>	139+	254	
Catholic Family Service of Greater Lynn	42	38	Recreation
Children's Friend & Family Service of North Shore	1	1	By Agencies
Family & Children's Services of Greater Lynn	27	31	Boy's Club
Homemaker Service of North Shore	27	23	Camp Fire (
Jewish Social Service of Greater Lynn	23	25	Danvers Co
Mass. Society for Prevention of Cruelty to Children - Salem	3		Girl's Club
North Shore Catholic Charities Center		2	Hawthorne
Welfare Assistance	+ No record	114	Lynn YMCA
Veteran's Benefits - State Aid	16	20	North Bay YMCA - Mar
<u>Through Agencies Outside North Shore Area</u>	274	249	By Agencie
Big Brother Association of Boston	3	3	Armed Serv
Big Sister Association of Boston	3		Boston YWC
Boston Children's Service	3		Cambridge
The Boston Legal Aid Society	8	1	Malden YMC
Catholic Charities - Boston		2	Wakefield
Crittendon Hasting House	3		Greater Bo
Douglas A. Thom Clinic for Children		1	
Family Counselling & Guidance Center		1	
Family Service of Greater Boston	3		Community
Guidance Camps, Inc.		1	
International Institute of Boston	5		In North
James Jackson Putnam Child Center	2	6	
JFK Family Service Center	1		Jewish Co
Judge Baker Guidance Center	4	3	
New England Home for Little Wanderers	2	3	
U.S.O.	235	229	
Traveler's Aid Society of Boston	1		
	<u>413+</u>	<u>503</u>	

Residents Served

	1968	1969
	No. Total	No. Total
<u>Recreation and Youth Agencies</u>		
<u>By Agencies in North Shore Area</u>		
Boy's Club of Lynn	26	134
Camp Fire Girls of Greater Lynn	120	108
Danvers Community YMCA	4	4
Girl's Club of Lynn	113	113
Hawthorne Girl Scout Council, Inc.	323	334
Lynn YMCA	507	537
North Bay Council, Inc. BSA	256	456
YMCA - Marblehead/Swampscott	677	786
	38	6
<u>By Agencies Outside North Shore Area</u>		
Armed Services - YMCA	8	3
Boston YWCA	16	2
Cambridge YMCA	1	1
Malden YMCA	2	
Wakefield YMCA	11	
Greater Boston YMCA		
	<u>2064</u>	<u>2478</u>
<u>Community Centers &amp; Neighborhood Houses</u>		
<u>In North Shore Area</u>		
Jewish Community Center of North Shore	246	225

MASTER PLAN COMMITTEE

TOWN OF SWAMPSCOTT

TRAFFIC, PARKING AND CIRCULATION PLANNING COMMITTEE

The 1960's have been years of rapid national growth. They have also been years of increasing problems. Our population has expanded. Urbanization of society has accelerated. Today, concern over what is traditionally called "the standard of living" is more and more becoming concern over the quality of living in America.

The automobile, perhaps more than any other single element, conflicts most directly with the efforts to establish a better environment. Personal mobility remains a cherished right, and, in many instances, essential to the pursuit of each individual's goals. But the price we are paying to maintain this cherished right is staggering. Cars pollute the air with odorless, invisible carbon monoxide. They create noise which is often disturbing and offensive. Parked or moving, they are a constant threat to life and limb. They require an enormous and ever increasing percentage of our valuable land. One third of all land in urban communities is usurped by roads. Swampscott, with a total land area of 3.07 miles, has 46.23 miles of roads.

Rational transportation of all things required within a given area is a complex task. Congestion is one of the first signs of transportation problems. Congestion exists in Swampscott.

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The problem is not unique, nor is it abating. The following chart is an attempt to predict the number of vehicles that Swampscott's streets will be required to accommodate in the future.

Year	Number of Vehicles Registered in Swampscott	Population of Swampscott
1960	7,624+	13,294
1965	8,039+	13,995
1970	9,274+	14,400**
1975	10,229**	16,500**
1980	11,283**	17,300**

( + does not account for abatements )  
(\*\* denotes projected figure )

1975 and 1980 vehicle projections are based on the application of an average increase (in percent, 1960 to 1965 and 1965 to 1970) to the known 1970 figure. Any housing construction will seriously affect these projections. The combined area of the Chick, King's Beach Garage and New Ocean House properties is approximately 19.2 acres. If these properties were developed at moderate (20 units per acre) or high density (30 units per acre), the projections would be inflated by an additional 380 to 575 cars. Furthermore, these additional vehicles would relate directly to Humphrey Street, already Swampscott's most congested arterial. The importance of these implications in the consideration of medium to high density construction on any of these sites cannot be over-emphasized.

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In March of 1970, the North Shore Committee on Transportation released a report on the transportation problems on the North Shore. (The North Shore is defined as an area comprised of the communities of Beverly, Danvers, Lynn, Marblehead, Nahant, Peabody, Salem, Saugus and Swampscott.) Prepared by the Urban Planning Aid, Inc., the report attempts to refute state planning decisions which support the construction of Interstate Route 95 and the Beverly-Salem, Vinnin Square connectors. In so doing, the study offers an in depth analysis of the circulation patterns in our region.

Circulation patterns relate directly to transportation needs. Using traffic counts as support data, the Urban Planning Aid concludes that the North Shore's three major transportation needs are:

1. Improved intercommunity access.
2. Improved internal community travel.
3. Improved access to Boston. (although of low priority)

Study of the support data used by Urban Planning Aid, with respect to Swampscott and its neighboring communities, allows us to better understand the cause and effect relationships of Swampscott's circulation problems.

TO:  
FROM:

Lynn  
Marblehead  
Salem  
Swampscott

Total  
North  
Shore  
Traffic

160,500  
46,900  
106,200  
28,900

Swampscott  
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TRIPS MADE WITHIN THE NORTH SHORE REGION

TO: FROM:	Lynn	Marblehead	Salem	Swampscott
Lynn	104,750	4,155	12,903	9,303
Marblehead	4,155	28,330	7,342	3,557
Salem	12,903	7,342	47,701	3,633
Swampscott	9,303	3,557	3,633	9,813

\*\*\*\*\*

TOTAL TRIPS MADE WITHIN THE NORTH SHORE  
AND BY THE NORTH SHORE TO BOSTON

Total North Shore Traffic	Total Boston Traffic	Total All Traffic	North Shore as a % of all Traffic	Boston Traffic as a % of all Traffic	Others as a % of all Traffic
160,512	15,994	212,225	75.7	7.4	16.8
46,953	4,298	55,080	92.6	7.4	10.0
106,294	4,028	120,447	88.3	3.4	8.3
28,921	2,512	31,812	90.9	7.3	1.8

\*\*\*\*\*

Swampscott has two major traffic generators; the Vinnin Square and Humphrey Street shopping districts. Because of the nature of the retail sales activities at these business centers, a significant number of shopping trips can be called recreational in nature rather than business in purpose. Fortunately, most of these trips occur during the time period between the morning and evening rush hours.

Secondary generators are facilities that generate trips at different hours throughout the day, and frequently into the evening. This category includes the schools, playgrounds, library, Town Hall and movie theater. While their peak use tends to occur during weekends, places of worship should be included here. Also, due to being seasonal, Swampscott's beaches may be classified as secondary traffic generators.

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Swampscott's ultimate street network is all but complete. Some changes and/ or additions can be expected in the Foster's Dam area and as required to tie small residential developments into the system. However, with the possible exception of the Interstate Route 95 connector, chances of major change in the overall pattern is remote.

The purpose of any road network is to provide smooth traffic flow at adequate, safe speeds. To insure this, federal and state minimum design standards exist covering elements such as width of right of way, number and width of traffic and parking lanes, sight distances, horizontal and vertical curvature, and intersection angles. Most of Swampscott's streets probably do not meet these standards. Our street pattern, as is typical of most northern New England communities, can be traced back many years. Today, we are

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forced to accept right of ways insufficient to handle current traffic volumes and speeds. Severe road curvatures, both horizontal and vertical, complimented by acutely angled intersections drastically impair smooth, safe traffic flow. Herein lies the heart of most of Swampscott's circulation and parking problems. In many instances, the dense urban character of residential development in Swampscott makes street widening, or substantial regrading over any distance, generally uneconomic and, we might add, unpopular.

Road classification involves two basic elements; the aforementioned minimum design standards and the actual function the road serves. In the analysis of Swampscott's road network, a road classification plan was prepared. The plan is based on classification standards established by the Subcommittee on Standards for Street Facilities and Services of the National Committee on Urban Transportation. They recommend the division of all existing and proposed streets into four use categories. These categories are then applied to design standards and "quality of service may be appraised, logical improvements developed, and appropriate control measures and design features established." The four categories are:

1. Expressways - for obvious reasons, not applicable to Swampscott.



2. Major arterial streets - provide for through traffic movement and direct flow between adjoining communities.

Minimum design standards:

Number of traffic lanes - 4-6

Width of lanes - 11'

Width of curb parking lanes - 10'

Width of right of way - 100-120'

Design speed - 40mph

Degree of curve - 11.3

Capacity - 350 vehicles per hour for each ten feet of total curb to curb width when all parking is prohibited.

3. Collector streets - provide for traffic movement between major arterials and local streets.

Minimum design standards:

Number of traffic lanes - 2

Width of traffic lanes - 10'

Width of curb parking lane - 10'

Width of right of way - 60'

Design speed - 30mph

Degree of curve - 21.0

Capacity - 150 vehicles per hour for each ten feet of total curb to curb width when parking is permitted.

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4. Local streets - provide for local traffic movement and direct access to properties.

Minimum design standards:

- Number of traffic lanes - 2
- Width of traffic lanes - 10'
- Width of curb parking area - 8'
- Width of right of way - 50-60'
- Design speed - 25mph
- Capacity - not a factor on residential streets serving single family units.

The minimum design standards given for each classification are intended to be used as guidelines. Such figures are arbitrary and may differ greatly depending on the source. The same applies to capacity. Hourly capacities and related figures such as peak hourly volume and average daily traffic are difficult to determine. They involve detailed study into several variables, some of which are:

1. Distribution of two way traffic by direction.
2. Type of street operation; i.e., one way or two way.
3. Extent of parking.
4. Amount of green signal time per hour.
5. Width of street.
6. Amount of bus and truck traffic.
7. Turning movements.
8. Intersections.

Another type of road appears on the classification plan. Much has been said with regard to private roads and the expenditures of tax dollars for services. However, a more serious problem exists. Currently, police have no legal power over automobiles on these private ways. They cannot, legally, move or tow away vehicles that may be blocking snow removal or fire fighting equipment. Immediate action should be taken to remedy this situation.

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An increase in vehicle registration has been predicted. Circulation patterns have been established and the street network that supports them examined. Remaining is the identification of problem areas and the development of solutions and/or future alternatives.

Problem area identification was accomplished by using information furnished by this committee's members, interaction with other Master Plan Committees, and a review of reports prepared by the various Neighborhood Committees. Many of the problems identified related to inadequate separation of road use; i.e., conflict between parked and moving vehicle. This relates directly to circulation patterns and the road network. In most cases, increased parking restrictions would not be the answer due to their damaging effects on business, and, as previously mentioned, street alterations are generally uneconomic and unpopular. However, a new federal program may provide the answer.

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The "Traffic Operations Program to Increase Capacity and Safety" (TOPICS) is a new program initiated by Congress as a part of the Federal Highway Act of 1968 in order to encourage communities to increase their efforts to reduce traffic congestion, facilitate the flow of traffic, and reduce accidents on all streets. The program provides federal funds consisting of 50% of costs for study, design, and construction of TOPICS improvements.

Improvements envisioned under TOPICS are as follows:

1. Channelization of intersections.
2. Widening of traffic lanes.
3. Providing additional traffic lanes on approaches to signalized intersections.
4. Installation of traffic control systems.
5. Installation of traffic surveillance systems.
6. Addition and upgrading of traffic control signs, pavement markings, signals and other devices.
7. Development of separate traffic lanes for loading and unloading, etc.
8. Additions to and/or upgrading of highway lighting.
9. Modifications associated with restricting curb parking to increase road capacity and safety.
10. Short construction and/or reconstruction where such an improvement is essential for route continuity along a street of otherwise adequate width.

Swampscott's Board of Public Works is to be commended for their early application to the TOPICS program. Under advisement is their proposal for funding improvements on the following streets: Bradlee Avenue, Salem Street, Danvers Road, Atlantic Avenue, Burrill Street, Monument Avenue, Walker Road and Farragut Road. If the Board's application is favorably received, and funding granted, the proposed work would eliminate many of the problem areas identified by this committee.

The worst, and perhaps most maddening traffic congestion in Swampscott occurs on Humphrey Street during the morning and evening rush hours. Urban Planning Aid figures indicate that about 7,000 vehicles use Humphrey Street daily in Boston oriented trips alone. Massachusetts Bureau of Transportation Planning and Development figures contend that the average daily traffic on Humphrey Street between Atlantic Avenue and the Lynn Line is 12,800 vehicles. State planners supporting the Interstate 95-Vinnin Square connector insist that its construction will eliminate at least one third of this traffic. We do not hold this to be a realistic figure. The trip to Boston, via Route 95, will be two thirds longer than the current routes taken by many. Plans for a third harbor crossing are still in the late 1980's and this will certainly affect travel time to Boston.

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Increasing traffic flow through Swampscott is not the solution, as bottlenecks will still occur in Lynn. Construction of an elevated roadway from the intersection of the Lynnway and Market Street past the intersection of the Lynnway and Commercial Street would allow Humphrey Street to be made one way (out in the morning, in in the evening), thus allowing a car at the Surf Theater uninterrupted access to the General Edwards Bridge. Such a plan is completely infeasible and does not account for the bottlenecks incurred by the returning commuter at the Swampscott-Marblehead line. The only solution deemed feasible by the subcommittee on Circulation and Parking morning and evening rush hour congestion is public acceptance of an adequate mass transportation system.

A road improvement program is recommended for the Upper Swampscott Foster's Dam area. The region is supplying Swampscott with increasing taxable properties, and services should match. Immediate attention should be given to a road improvement program covering Foster, Windsor, Elwin and Sampson Streets.

Access from the Foster's Dam area to downtown Swampscott is largely provided by Burpee Road. While we realize the problem may be complex, we recommend a study to determine the feasibility of a new access spur connecting Upper Swampscott to the Danvers Road. The fact that much of Swampscott's undeveloped land lies in this area makes such a connector particularly desirable.

A Board of Public Works proposal concerning the installation of parking meters along Humphrey Street was forwarded to this committee. The proposal called for the installation of approximately 225 meters from the Lynn line to the Fish House, on the beach side only, exclusive of the areas in front of business districts. Cost of the meters, less installation would be about \$75.00 each. They would be coined for about twenty five cents per hour 9:00 to 7:00 PM., June 15 to September 15. The police department would be responsible for both enforcement and coin collection. The Board feels that the proceeds would be "more than adequate to pay for the cost of meters and maintenance of all beaches during the summer months". Income is estimated at \$50,625 yearly, based on the following maximum use formula: one meter at \$0.25 per hour equals \$2.50 per ten hour day times 90 days equals \$225.00 times 225 meters.

We reject the Board's proposal on two points. First we feel their estimate of financial return is extremely optimistic. No figures are given for installation costs. Coinage is very high, and it is doubtful whether one would rather pay or risk a two dollar ticket for a day at the beach. Also, any fees from convicted violators go to the county, not the town.

Police department estimates run as high as \$7,000 yearly to properly police and service the meters. They also advise that parking along Humphrey Street has reduced by 30% over the last ten years.

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The second point involves the question of whether Swampscott needs parking meters at all. We are inclined to think not, but recommend that the subject be left open for further study in the coming years, particularly if the beaches re-open to their past capacities.

Swampscott's existing off-street parking regulation is insufficient to handle the increased construction we are told is imminent. Re-writing the regulation to obtain definite standards on the following areas is urgently recommended:

1. Stall and isle widths for all types of parking (parallel and angled).
2. Lot surface material.
3. Curbing.
4. Gradient, of both lot and access drives.
5. Lot setbacks and screening treatment in these areas.
6. Gradient, number and location and material of curb cuts.
7. Lighting.
8. % of lot - (paved area) that must be landscaped.
9. Lot ground coverage - pavement vs. open space.
10. Number of cars allowable (adjacent) without "greenbreak"
11. Lot maintenance, standards of and by whom.

The installation of a traffic light on Paradise Road opposite Parson's Drive is recommended. It would slow the speed of traffic along Paradise Road between Vinnin Square and Norfolk Avenue, while allowing easier access to and from the growing



Parson's Drive area residential complex.

Regarding Vinnin Square, all secondary curb sites should be closed and one "master" entrance/exit curb cut created. This curb cut should be controlled by a traffic light. We understand that the state has plans for a similar light upon construction of the Sunbeam Development, but we feel this light is needed now and strongly recommend action in this direction as soon as possible.

A few years ago the town fathers approved a towing statute, but were unable to implement it due to a problem of towing fees. We are advised that a fair, uniform fee schedule has now been established by the state. In view of this, we recommend the statute be implemented, thus enabling the town to remove illegally parked vehicles.

A one way street pattern is recommended for Farragut Road and Walker Road. Our committee feels Walker should be one way allowing flow from Humphrey to Paradise and Farragut the opposite, but feel that abutters should be consulted.

Respectfully submitted,

Daniel Cobbett, Chairman  
J. Seymour Lyness, Vice-Chairman  
Bruce Whittier  
William Carlin  
W. Miller Champion  
John Humphrey  
Eustis Grimes  
Walter Mudge

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REPORT OF ZONING PLANNING COMMITTEE

of

THE MASTER PLAN COMMITTEE

As a result of many meetings over the past year and one-half it was agreed by the majority of the members of this committee that the following recommendations concerning zoning provisions should be made to the Comprehensive Master Planning Group.

1. Suggest that a new apartment house zone, A-4, be created and that the single permitted use in this zone will be apartment houses and structures accessory thereto. The suggested property and building restrictions for this zone are as follows:

minimum land area	100,000 sq. ft.
lot coverage	15%
side yards set back	40 feet
rear yards set back	40 feet
front yards set back	30 feet
frontage	200 feet

height of buildings 4 stories or 40 feet, may be constructed to a maximum of 10 stories or 100 feet, at discretion of the Board of Appeals. Parking - at least 1 1/2 parking spaces per apartment unit. Parking space size at least 10 feet wide x 20 feet long. No parking in front yard area. Buildings at least 40 feet apart from other buildings on the same lot plus an additional 10 feet for each additional story above four permitted by the Board of Appeals.

The following services, building features, and approvals must be obtained and provided for by the developer and/or owner of record:

- plowing and snow removal
- trash and garbage collection
- all sewer, water and other utilities

security precautions in the form of locked entrances and egresses external building lighting and back road lighting as well as fire dectective devices will be required access roads through property connecting at least two public ways; road construction shall conform to Planning Board and Public Works road specifications buildings must be sprinklered throughout; the specifications for the sprinkler system to be governed by the Building-By-Laws

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In the A-4 district no building, or land, shall be used for any industry or manufacturing purpose or for any other purpose except apartment houses provided permission is obtained from the Board of Appeals as provided in Article VI of the Zoning By-Laws. Further, approval for the proposed plans and specifications from the Building Construction Review Board must be obtained prior to any construction. The composition of this Board will be outlined in detail by the sub-committee studying Building By-Law adoption.

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The areas recommended for inclusion within the above designated zone are to be bounded as follows:

3.

- a. Humphrey Street southwesterly to King's Beach Terrace, easterly along the rear property line of the King's Beach Garage land to Claremont Terrace to Burrill Street southeasterly to Humphrey St.
- b. Humphrey Street southerly by Phillips Park to Smith Lane, to Puritan Road westerly to the most easterly entrance of Orient Court to Commonwealth Avenue to Humphrey Street.

4

The construction requirements for the structures, within the above designated zone, will be regulated by the Building

By-Laws and the Building Construction Review Board.

Apartment Houses to be defined to include Condominiums, Garden Apartments, Cooperative Apartments, Town Houses, and Multi-Family Dwelling Units.

Sample Definition of Apartment House

"A building designed for, or occupied as, residence by more than two families".

2. That no change in the zoning be made in the land area along Monument Avenue to the rear of the Hadley School. The uses now provided for by the zoning-by-laws will best preserve the atmosphere of the neighborhood. Any change in zoning may be detrimental to the neighborhood and could be challenged as spot zoning.
3. Changes in zoning provisions in the land mass North of Essex Street generally known as Upper Swampscott met opposition. There was general agreement that there was a need for better access roads, public roads, sewers and utilities in general in this area.
4. The following amendments to the existing zoning by-laws would either revise and/or better define the intent of same. Article II Paragraph 4 changed to read as follows:  
A "corner lot" is a lot abutting not more than seventy-five feet on one street and not more than two hundred feet on an intersecting street. A corner lot shall be considered as

having (2) front property lines and (2) side property lines. The rear property line shall consist of the intersection point of the (2) side property lines.

Article II Paragraph 16 to read as follows:

"Story" The portion of a building above the basement or cellar which is between one floor level and the next higher floor level, or such portion of a building which is between a floor level and the under side of the ceiling or roof surface directly above. For the purposes of this code, the basement or cellar shall not be counted as a story unless these areas are used for dwelling units.

Article II Paragraph 17 to read as follows:

"Frontage" That part of a lot or lot line abutting on a street or way.

Article II Paragraph 18 to read as follows:

"Side Lot Line" Any lot line of which one end touches a street lot line.

Article II Paragraph 19 to read as follows:

"Street Lot Line or Street Line" A line dividing a lot from street.

Article II Paragraph 20 to read as follows:

"Rear Lot Line" Any lot line not a street lot line or side lot line.

Article III Section # 1

Paragraph 4 - A clarification of the number of persons employed at the location should be made and the paragraph revised to read as follows:

Office of a physician, optometrist, or dentist, provided that there are no hospital facilities in connection herewith. Such offices shall be situated in the same dwelling used by professional person as his private residence and not more than three persons, including professional, administration, clerical, assistants, etc. shall regularly be engaged or assisting in the performance of the professional activity. Signs shall be limited to professional announcement signs not over one square foot in area.

Article III Section 2

Paragraph 5 - Should be revised to read the same as Article 3, Section 1, Paragraph 4.

Office of a physician, optometrist, or dentist, provided that there are no hospital facilities in connection herewith. Such offices shall be situated in the same dwelling used by the professional person as his private residence and not more than three persons, including professional, administration, clerical, assistants, etc. shall be regularly engaged or assisting in the performance of the professional activity. Signs shall be limited to professional announcement signs not over one square foot in area.

Article III Section 2

Paragraph 6 - Amended to read as follows:

Customary home occupations such as dressmaking and millinery, when situated in the same building used as a private residence by the person carrying on the occupation, provided not more than a total of three (3) persons including the resident occupant, clerical and administrative help, assistants, etc. are engaged in the activity.

Article III Section 3

Paragraph 7 - Revised to read as follows:

Office of a physician, optometrist, or dentist, provided that there are no hospital facilities in connection herewith. Such offices shall be situated in the same dwelling used by the professional person as his private residence and not more than three persons including professional, administration, clerical, assistants, etc. shall be regularly engaged or assisting in the performance of the professional activity. Signs shall be limited to professional announcement signs not over one square foot in area.

Article III Section 3

Paragraph 8 - Amended to read as follows:

Customary home occupations such as dressmaking and millinery, when situated in the same building used as a private residence by the person carrying on the occupation, provided not more than a total of three (3) persons including the resident occupant, clerical and administrative help, assistants, etc. are engaged in the activity.



Article III Section 6

Paragraph 4 #6 - Revised to read as follows:

Retail business or service establishment: Each 350 square feet of gross floor area.

Article III Section 6

Paragraph 4 #7 - Changed to read as follows:

Hospitals and convalescent homes (1) per 6 patient beds.

Article III Section 6

Paragraph 4 Add #8 - To read as follows:

Clinical, medical building - 1 per staff member  
1 per employee  
plus 1 per 350 square feet

Article III Section 6

Paragraph 4 Add #9 - To read as follows:

Professional and general offices - 1 per staff member  
1 per employee  
plus 1 per 350 square feet

Article III Section 6

Change existing #8 to #10

Where a use is not specifically provided for, the regulations for the most nearly comparable specified use shall apply as determined by the Board of Appeals to the end that adequate space shall be provided to accommodate the motor vehicles used by all persons likely to be gathered at the premises at any one time.

Article III Section 6

Eliminate Paragraph 4 D

Article III Section 6

Paragraph 4 E Change to D amended to increase the area per vehicle and - To read as follows:

A parking space shall mean an area of not less than 10 feet



by 35 feet, accessible from the street, suitable and intended for the parking of a passenger motor vehicle.

Article III Section 6

Paragraph 6, Sub-paragraph 1 - Changed to read as follows:

Signs attached flat against the wall of the building but no signs or other advertising devices shall be erected with a display area greater than 60 square feet in size. However, a display area of up to, and including 120 square feet in size may be used when the sign is a physical part of a building designed as part of the architectural decor of the building and provided further that permit for one or more signs is obtained from the Board of Appeals as provided in Article VI Section 4.

Article IV Section 3

Paragraph 5 - Changed to eliminate "except as to set back" and to read as follows:

The requirement of the "Table of Height and Area Regulations and Front, Side and Rear Yard Requirements" referred to in Article IV, Section 1, need not apply to the Residence A-1, Residence A-2, Residence A-3, Business B-1 or Business B-2, to lots of less than the required area for the district in which they are located, provided such lots have been duly described by deed recorded with the Registry of Deeds or assessed as separate parcels prior to March 23, 1948, the date of passage of this by-law or provided such lots have been duly described by deed recorded with the Registry of Deeds or assessed as separate parcels between March 23, 1948 and March 26, 1958 and conformed to the area and frontage requirements of the by-law governing that period. Buildings on such lots shall conform to the regulations applying in the district of comparable lot size as follows:

Article IV Section 3

Paragraph 5, Sub-paragraph 3 - Revised to read as follows:

Lots in any district of less than 10,000 square feet but having an area of at least 6,000 square feet shall have buildings conforming with the tabular data for Residence A-3 district. The front setback for these lots shall conform to Article IV Section 3.

Article V Section 3

Paragraph 1 - Changed to read as follows:

Any building, part of a building or land which at the time of the passage of this by-law is, under the previously existing by-law, being put to a non-conforming use may be:

1. Continued in that use except that if a nonconforming use of a premises or a structure, or structure and premises in combination, is abandoned, or discontinued or twelve (12) consecutive months, the premises, structure, or the structure and premises in combination, shall not thereafter be used except in conformance with the regulations of the district in which it is located.

Article V Section 4

Paragraph 2 - Changed to read as follows:

Garage or storage space for not more than three private automobiles is an accessory use in a Residence district. Such garage shall not be nearer than three feet to any side or rear lot line, nor nearer to the front street line than the prescribed minimum set-back distance of the respective districts. No storage of automobiles shall be permitted in the front yard area.

Respectfully submitted,

Alexander Way, Chairman  
John Burke, Vice-Chairman  
Leon McEntee  
T. Paul Corcoran  
Donald Goss  
Garry Marsela  
Richard Shribman  
Arthur Bisenti  
Daniel Cobbett  
Clayton Smith  
Edward Flynn

APPENDIX I

1. POPULATION

Three factors are involved in population growth. These are net increase in housing (conversions or new housing units exceeding demolitions), net in-migration into the existing housing stock (more residents moving in than moving out), and net natural increase of the population (a surplus of births over deaths). Population projections are based on assumptions of how these factors will change in the future. As a result any projection can only be as good as one's assumptions about these factors. Tables I and II provide a history of population change in Swampscott .

TABLE I: POPULATION HISTORY

YEAR	POPULATION
1940	10,761
1945	11,835
1950	11,580
1955	13,070
1960	13,294
1965	13,995
1970	13,578

Source: U.S. and State censuses.

TABLE II: POPULATION CHANGE

YEAR	CHANGE
1940-1945	+1,074
1945-1950	- 225
1950-1955	+1,490
1955-1960	+ 224
1960-1965	+ 701
1965-1970	- 417

Source: U.S. and State censuses.

Over the last 20 years the level of housing construction, migration and births in Swampscott has been unstable and as a result past projections of population and school enrollment have proved inaccurate. Projections made in 1951 underestimated the 1970

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population by approximately 1,000 persons, and school projections made by the state in 1968 underestimated 1970 enrollment by approximately 200 pupils. This is not surprising, since it has been found that projections are more often too low than too high.

In order to compensate for the inherent inaccuracy of projections, they are often given as a range, and the projections given here will follow this practice. This range will be stated in terms of the upper limit and lower limit of the expected population. The lower limit of the projections assumes existing zones in Swampscott will remain unchanged. The upper limit is based on the assumption that zoning will be changed to allow higher density apartment construction.

Several recent projections of population have been made for Swampscott by the Metropolitan Area Planning Council and Clinton Bogert Associates for a period of 40 years. Although this is a long period of time in which to assume accuracy of a projection, these projections will be summarized here for comparative purposes.

Projections made for Swampscott assume a relatively constant (straight-line) growth over the next 40 years. Beyond these 40 years one cannot assume continuing growth because Swampscott will run out of space in which to expand. As a result the figures given for 2010 may also be understood as the terminal growth of the town, or the population of the town at saturation for a given density of housing. The following pages will describe the factors affecting future population levels in the town.

#### NET INCREASE IN HOUSING

The following table shows that the construction of housing has decreased markedly over the last 10 years. This change has been due to lack of building lots (a local factor) and high interest rates (a national factor). As Section III will show, there is actually over 200 acres of vacant and buildable land in parcels of over one acre in Swampscott. At present only a small portion of this land is on the market. However it must be assumed that this land could eventually be sold and be developed as single-family houses, or if zoning changes are made, as higher density apartments.

TABLE III: NET CHANGE IN DWELLING UNITS

YEAR	NEW CONSTRUCTION	DEMOLITION	NET CHANGE
1960	70*	5	+65
1961	33	0	+33
1962	27	3	+24
1963	31	1	+30
1964	15	3	+12
1965	24	3	+21
1966	16	0	+16
1967	15	1	+14
1968	18	6	+12
1969	9**	6	+ 3

Source: Town Building Permits.

\* Includes 40 units of housing for the elderly.

\*\* Plus 44 units of housing for the elderly under construction.

IN-MIGRATION

Net in-migration is the number of persons who have moved into town minus those who have moved out. In Swampscott it appears that in-migration is a result of families with children moving in, while the elderly and college age residents move out. This is demonstrated on the accompanying chart of Swampscott's age-sex distribution on page 4.

Not counting increases from construction of new housing, net in-migration between 1960 and 1965 was estimated at 20 persons per year. Between 1965 and 1970 net in-migration was an average of 30 persons per year. (This is based on an analysis of the state and federal censuses.) In the latter half of the 1960's gross migration into and out of the town was on the rise, and this migration was particularly heavy in 1967, 1968 and 1969, as shown by changes in school enrollment.

While those who left were beyond high school age, those who moved in tended to be parents with school age children. As a result, while construction of housing in Swampscott declined during the latter 1960's and total population grew at a low rate, the number of preschool children and school age children was on the increase.

NET NATURAL INCREASE

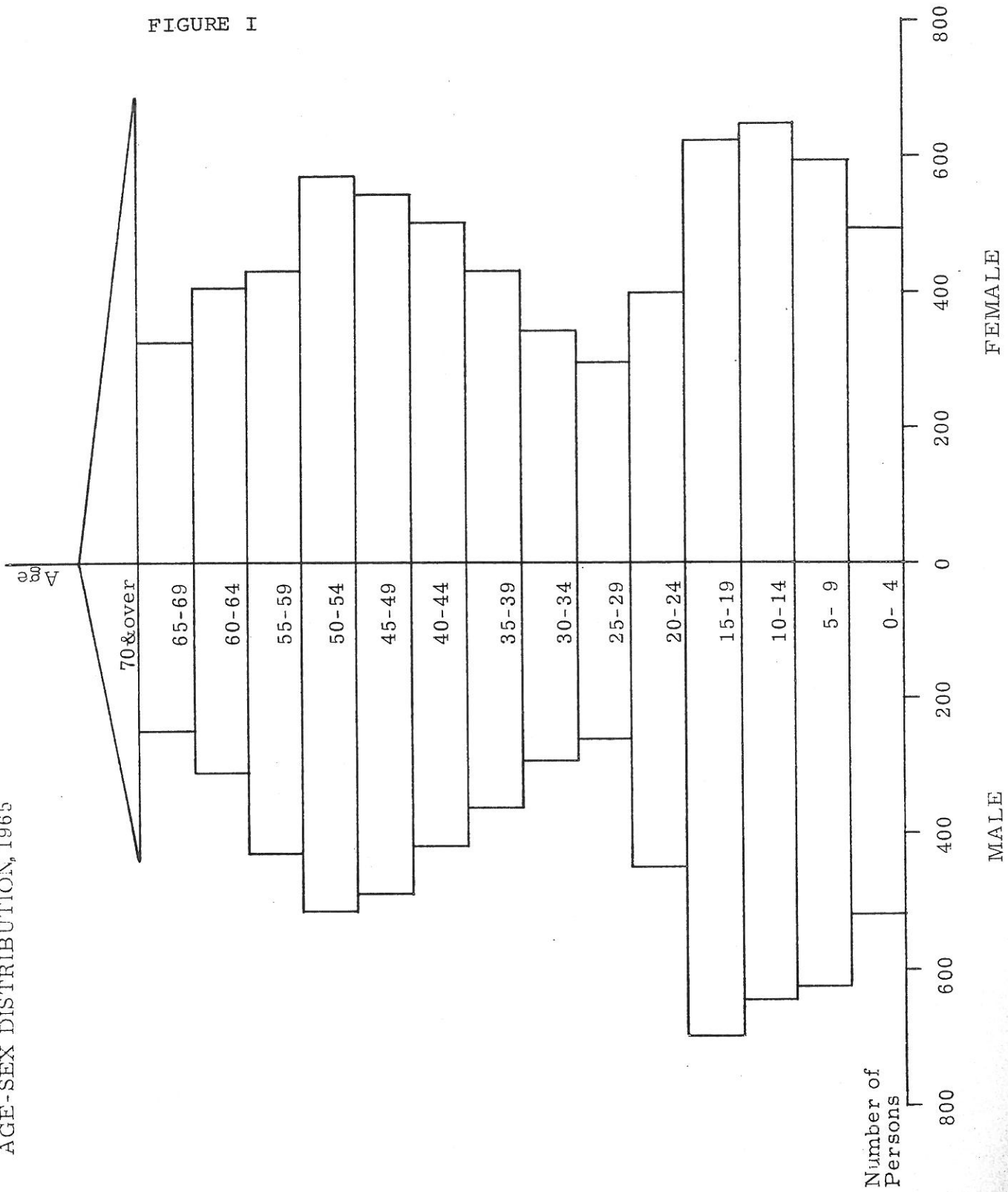
The number of births in a community is related to the number of

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women of child-bearing age, as well as to the rate at which these women have children. Since 1960, in Swampscott, as in the rest of the United States, the rate at which women have children has been decreasing. The actual number of births in Swampscott, however, has risen recently, but this is because there are now more young women in the town, rather than each of them having more children.

Future births are expected to continue to rise because the increased number of persons born after World War II are now entering the childbearing years. The number of births and deaths in Swampscott is shown in the table at the top of page 5.

FIGURE I



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TABLE IV: NET NATURAL INCREASE, 1960-1969

YEAR	BIRTHS	DEATHS	NET CHANGE
1960	195	149	+46
1961	190	132	+58
1962	176	142	+34
1963	160	138	+22
1964	154	117	+37
1965	111	118	- 7
1966	118	116	+ 2
1967	111	135	-24
1968	136	118	+18
1969	156	106	+50

Source: Town Board of Health

Note: These figures are allocated for Swampscott, however reporting of persons who are born or die out of town or out of state is not always complete and figures are subject to revision as new information becomes available.

Comparing the tables on net natural increase TABLE IV and net change in dwelling units TABLE III, it is evident that population growth as a result of new construction has diminished, and that net natural increase has declined, although the latter is subject to some fluctuation. But the third factor affecting population growth in Swampscott, in-migration, has increased, thus contributing to the overall rise in population.

POPULATION PROJECTION, UPPER LIMIT

This projection was made by the Metropolitan Area Planning Council in 1968 and concurs with that made by Clinton Bogert Associates, Engineers, in 1968.

TABLE V: POPULATION PROJECTION, UPPER LIMIT

YEAR	POPULATION
1970	14,400*
1975	16,500
1980	17,300
1985	18,400
1990	19,600
1995	20,300
2000	21,000
2005	22,000
2010	23,000

Source: Metropolitan Area Planning Council; Clinton Bogert Assoc. Report on Sewerage Treatment Facilities, September, 1968.

\*1970 figure estimated by the Planning Services Group, Inc based on the population reported in the 1965 state census.



TABLE VI: PROJECTED POPULATION CHANGES

YEARS	POPULATION INCREASES
1970-1975	2,100
1975-1980	800
1980-1985	1,100
1985-1990	1,200
1990-2000	700
2000-2005	1,000
2005-2010	1,000

Source: Metropolitan Area Planning Council; Clinton Bogert Associates. Report on Sewerage Treatment Facilities, Sept. 1968.

The Metropolitan Area Planning Council projection is based on the assumption that the North Shore as a whole will undergo substantial population growth (20% from 1960-1975, 18% 1975-1990). These projections assume that Swampscott will increase in size an average of 1,100 persons every five years. In the past the town has grown that fast, but it has not been a sustained growth, faster periods being followed by slower periods. This can be seen from TABLE II: POPULATION CHANGE. Therefore these projections may be considered the upper limit of population growth in the next 40 years, and while it is not probable that the town will grow fast, the possibility of growth must at least be recognized.

TABLE VII: POPULATION PROJECTION, LOWER LIMIT, 1970-2010

YEAR	POPULATION
1970	14,000
1975	15,000
1980	15,600
1985	16,200
1990	16,800
1995	17,400
2000	18,000
2005	18,600
2010	19,200

Source: The Planning Services Group

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The lower limit of population growth is expected to be an average of 600 new residents every five years. This assumes construction of an average of 25 housing units per year under present zoning. This projection also assumes that net in-migration into the older housing stock will continue at its present level. By way of comparison, the upper limit of projected population would not be reached unless an average of 56 new housing units were constructed each year, assuming the present net in-migration into the older housing stock as well.

## II. SCHOOL PROJECTIONS

Public school enrollment in the 1960's was an average of 2,760 pupils including those in kindergartens and special classes. Over the past 20 years enrollment in the public schools has been increasing slowly and this enrollment can be expected to continue increasing over the next 20 years and beyond. In the last ten years the enrollment has tended to fluctuate. In three of these years the enrollment has decreased. In seven of these years enrollment increased and the overall trend has been upwards.

TABLE VIII: PAST TRENDS IN SCHOOL ENROLLMENT, 1955-1970

GRADES	1955	1960	1965	1970
Kindergarten	166	196	169	198
1-3	652	637	565	616
4-6	585	625	592	628
Special Pupils	19	21	20	20
7-9	570	685	679	750
10-12	455	556	690	710
Total	<u>2,447</u>	<u>2,720</u>	<u>2,715</u>	<u>2,922</u>

Source: Swampscott School Department

In the earlier part of the decade the annual fluctuations were over a small range, less than 25 pupils, generally, for the entire system. Between 1967 and 1969, however, over 200 new pupils were added. According to School Department figures, students transferring into the school system in 1969 came from the following sources:

TABLE IX: SOURCE OF NEW STUDENTS

SOURCE	PERCENTAGE
Out of state	25%
In state	31%
Private schools	9%
St. John's	35%

Source: Swampscott Public Schools, 1970 Budget, Support Data&Analysis

A broad outline of future school requirements may be seen by relating public school enrollment to projected increases in population. Over the past years total public school enrollment has been approximately 20 percent of total population. These relationships are shown in the following tables.

TABLE X: PUBLIC SCHOOL ENROLLMENT AS A PERCENTAGE OF TOTAL POPULATION

YEAR	% Population in Grades K-6	% Population in Grades 7-12	%Population in Grades K-12
1955	10.9	7.8	18.7
1960	11.0	9.5	20.5
1965	9.6	9.8	19.4
1970	10.1	10.2	20.3

Source: State and U.S. censuses and Swampscott School Department

TABLE XI: ESTIMATED PUBLIC SCHOOL ENROLLMENT: UPPER LIMIT OF PROJECTED POPULATION

YEAR	Population	% in School	School Enrollment
1975	16,500	20	3,300
1980	17,300	20	3,460
1985	18,400	20	3,680
Saturation	23,000	20	4,600

Source: Metropolitan Area Planning Council and The Planning Services Group, Inc.

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TABLE XII: ESTIMATED PUBLIC SCHOOL ENROLLMENT:  
LOWER LIMIT OF PROJECTED POPULATION

YEAR	Population	% in School	School Enrollment
1975	15,000	20	3,000
1980	15,600	20	3,120
1985	16,200	20	3,240
Saturation	19,200	20	3,840

Source: The Planning Services Group

The above estimates show a crude approximation of future school enrollments. A more refined projection procedure called the cohort survival method may be used to project school enrollments. Such a projection is based on the survival ratio of each cohort (or age group) of students as it moves through the school system. By looking at the history of enrollment over the past five years one can calculate the ratio of students who pass from one class to the next. These survival ratios are expressed as percentages of one class going on to the next. A cohort survival projection was made in 1951; however this projection turned out to be too low. An interesting comparison can be made between the survival ratios used in 1951 and those calculated for the years 1965-1970 which are used for the cohort survival projection shown in TABLE XIV.

TABLE XII: COMPARISON OF SURVIVAL RATIOS, 1951 and 1970

GRADES	1951 RATIO	1970 RATIO
K-1	88.1	112.6
1-2	107.8	98.5
2-3	100.7	108.6
3-4	99.5	100.7
4-5	102.4	102.6
5-6	102.5	102.8
6-7	100.4	116.8
7-8	105.3	99.0
8-9	92.9	104.9
9-10	117.4	100.3
10-11	87.7	99.5
11-12	88.5	97.7

Source: School Needs - 1951, Tufts University, The Planning Services Group, Inc.

GRADE	actual enrollment											
	1969-1970	1970-1971	1971-1972	1972-1973	1973-1974	1974-1975	1975-1976	1976-1977	1977-1978	1978-1979	1979-1980	
K	198	188	177	185	187	189	191	193	195	197	199	
1	184	223	211	199	208	211	219	215	217	219	222	
2	191	181	220	208	196	205	208	216	212	213	216	
3	241	207	197	239	226	213	223	226	235	230	231	
4	191	243	208	198	241	228	214	225	228	237	232	
5	201	196	249	213	203	203	234	220	231	234	243	
6	236	207	201	256	219	209	209	241	226	237	241	
7	238	276	242	235	299	244	244	244	281	264	277	
8	267	236	273	240	232	296	242	242	242	278	261	
9	245	280	247	286	252	243	311	254	254	254	291	
10	241	246	281	248	287	253	244	312	255	255	255	
11	231	240	245	280	247	286	252	243	310	254	254	
12	238	226	234	239	274	241	279	246	237	303	248	
Special	20	20	20	20	20	20	20	20	20	20	20	
Total	2,922	2,969	3,005	3,046	3,091	3,041	3,090	3,097	3,143	3,195	3,190	

Source: The Planning Services Group, Inc.

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Examination of these two sets of ratios shows that recently there have been more persons transferring into the schools at almost every level than the 1951 ratio anticipated. This is the result of the comparatively high level of in-migration of older families with children to Swampscott and the gradual phasing out of St. John's and other parochial schools.

The figures show that the popular times to move into town are before one's child enters first grade, and at the third grade, sixth grade, and ninth grade levels. These figures also show that fewer students over 16 years of age drop out of school now than in the 1950's. Another point which is shown by the figures is that in the 1950's many persons moved into the town to take advantage of the high school. Today, however, more persons transfer into the junior high than into the high school.

Comparing two methods of projection, one can see that the results of the cohort survival method closely resemble those figures derived from the lower limit of projected population. The conditions under which the cohort survival projection would be accurate then, would be that migration into the older houses continued at past levels and that the construction level of new houses averaged 25 units per year.

### III. RESIDENTIAL HOLDING CAPACITY OF VACANT LAND

The residential holding capacity of a town is the number of new units which could be built on vacant land given a particular density of development. The land uses by type and density in Swampscott were determined in 1963 by a survey taken by the Eastern Massachusetts Regional Planning Project.\* This survey was based on aerial photos and field surveys, and shows the following results. Note that this survey shows land according to its use rather than its ownership.

\* Eastern Massachusetts Regional Planning Project, Comprehensive Land Use Inventory Report, March 1967

TABLE XV: LAND USE 1963

USE	ACRES	% OF TOTAL
Residential	711	39.59
Commercial	43	2.39
Social Services & Recreation	228	12.69
Manufacturing	8	.45
Extractive	69	3.48
Transportation	35	1.95
Vacant Buildings	4	.22
Streets	<u>215</u>	<u>11.97</u>
Subtotal (land developed)	1,313	73.10
Vacant land	395	21.99
Water and Swamp	<u>88</u>	<u>4.90</u>
Total Area	1,796*	100.00

Source: Eastern Massachusetts Regional Planning Project

\* The figures on total land in Swampscott found in the Eastern Regional Planning Project are at odds with other estimates of total size of the town. While the Planning Project figures assume a total of 1796 acres, the Annual Reports of the town list the area as 3.05 square miles, or 1952 acres. This discrepancy is unexplained but may be attributed to problems of measuring size from aerial photos or different assumptions about mean high water line.

RATE OF LAND DEVELOPMENT

Comparing aerial photos taken of Swampscott in 1952 and 1963, the Eastern Regional Planning Project found that over these years 80 acres of additional land had been developed. The latest estimate of developed land in Swampscott is that made by the Conservation Commission which estimated that a total of approximately 1,400 acres were developed in 1969. This would represent an additional 87 acres developed between 1963 and 1969.

Referring again to the 1963 study, the density of net residential acreage in Swampscott was 5.47 dwelling units per acre. This total was broken down in the following way.

TABLE XVI: DENSITY OF RESIDENTIAL DEVELOPMENT, 1963

TYPE OF HOUSING	NET DENSITY (DU'S/ACRE)
single-family acreage	4.36
two-family acreage	15.97
multi-family acreage	19.11

Source: Eastern Massachusetts Regional Planning Project

HOUSING UNIT DENSITIES

Experience shows that there is a characteristic range of densities for each housing type. One planning reference book lists the following set of densities.

TABLE XVII: CHARACTERISTIC DWELLING UNIT DENSITIES

TYPE OF HOUSING	DWELLING UNIT DENSITY per ACRE
single-family houses	1 - 5
attached row houses	10 - 14
garden apartments	15 - 20
high rise apartments	25 - 35

Source: Chapin, F. Stuart, Jr., Urban Land Use Planning. Urbana, Illinois: University of Illinois Press, 1965.

As can be seen from these tables in the single and multi-family categories Swampscott approaches the upper range of characteristic densities. Planning committees may find it useful to compare their own assumptions about apartment house densities with the characteristic ranges given here.

In order to determine how much more residential building could take place in Swampscott, the Housing Committee in 1970 calculated through the use of the assessors' records the vacant land in town. This land was totaled for all parcels over 40,000 square feet and for contiguous parcels which could add up to 40,000 square feet. (At the present time calculations are being made of all vacant land regardless of size of parcel.) Figures on vacant land were totaled separately for the parts of town in the Foster's Dam area, and for land outside that area.



TABLE XVIII: VACANT LAND BY ZONING CATEGORY  
EXCLUDING FOSTER'S DAM AREA

ZONING DISTRICT	ACRES OF VACANT LAND*	NUMBER OF POTENTIAL DWELLING UNITS**
Residential A-1	19.5	30
Residential A-2	89.7	227
Residential A-3	25.2	91 single-family homes or (182 two-family homes)
Business B-3	72.5	183 single-family homes or (366 two-family homes)
Total	206.9	531 single-family homes or (805 two-family homes)

Source: E. Manchin, Swampscott Board of Assessors.

\* These figures do not include small scattered lots which cannot be combined to make 40,000 square feet.

\*\*In calculating the number of potential dwelling units, areas were reduced to allow for construction of roads. This reduction was 10% in A-1 Districts, 15% in A-2 Districts, and 20% in A-3 Districts. As a result densities used were 1.6 DU'S/acre in A-1 Districts; 2.5 DU'S/acre in A-2 Districts; and 3.6-6.2 DU'S/acre in A-3 Districts.

TABLE XIX: VACANT LAND BY ZONING CATEGORY  
IN FOSTER'S DAM AREA

ZONING DISTRICT	ACRES OF VACANT LAND*	NUMBER OF POTENTIAL DWELLING UNITS**
Residential A-2	88.3***	223 single-family homes
Business B-2	15.2	55 single-family homes or (110 two-family homes)
Total	103.5	278 single family homes or (333 two family homes)

Source: E. Manchin, Swampscott Board of Assessors.

\*\*\* This area has been reduced due to recent acquisitions by the Conservation Commission.

\* The distinction is drawn at this time between land which could be developed and land which could not. Experience has shown that as land becomes scarce people are willing to spend more to prepare it for use.

\*\* See \*\* note from previous table

FUTURE HOUSING UNIT DENSITY

During their work on the Master Plan several planning committees considered recommendations for apartment development on three parcels of land. These are known as the following:

Chick Estate	1.8 acres
Kings Beach Garage	1.2 acres
New Ocean House	16.2 acres
Total	<u>19.2 acres</u>

If these properties were developed at a moderate density of 20 dwelling units to the acre, one could assume construction of 384 new dwelling units on these sites. If these were developed at a high density of 30 dwelling units to the acre, one could assume construction of 576 dwelling units.

Under conditions of maximum development, one could assume that with existing zoning a maximum of 500 new dwelling units could be constructed on the remaining 200 acres of large-lot vacant land, or that alternatively, these 500 units could be built on 20 acres of land zoned for high-density development. Effects of developing 200 acres at a variety of densities are shown below:

TABLE XX: EFFECT OF DENSITY ON NUMBER OF DWELLING UNITS

ACRES	DENSITY	NEW DWELLING UNITS
200	2.5 (mid-range single-family)	500
200	12 (mid-range row housing)	2,400
200	17.5 (mid-range garden apt.)	3,500
200	30 (mid-range high density apt.)	6,000

The upper limit of population projected for 2010 is 23,000 persons, which is 8,600 more than reside in town presently. Assuming 3.3 persons for every dwelling unit, (the average number of persons per dwelling unit in 1960), this projection would assume construction of 2,600 new dwelling units to house this population. These dwelling units could be put on 200 acres at an average density of 13 dwelling units per acre. As can be seen from the previous table, the upper limit of population is not likely to occur solely through the development of single-family houses or even row houses. However, this population could be reached with development of garden apartments or a mixture of high-density apartments and lesser-density development.

APPENDIX II  
PLANNED UNIT DEVELOPMENT

Zoning for Planned Unit Development (or PUD) is a zoning option to permit flexible development standards for projects of sufficient scale to benefit therefrom. The idea is that there should be a quid-pro-quo; the developer, in return for advantages he gains from a more compact plan, or higher density, or a greater range of permitted uses, engages to benefit the town by providing more open space, more attractive design, and more economical town maintenance, or by meeting a variety of social needs difficult to fulfill under conventional zoning.

The zoning bylaw clearly states what the town expects to gain from this form of development; either the developer meets these standards or, at his option, he may revert to the normal zoning standards for the district.

Cluster Zoning

The simplest form of PUD is commonly known as cluster zoning. This is a form of subdivision whereby dwellings, instead of being spaced evenly throughout the tract, are grouped into clusters with the resulting open space conserved for common use. The total number of dwelling units remains the same as would be permitted in a conventional subdivision of the tract, but the private lots become smaller; instead of relying exclusively on their own backyards, the inhabitants are free to

roam through common open space. This is permanent open space, which may be owned and managed in a variety of ways; by the abutters themselves, by a conservation commission or trust, by the town itself or by any organization whose primary purpose is to keep the land open.

Ultimately, any private or semi-public ownership of open space should be backed up by reversion to town control if such ownership is about to change in form, or is not satisfactorily managed.

The benefit to the developer is tangible. He can avoid patches of land difficult to build on--the very lands usually most worth preserving.

His roads and utilities are appreciably shorter. Cluster developments sell well--provided, always, that it is in an area where conventional subdivisions also find a ready market. Where this option is now available in Massachusetts, it has proven popular with builders. The towns which have cluster zoning are also happy with it. The character of the landscape is being preserved, and gradually whole networks of interconnected streams, swamps, ridges are coming into being for common enjoyment. Shorter roads and utilities mean less public maintenance, plowing and patrolling. It is more economical to obtain easements for sewer lines and, in appropriate cases, to reserve land for public schools and playgrounds. The quality of subdivision design tends to be higher--certainly this is something the town can insist on as part of the quid-pro-quo--which in turn leads to noticeable stability of taxable

values. Experience has shown that taxes per dwelling are not less, despite the smaller individual lot, because the value of the lot is increased by its proximity to protected open space, just as if it were on the edge of a park. For the same reason, developers have not been putting up cheaper houses on the smaller lot than they otherwise would, for their customers have proved willing to pay at least as much for the location as before. And one of the qualities customers particularly value is the safety of traffic free areas for play.

Administration of cluster zoning has been correspondingly simple. About half of the Massachusetts towns which have it permit it as an alternative to conventional zoning, without requiring a special permit, as they feel that no public hearing or judgment is required where the only changes permitted are so clearly beneficial to the neighborhood. Where special permits are required, the procedure is often intended as a means of solving problems in special situations rather than of discouraging cluster zoning, although unfortunately this has too often been the outcome.

#### Planned Unit Residential Development (PURD)

A PURD may go one or more steps beyond cluster zoning while remaining predominantly residential in purpose. It may permit a greater number of dwelling units, a greater variety of building types may be allowed with corresponding changes in height and lot requirements,

a certain number of services, such as recreation clubs, small stores and offices, may be allowed as warranted by the scale of the development to be served. The general location where PURD's are to be allowed should, of course, be selected with a view to the capacity of utilities and circulation to support them.

Because a PURD involves a substantial change in the use or density other wise allowed in the district, it is advisable to furnish a public opportunity to review the proposal, even though the general standards have already been spelled out in the town-voted bylaw. This is most commonly accomplished by the requirement for a special permit from the Board of Appeals. Depending on the magnitude of the changes or area proposed, a zoning change is sometimes required instead. In either case, the bylaw should contain guarantees that if the area is not developed as authorized within a given period, it will revert to its former zoning status.

The economies of cluster zoning to both the town and the developer are intensified in a PURD not only by the even more compact development of that portion of the tract actually used, but also by the more compact forms of dwelling types permitted. Out of this rises a further advantage; the possibility of satisfying the needs of families of greater variety of incomes or age groups than are present in the typical subdivision. The scale of the PURD also supports the installation of semi-public and

private services which will help to form a social center for the new village. The PURD is thus offering the chance to combine the best in town and country living.

#### Planned Commercial Development (PCD)

The concept is already quite familiar under other names--an industrial park, an office park or a shopping mall. The point here is that the "park" or "mall" aspect of the name is stressed and is to consist of more than a border of petunias around the asphalt.

The advantage to the town is that the provision of a high proportion of landscaped open space as a buffer makes it possible to absorb a PCD without undue disturbance to adjacent areas. The town preselects certain districts having suitable characteristics of accessibility services, and land as areas into which a PCD may be admitted. This in turn encourages the large-scale developer to search for land by freeing him from the monopoly market restrictions of a tightly delimited conventional business or industrial district. The town, for its part, has much greater control than in the usual case where the developer acquires land in some absolutely unpredictable location and then requests a zoning change based on the almost irresistible argument of promised tax returns. And not only does the town have better control; because of the high design requirements, it is also more likely to attract a stable and substantial commercial investor.

Where a town is in a position to say that certain general areas are more definitely suited to PCD's than others, a special permit within those designated areas can be sufficient control, without calling for redistricting.

#### Mixed-Use PUD

As the name implies, this may be a mixture of such uses as, say, apartment buildings over offices and stores catering to customers outside the development. Control over the design of such development can result in a place which is as alive with trees as with cars, where busy sidewalks alternate with large areas where the eyes and the feet can rest. This type of design control is all but impossible to achieve under conventional zoning but can be handled by the repeated design reviews built into the PUD process.

In this case, the town's gain is a lively and tax-productive development in which the amenities are not sacrificed. The developer's gain is an opportunity which he might not otherwise be allowed at all to create a financially strong composite.

The impact of this type of development is apt to be so great that it is normally handled by a vote to rezone the specific tract concerned. It is more than a PURD "village"; it is apt to become a second "downtown."